

Analysis of Adaptive Policy in Education Policies in the Era of Covid-19 Pandemic in Makassar City

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Abstract

A policy will be born along with the complexity of the needs, interests and demands of human life. The same is true when the Covid-19 pandemic occurs. The policy was born from the demands of pandemic conditions which are expected to be a solution and a shield to face the pandemic so that activities both in the social, political, and especially education fields can continue to be carried out. This study aims to describe the analysis of policy adaptive in education policy in the era of the Covid-19 pandemic. This research method is a qualitative approach. Data analysis uses data reduction, data presentation, verification, and drawing conclusions. Policy adaptation in the implementation of education policies is carried out with several models depending on the situation, but under certain conditions these models can be combined. As is done in the implementation of learning where learning from home can be focused on life skills education, including regarding Covid-19. The meaning of learning done at home is not only limited as a substitute for face-to-face learning but also on students' understanding of the dangers of the Covid-19 pandemic so that they must carry out healthy lifestyles in everyday life. In addition, students can provide an understanding to families about the dangers and prevention of Covid-19. While the evaluation is carried out on policy choices through aspects of desirability (attractiveness), affordability (affordability), and feasibility (feasibility).

Keywords: Analisis, Policy Adaptive

Introduction

A policy will be born along with the complexity of the needs, interests and demands of human life. The same is true when the COVID-19 pandemic occurs. The policy was born from the demands of pandemic conditions which are expected to be a solution to face the pandemic so that activities in the social, political, and educational fields can continue to be carried out. Especially in the field of education, the right policy can bring the safety of students and all elements in the field of education in the implementation of teaching. However, to decide and take an education policy is not an easy thing, because the policy making actors must carefully consider the policies taken so as to affect the quality of education.

As stated by Grindle and Thomas (2016) policy reforms must lead to policies that can observe and correct wrong conditions, both in the past and current policies with institutional mechanisms. The relationship

between the concepts put forward and Grindle (2016) is in accordance with the pandemic conditions in taking educational policies that have adopted from offline implementation to online to avoid outbreaks that threaten the safety of students.

Therefore, the policy that is needed at this time is a policy that favours the safety of the community but still carries out learning. In order to obtain this policy, the right approach is needed. The policy approach is policy adaptive. Policy adaptive is the right approach to use when an organization or country experiences a natural disaster, which is currently the COVID-19 pandemic.

Furthermore, the application of policy adaptive for the implementation of policies in the world of education will result in a control. For example, a policy that is implemented can measure 70% of the output produced by that policy. While other policy regulations can be installed to replace this policy and report around 90% of the output produced. A second regulatory policy can be produced in response to an adaptation policy that requires a minimum output of 90% (Aishwarya, 2017). Therefore, policy adaptive makes policy implementation in the world of education more actively to contribute in achieving the required tasks

As explained above, policy adaptive is a process in which individuals, communities, and countries try to cope with the consequences of climate change in accordance with changes in learning due to the pandemic outbreak, which has an impact on limiting the space for people to move, including the implementation of learning that is hampered (Lisa, 2020).

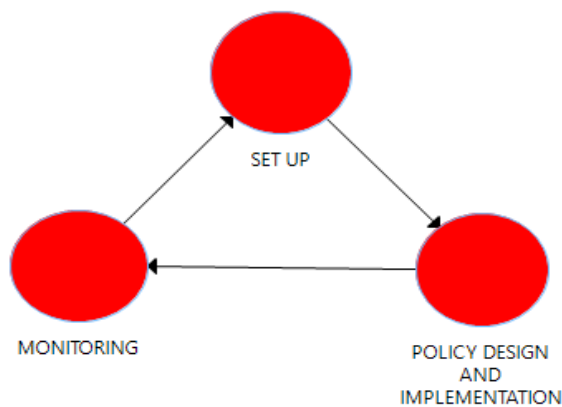
The application of policy adaptive of policies in the field of education is the dynamics of the development of public administration science. The dynamics of implementing different education implementation policies than usual, following changes in state conditions due to the pandemic that lasted from 2019 to 2021 as well as in other countries (Fatkuroji, 2016). Thus a brief description of the development of administrative science, especially public administration, which continues to develop following and strengthening its increasingly strategic position and role in the government process, including the implementation of policies in the field of education.

Based on the phenomenon of implementing policy adaptive in education policy from the perspective of public administration, it is felt that research needs to be done. The dynamics of implementing policy adaptive in overseeing the implementation of education policies in Makassar City.

Materials and Methods

Walker et al. (2016) divides the adaptive policy development process into two phases, the thinking phase and policy implementation phase. The thinking phase mainly involves understanding the requirements and key components of the policy along with developing the rules which the policy instrument must perform. The policy implementation phase on the other hand involves the actions that are performed once the policy instrument is put in practice. Similarly, Swanson et al. (Swanson and Bhadwal, 2015) describe the adaptive policy cycle in three stages: (a) policy set-up, (b) policy design and implementation, which are analogous to the thinking and implementation phases described earlier and (c) monitoring, which involves continuously monitoring and evaluating the performance of the policy and changing it according to the evolving requirements (Fig. 1)

Figure 1. Phases in adaptive policy management process



Our review finds that the techniques found in the literature for adaptive policies belong to at least one of the three stages amongst: (a) policy set-up, (b) policy design and implementation and (c) monitoring. based on the retrieved papers, we have also categorized the existing body of the research in this area, which give more details for what it needs to be done in each step. This systematic review provides insight into the steps proposed by Swanson and Bhadwal (2015). In the following section, we present our findings in terms of the methods in computer supported co-operative work (CSCW) that can be used in each step of the policy adaptation process (Fig. 1). Tables 3–6 provide brief descriptions of the methods as well as the key differences in either the methods or the steps. This follows by an extended framework for Swanson’s proposal (Swanson and Bhadwal, 2015) from CSCW perspective. The framework has been extracted by the existing literature to support policy adaptation.

Policy Setup

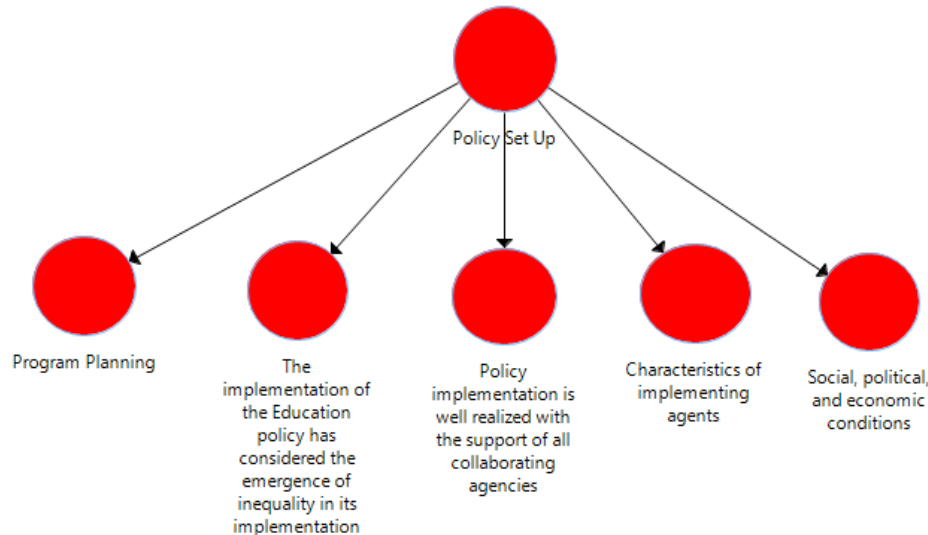
Policy making is about the future (Walker et al. 2016) and policy set-up is the first step towards creating policies which are capable of adapting themselves in dynamic and changing environments. Swanson (Swanson and Bhadwal, 2015) lays down the steps involved in the policy set-up stage for policy makers interested in creating adaptive policies (Fig. 4). This involves determining policy goals and requirements, identifying indicators that affect policy performance. Once the goals and factors are determined, policy makers need to determine possible scenarios where the key factors that affect the policy performance are affected and test different policy options to minimize the negative effects.

Marchau et al. (2013) terms the initial process of gathering policy requirements, goals and constraints as stage setting and Swanson (Swanson and Bhadwal, 2015) suggests multi-stakeholder deliberations in order to generate discussions and understand the policy goals and requirements from different perspectives. Marchau et al, (2013) and Walker et al. (2016) propose that to begin the process of creating adaptive policies, at the outset, a basic version of the policy must be chosen. This policy should then be analyzed for vulnerabilities and anticipatory actions should be determined for each of these.

Once the policy goals are set up, the next stage requires identifying the main factors that affect the policy performance and planning for possible future exceptions. Migon et al. (2010) suggests a collaborative method of detecting possible policy exceptions and key policy factors through story-telling among participants directly involved with the policy where they discuss various scenarios of policy exceptions based on experience. Dekort & Booij (2014) provides a method for ranking these factors which can help policy makers design strategic selections among the different measures while planning for possible exceptions and future uncertainty. Albeit adaptive policies are supposed to handle both expected and unexpected situations, it is impossible for policy makers to take into account every possible scenario and for this reason and therefore Walker et al. (2016) and Swanson and Bhadwal (2015) recommend having

contingency plans along with a specification of conditions under which the entire policy should be reconsidered. The various techniques proposed in the literature for the policy setup phase are described in figure 2.

Figure 2. Various Techniques Proposed in The Literature for the Policy Setup Phase



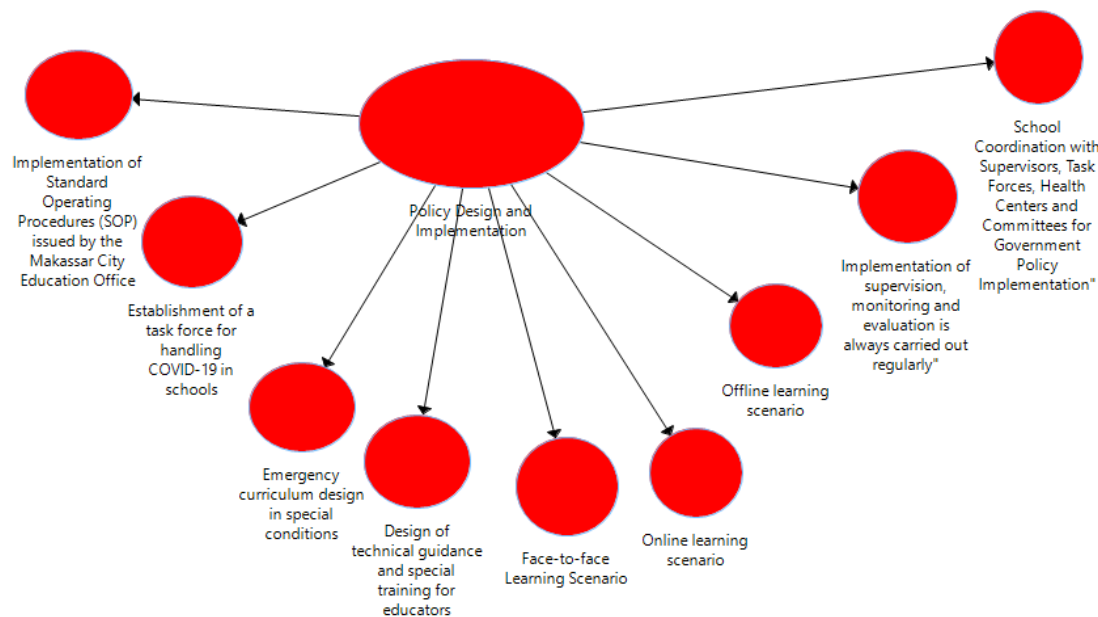
Policy Design and Implementation

Once the policy requirements are established at the setup stage, policy makers can start designing the policies for implementation. This phase can also be called the policy modeling phase. Various techniques have been developed on how to design adaptive policies and the policy designers must make the decision of choosing the most appropriate design based on the requirements from the setup stage. A review of the literature shows that event-driven policies that adjust themselves based on context, triggers and signposts are most commonly used (Marchau, 2013). Swanson et al. (Swanson et al., 2010) refer to such techniques as built-in policy adjustments and categorize them into two types automatic and semiautomatic. When the policy conditions and anticipated events are well understood, fully automatic policy adjustments are used.

Some examples of fully automatic policy adjustments include (Malandrino et al., 2010), who put forward a framework called MIMOSA that uses context awareness to change the behavior of a policy rule in a ubiquitous computing environment depending on the context of the user and the device. Similarly, (Lotlikar and Mohania, 2012) present a simple way of defining adaptable policies using the standard Event-Condition-Action model where policies dynamically alter themselves when some event is triggered.

On the other hand, when the anticipated events are not so well defined, semi-automatic policy adjustments are used. Karus et al. (Karus and Dumas, 2014) present a case study where they use combination of techniques to semi-automatically enforce policies and guidelines on community-built presentation components in a web portal. Whitehead and Ballard (2012) take a different approach and present methods that facilitate policy changes based on a historic information like past queries or trial and error. Table 4 summarizes the different studies that discuss policy design.

Figure 3. Policy design and implementation

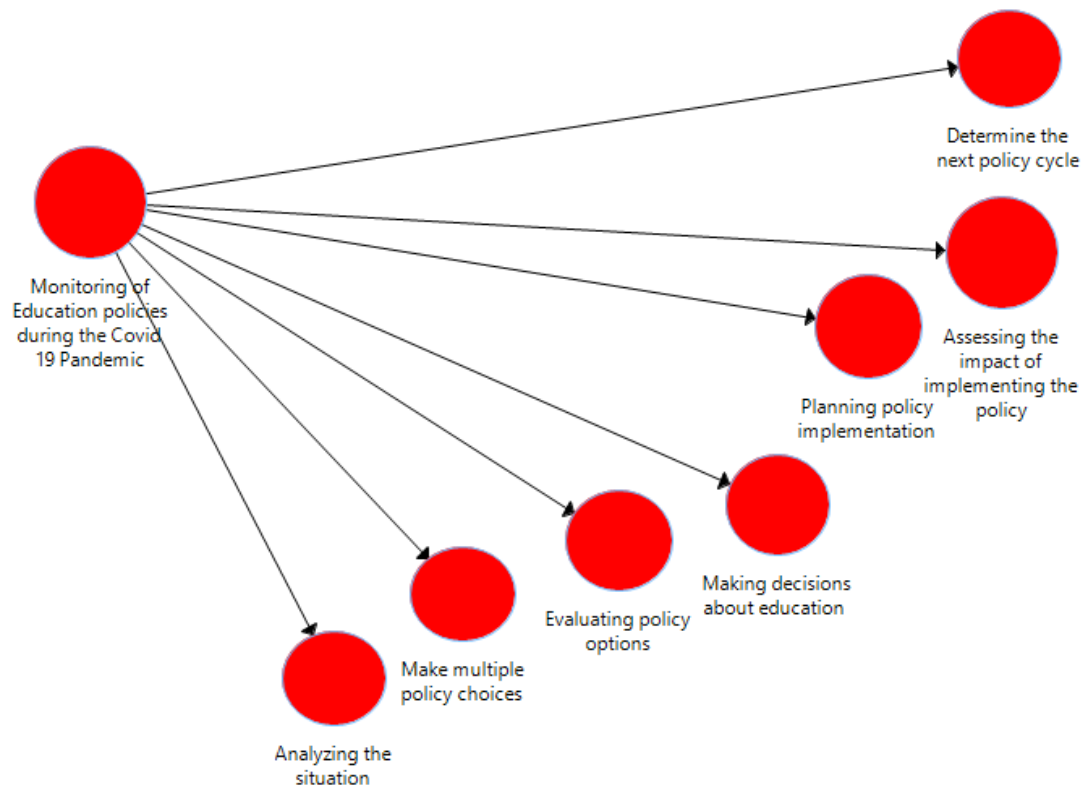


There are also studies that introduce ways to implement adaptive policies. Schulte et al. (2012) present WS-Re2Policy 2.0, a language which combines WS-Policy-based policy assertions with information regarding deviation handling while Samuel et al. (2015) introduce X-Enterprise, a policy language for policy-based network management that allows creation of context sensitive network policies. Mcilraith et al. (2011) present a new semantic web markup language in the DAML family, enabling the discovery, execution, composition and interoperability among a number of agent technologies for automated web services. (Zargayouna and Amara, 2012) provide a method to model a mobile agent's execution context in continuously changing environments using formal ontologies. Figure 3 provides brief summary of implementation methods along with their differences in the techniques that they use, which map them to different applications.

Policy Monitoring

As mentioned earlier, even in the best-case scenario, it is nearly impossible for the policy designer to consider all possible futures and even when there is no need for policy adaptation due to environmental factors, organizational goals can change or need updating over time (Koyanagi et al., 2011). Swanson et al. (Swanson and Bhadwal, 2015) recommend carrying out formal reviews even in cases where the policy performance is satisfactory as they can help address emerging issues and trigger important policy adjustments while Busenberg (2011) presents learning mechanisms to assist changing the policies. Figure 4 summarizes the different studies that discuss policy monitoring and improvement.

Figure 4. Policy Monitoring and Improvement



This study uses a descriptive qualitative approach. Data collection was carried out from February to December 2020 through observation, interviews, and documentation. Research informants are subjects who understand the object of research information as actors and other people who understand the object and focus of research. Research informants in two ways, namely: (1) key person or purposive sampling, and (2) snowball sampling. Determination of key informants purposefully with the consideration that researchers already have initial information about the implementation of education policy implementation in Makassar City as the object of research. Informants came from elements of the Makassar City Government, namely the Mayor of Makassar, Head of the Education Office, Makassar City Education Council, Supervisors, Principals, Academics/Teachers. And those who come from non-government, which includes parents of students. Data analysis uses data reduction, data presentation, verification, and drawing conclusions

Results and Discussion

Policy Adaptive Education Policies in the Era of the Covid 19 Pandemic in Makassar City are described as follows:

Policy Set Up

The making of future regulatory policies (Walker et al, 2016) and making policy arrangements are the first step towards making appropriate policies by adapting themselves in their application to a dynamic and uncertain environment.

Education policy arrangements during the pandemic in Makassar City are carried out based on Circular of the Secretary General of the Ministry of Education and Culture No. 36603/A.A5/OT/2020 on March 15, 2020. The circular urges all elements of education to implement the rules according to the contents of the circular according to the conditions of each region.

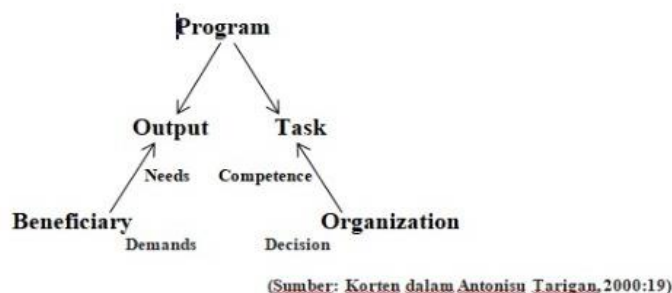
As stated by the Makassar City Education Council, all educational institutions do not carry out activities as usual, this can minimize the spread of the Covid-19 disease. The policy of stopping face-to-face learning during the pandemic is carried out as an effort to reduce the interaction of many people who can provide access to the spread of the coronavirus, especially for students

Face-to-face learning is still carried out but with a limited time. However, it is undeniable that the Covid-19 pandemic has shaken all elements of education, including the Makassar City. All levels of education, from PAUD, SD, SMP, SMA/SMK, and tertiary education levels participate in implementing policies for the teaching and learning process to be carried out from home.

Online learning is an alternative in learning. The government follows instructions from the Ministry of Education and Culture to participate in implementing the adjustment of the teaching and learning process using teacher innovation and creativity so that students remain interested in learning and learning continues to contain character strengthening in the midst of learning limitations during the Covid-19 period.

Furthermore, the policy adjustment policy is supported by the cost of school operational assistance and BOP which are classified as helping the needs of the teaching and learning process. This is guided by two government regulations that help manage regular BOS funds and BOPP PAUD for the 2020 fiscal year. Adaptive policy implementation is as expressed by Meter and Horn which is presented in the following chart:

Figure 5. Policy Implementation Conformity Model



The implementation of the policy carried out by the Makassar City Government is carried out with 5 stages of policy implementation starting from (1) program planning, namely the implementation of online learning which is conveyed clearly through circulars of the provincial and city governments. A measurable policy is to give the school the freedom to implement policies, according to the school's ability so that it can be realized in accordance with the policy objectives. (2) The implementation of the Education policy has considered the emergence of inequality in its implementation. This inequality stems from human resources with the ability of stakeholders as supporters of learning facilities, teachers as implements, parents of students as companions, and students as actors of learning. These four elements need support so that there is no inequality in their implementation. (3) Relations between Organizations. Policy implementation is well realized with the support of all collaborating agencies. Starting from the local government as a policy maker, the Education office as the command for implementing policies, and schools as implementing policies. For this reason, coordination and cooperation between agencies is needed for the success of a program. (4) Characteristics of implementing agents. The characteristics of policy implements include bureaucratic structures, norms, and patterns of relationships that occur within the bureaucracy, all of which will affect program implementation. The implementation of online learning produces different

outputs. For the bureaucracy shows the effectiveness of the delivery issued. Meanwhile, for implementing policies, in this case educational institutions, will show the achievement of results through the success of students who become the object of learning. (5) Social, political, and economic conditions. The implementation of online learning requires the support of economic resource aspects to provide learning facilities such as the internet and learning tools. Meanwhile, the characteristics of the participants require the ability and focus of the teacher to carry out learning using limited media.

The implementation of education policies reaps the pros and cons. The policies issued by the Ministry of Education to deal with pandemic conditions are carried out simultaneously in all lines of primary school education in university. In accordance with what was stated by the Head of the Makassar City Education Office that the policy arrangements implemented were based on the rules in the circular letter of the ministry of education. The regulations applied to the implementation of policies in the field of education cover several 7 points; (1) Postpone the direct implementation of video conferencing; (2) Middle High Executive Officers, Primary, High Leaders, and other unit leaders are responsible for the prevention and handling of Covid-19, (3) Leaders and employees are required to work from home, without reducing performance, attendance and benefits; (4) Leaders and sick employees are required to rest at home; (5) Kemendikbud employees who use public transportation are provided with transportation equipment to the office; (6) Managers of electronic correspondence and documentation systems must maintain the system properly so that it can be used to work remotely; (7) Head of Data and Information Centre (Pusdatin) to coordinate with the General Bureau and the Procurement of Goods and Services, prepare facilities and infrastructure as well as electronic signatures through SINDE, digital documents, video conference, and others

In response to the circular which was enforced from March 16, 2020, many government agencies, especially schools, have decided to study at home. As stated by the Makassar City Education Council (Munsir, 22-07-2021) that

“...All educational institutions are expected to carry out online activities, in order to minimize the spread of the Covid-19 disease. The policy of stopping face-to-face learning during the pandemic is carried out as an effort to reduce the spread of the coronavirus, especially for children...”
(Interview, 22 Juli 2021)

The government through the Ministry of Education and Culture (Kemendikbud) makes learning adjustments that do not burden teachers and students, but are full of character strengthening values along with the development of the Covid-19 emergency status. This adjustment is contained in Circular Letter Number 2 of 2020 concerning Prevention and Handling of Covid-19 within the Ministry of Education and Culture and Circular Letter Number 3 of 2020 concerning the Prevention of Covid-19 in Education Units. As quoted in the delivery of the Minister of Education and Culture (Mendikbud), Nadiem Anwar Makarim, at the media briefing Adaptation of the Education System during Covid-19 that:

“We encourage teachers not to complete all the material in the curriculum. The most important thing is that students are still engaged in relevant learning such as life skills, health, and empathy,”

Emphasizing on life skills, health, and empathy, a series of other policies were issued in response to the development of the spread of Covid-19, such as the cancellation of the national exam (UN), adjustment of school exams, implementation of distance learning, and an online approach to the student registration process according to the Circular Number 4 of 2020 concerning the Implementation of Education Policies in the Emergency Period for the Spread of Corona Virus Disease (Covid-19).

Swanson (2010: 88) reveals that policy making is for stakeholders to make adaptive policies. This involves defining policy objectives and requirements, identifying indicators that affect policy performance. Once the objectives and factors are determined, policy makers need to determine which scenarios are the key factors influencing policy performance and test different policy options to minimize negative effects.

Policy Design and Implementation of Educational Policies During the Covid 19 Pandemic

The policy modelling phase, carried out after policy requirements set, policy makers can begin to design policies for the implementation of thinking. Various techniques have been developed on how to design adaptive policies and the policy designer must make the decision to select the most suitable design based on the needs-a few minutes from the setup stage.

The design of the implementation of the education policy carried out is described as follows

Implementation of Standard Operating Procedures (SOP) issued by the Makassar City Education Office.

The design of the implementation of learning policies carried out in Makassar City is designed to follow standard operating procedures, teachers are given the option of carrying out learning tailored to the needs of students. This was stated by the principal of SDN Ikip (SittiFaridah, 26-07-2021):

"...We provide several options for teachers in carrying out learning, some of these alternatives are offline, the use of the Zoom learning application, Google meets, and face-to-face meetings whose frequency is limited by the number of students. This is done in accordance with the government's recommendation that prohibits gatherings, especially students whose awareness of health protocols is still low..." (Interview, 26 July 2021).

The design of learning implementation should utilize the Standard Operating Procedure (SOP) issued by the Makassar City Education Office as a guide for implementing learning in schools. By utilizing SOPs, schools can carry out online, offline and face-to-face learning in various variations according to regional zone conditions as conveyed by the Makassar City COVID-19 Task Force team.

Especially for face-to-face and offline implementation, each student is required to attach a letter of permission from parents before carrying out learning and still comply with health protocols. As explained by an SDN Pertiwi teacher (Nirmalasari, 25-07-2021):

"...The principal always recommends that all school members wear masks and tells teachers to direct students to wash their hands with soap and hand sanitizer every day, and to spray classrooms before the learning process begins..." (Interview, 25 July 2021).

Directions for implementing health protocols have become a must for students when attending offline or face-to-face. In addition to students, teachers are also required to spray first in the classroom to maintain the cleanliness of the classroom.

Establishment of a task force for handling COVID-19 in schools

The formation of a special task force in each school was formed from several teachers and administrative staff who were willing to volunteer. The formation of a task force originating from within the school really helps teachers control the activities of students when learning takes place. In addition to controlling students, the task force also plays a role in limiting the introduction or pick-up of students from entering the school freely. As explained by the principal of MTs 2 (Kamaluddin, 27-07-2021):

“...The people who join the task force at school come from the school itself. The sports teacher was elected as the head of the task force and the school's bachelor, the art teacher as the implementing member of the school task force. This determination is intended to make it easier for task force officers recognize and memorize the school environment...” (Interview, 27 July 2021).

Establishment of a school task force as a representative for handling COVID-19 in schools. Principals as advisors, protectors or coaches, PJOK teachers as chairmen or coordinators along with security guards and other subject teachers are prepared in order to support and break the COVID-19 chain. If anyone is exposed, it will be handled quickly and coordinate with parents, the health center and the closest task force.

Emergency curriculum design in special conditions

The design of learning implementation carried out in Makassar City by changing the curriculum to follow current conditions. As explained by the MTs 2 teacher who is also part of the curriculum (Syarifuddin, 27-07-2021):

“...Due to the epidemic conditions, we were asked by the principal to change the applicable curriculum to follow the special curriculum. In this case, it refers to the curriculum rules of special conditions. In addition to changing the curriculum, teachers are also asked to design learning according to conditions, so the combination between curriculum and lesson plans must be in line to optimize the learning carried out...” (Interview 27 July 2021).

Based on the informant's explanation, the school implemented an emergency curriculum for special conditions. This emergency curriculum is in line with Kepmendikbud Number 719/P/2020 concerning Guidelines for Curriculum Implementation in Education Units in Special Conditions.

Design of technical guidance and special training for educators

Implementation of technical guidance and training for educators and education personnel related to learning in the COVID-19 Pandemic Period, Technical guidance delivered by the Education Office has generally been conveyed by school principals to educators and education staff facing learning during the COVID-19 pandemic. The technical guidance obtained by the principal from social media is also passed on to the teacher so that the teacher follows developments. As explained by the Supervisor (Muhammad Dahlan, 24-07-2021):

“...Technical guidance and training is carried out with the consideration that this learning condition is still new, especially for senior teachers who are not accustomed to using online media. So that as soon as the circular letter is obtained, learning is carried out online, we immediately coordinate with the leadership of the Education Office to budget and arrange the training and technical guidance activities...” (Interview, 24 July 2021)

Technical guidance alone is not enough to prepare teachers for the learning process during the pandemic. Training is needed for educators so that emerging and unexpected obstacles can be overcome, in line with what Suryaningsih said in Rifma (2020) our teachers work a lot without sufficient training, expecting teachers to learn independently in improving their competence is also not something easy.

Face-to-face Learning Scenario

The scenario of the implementation of learning becomes one of the important elements. Students and teachers in the teaching and learning process must continue to implement health protocols. As explained by a teacher at SDN Ikip (Agusniati, 26-07-2021) that:

“...Teachers and students in face-to-face learning are required to wear masks until they go home. To prevent students from forgetting or not bringing masks, we have prepared masks at school in case the children forget to bring masks...” (Interview, 26 July 2021).

Steps for preparation, implementation and assessment of face-to-face learning, with face-to-face meetings, even though there are two shifts between groups. The teacher conveys the same material in the morning to other groups at different times. The teacher can see the potential of the children, although not all at once. With face-to-face learning, there is indeed a lot that can be explained to students starting from their knowledge, character, transfer of morals and friendly relations.

Online learning scenario

In the implementation of online learning, educators interact with students and parents in online learning using WhatsApp/Messenger, Google Classroom, Zoom, and Google Meet. Educators use WhatsApp (WA) to interact with students and parents. Educators send videos, send photos, or send files, either in word or pdf form using WhatsApp. As explained by MTs 2 teachers (Syarifuddin, 27-07-2021):

“...to provide information and deliver material to students, we use WhatsApp/Messenger in conveying information to parents of students, while to convey learning we use Google class room, zoom, and google meet...” (Interview, 27 July 2021)

The flow of the use of online media, the educator sends to the students later, after that the students send a photo of the feedback that the educator sends to the previous students. The use of WhatsApp is no problem, it has been used well. The interaction of educators using WA or messenger in general has mastered. Furthermore, the teacher explanation as well as one of the homeroom teachers at SDN Pertiwi (Nirmalasari, 25-07-2021) regarding the use of online learning media:

“...For the interaction of educators with students and parents/guardians towards learning during the COVID-19 pandemic, WhatsApp (WA) media was widely used, WA turned out to be quite effective, because it immediately received a response from parents who accompanied their children to study, while for offline activities themselves sometimes there are still students who have not routinely participated in offline learning...” (Interview July 25, 2021).

Implementation of learning using WhatsApp online media, having a contact with the teacher's phone number, joining a class learning, communication group, actively communicating in class groups, so that students are able to interact with teachers in online learning using WhatsApp.

Offline learning scenario

In the offline learning scenario, education staff and students continue to implement the health protocol. Furthermore, children who do not have cell phones cannot participate online, it is recommended to conduct offline learning with visits to the homes of students' parents while still adhering to health protocols. Students are always reminded to comply with health protocols by wearing masks, washing hands with soap and using hand sanitizer and keeping a distance.

The attitude of educators, education staff, parents and committees in offline learning seems to have high enthusiasm. Even though parents are overwhelmed with managing students to study at home. Offline learning is carried out in schools with a limited number of students because the distance from one student's house to another is quite far. The students who take part offline will still comply with health protocols. The attitude of educators, education staff and committees has understood and followed this policy well, so that each other coordinates and supports government policies.

Implementation of supervision, monitoring and evaluation is always carried out regularly

Supervisor's control and supervise activities during the pandemic as an assessment of teachers and school principals. The principal always reviews, developments and obstacles and sparks solutions that can be done to overcome various dynamics that arise during learning.

Supervision, monitoring and evaluation of supervisors and principals on the implementation of elementary school learning during the COVID-19 pandemic will continue to be carried out by checking teacher teaching preparation by observing the RPP that has been done by each teacher. Then monitor the learning of students in class according to the instructions given to keep a distance, wear a mask and wash hands with soap or use a hand sanitizer.

School Coordination with Supervisors, Task Forces, Health Centers and Committees for Government Policy Implementation.

The principal coordinates with the supervisor directly at the school to provide direction to the teacher, regarding the learning carried out so that the students understand it, even though it is not optimal. The principal also coordinates with the task force and the puskesmas on a regular basis. The school committee continues to be cooperating with the context of learning policies in schools.

Especially for face-to-face and offline implementation, each student is required to attach a letter of permission from parents before carrying out the teaching and learning process continues by complying with health protocols.

Monitoring of Education policies during the Covid-19 Pandemic

During a pandemic, it is almost impossible for policy makers to consider the various possibilities that arise and also in conditions that are no longer possible, so an adaptive policy is needed to adjust all policies taken based on the conditions in which the policy is implemented. The efforts to monitor policies on the implementation of policies in the field of education in Makassar City are carried out through 6 stages, namely:

Analyzing the situation

Learning from home through online/distance learning is carried out to provide a meaningful learning experience for students, without being burdened with completing all curriculum achievements for grade promotion and graduation.

Learning during the pandemic is carried out online as a substitute for face-to-face learning which emphasizes the creativity of students at home. The learning outcomes taught are in accordance with the learning device plans made by the teacher according to the pandemic conditions. Students are required to be more creative in finding information and knowledge of each subject at home freely, this is done to minimize existing deficiencies.

Meanwhile, when analyzing the situation, many weaknesses were found that emerged from the policies implemented. As explained by the Makassar City Education Council (Munsir, 22-07-2021) that:

“...With the implementation of the policy, there are several obstacles that must be addressed immediately to make the learning program for home effective. At least it can be seen from the number of complaints received from various education lines including the Indonesian Child Protection Commission (KPAI) in Makassar City...” (Interview, 22 July 2021).

The difficulty of avoiding the shortcomings that exist in the implementation of educational policies, causing teachers to be unprepared with online learning methods, moreover the role of parents who are required to multitask increases the role of being a teacher for their children at home. The ineffectiveness of learning that is felt by students and parents is based on reasons that are not happy, generally it is a difficult task during Distance Learning (PJJ).

The complaint received by the Makassar City Education Council (Munsir, 22-07-2021), regarding the operational problems of private schools in teacher salaries during the pandemic occurred that:

“...Operational costs of schools or colleges, especially for private educational institutions. They rely on fees from their parents for school operational costs. When many parents stop working or their income drops, it is possible that they do not pay tuition fees for school. Moreover, students study at home, which some parents think they don't need to pay tuition fees because they are more dominant in self-study...” (Interview, 22 July 2021).

In the context of school operations, there should be a budget allocated specifically. Helping schools clearly has a bigger impact than allocating funds to startups providing for-profit job training providers. Moreover, some of these companies are legal entities in foreign countries.

Make Multiple Policy Choices

New policies are usually made in situations when problems arise due to political decisions or reorganization. Policy making can be done with several models depending on the situation, but under certain conditions these models can be combined. As was done in the implementation of learning where learning from home can be focused on life skills education, including regarding Covid-19.

The quality of learning during the pandemic, which is based on Distance Learning (PJJ) or online, should not stagnate, let alone decline. In this case, the education supervisory board instructed that school supervisors are active because they have an important role to ensure the quality of learning can be maintained even though it is done in the midst of a pandemic.

Responding to educational activities that are still not allowed in the midst of the next pandemic, the education board appeals to all levels of supervisors and school teachers to remain solid in providing online learning, according to him, the pandemic should not be an obstacle to continuing to provide quality lessons.

Evaluating policy options

Evaluation is carried out on policy choices through aspects of desirability, affordability, and feasibility.

Making decisions about education

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

The steps for implementing emergency curriculum learning carried out by teachers in implementing education policies of the Makassar City Government are; (1) The teacher prepares a lesson plan that is arranged in a simple or simple way; (2) Prepare RPP, the teacher refers to SKL, KI-KD from the essence material and achievement indicators derived from KD; (3)The teacher makes a KD mapping and selects the essential material that will be taught to students during an emergency; (4)In every preparation of the RPP, there are three areas that must be achieved; (5)Attitude dimension includes spiritual values as a form of faith and piety to Allah SWT; (6)The dimension of knowledge is having and developing knowledge conceptually, factually and procedurally and technically and specifically metacognitively.

Dimensions of skills, namely having high-level thinking skills and acting creatively, productively, critically, independently, communicatively and being able to compete in the global era with the attitude, knowledge and skills possessed.

Planning policy implementation

Policy implementation needs to be well planned, because no matter how well anticipated, policy implementation always brings surprises to the community and forms a response that describes the results of the policy it self. One way to anticipate the impact of implementing policies is by using a pilot study. Learning activities besides being guided by the lesson plans that have been made, the teachers use the WhatsApp application model as the main application for online learning. The use of this application is not without reason, as has been mentioned and explained earlier that the WhatsApp application is easier to use and does not really need a strong network when using learning.

“...The school leaves it entirely to the teachers in terms of using the application in learning activities. The school only emphasizes that the most important thing is that learning activities can run well because schools are very aware of the limitations in many things such as network problems and internet quotas...” (Interview, 27 July 2021).

Based on the principal's statement, it was explained that the school actually gives the teacher the freedom to use any application during online learning, the teacher has also received brief training in the use of applications other than WhatsApp such as Google Classroom, Google Meet. But the most important thing is how students can understand and use applications used in learning activities so that teaching and learning activities are more effective.

Assessing the impact of implementing the policy

The policy impact assessment is carried out with almost the same criteria as the policy evaluation stage. The assessment process is carried out by considering what are the impacts of the implementation of the policy, whether these impacts are in line with expectations, whether changes are achievable.

The existence of school management support for the implementation of learning is carried out by starting the preparation of material preparation, implementation of learning, assessment of learning outcomes until evaluation of learning outcomes is carried out. The principal emphasized that good management will get maximum results. Although there are still various shortcomings without management it is impossible for everything to run in a structured way.

Determine the Next Policy Cycle

Policy analysis is an endless one. Ideally, when the policy implementation has been completed and the results are visible, the policy assessment phase will take place and lead for a possible new policy formation cycle.

Empirically realizing the form of policy taken can be said to be very dependent on various factors, including (1) the central government must provide support through the availability of smooth and stable internet connections, fulfilment of internet quota subsidies, distribution of assistance in the form of digital devices, and improvement of digital devices that can address inequality in access in some areas that need it. Special budget should be given to support the implementation of teaching and learning smoothly. Online learning carried out by teachers, students, and parents cannot be carried out optimally and smoothly if one of the three elements does not have learning tools, quotas and even an adequate internet network.

Thanks to the government's policy of providing teaching and learning support and facilities with the use of BOS funds, providing teaching and learning facilities and support during the pandemic. Adaptive policy in this case is illustrated by the policy on the use of BOS funds, which was originally intended to meet learning needs and teaching staff in schools have been trained to fulfil different types of learning support, namely from physical to non-physical, such as learning quotas for students and teachers. The importance of implementing teaching and learning, so that the government in its policy of implementing PJJ and other policies always strives for education so that it continues to run well.

Legally formally, Regulation of the Minister of Education and Culture, Number 109/2013 Article 2, which contains the purpose of implementing PJJ is to continue to carry out education for people whose conditions do not allow face-to-face teaching and learning, as well as expand and facilitate access networks and the implementation of teaching and learning. Thus, PJJ means an education system that is implemented and contains the characteristics of open, independent, and complete learning using technology, which is relevant to current developments. In implementing the Ministry of Education and Culture's instructions regarding the implementation of learning during the pandemic, the education board responded after an evaluation was carried out so that the implementation of school policies and teachers were given alternatives or freedom in implementing them.

The stages in the adaptive policy management process from time to time (Koyanagi et al., 2011:87). Swanson et al (2016) recommend carrying out formal reviews even in cases where policy performance is satisfactory because they can help address the problems and triggers that arise important policy adjustments while Busenberg (2011:210) presents learning mechanisms to help change policy.

Conclusion

Policy adaptation in implementing education policies in the Covid 19 Era in Makassar City takes policies based on existing problems. Policy adaptive in the world of education through policies in the implementation of teaching and learning is reflected in the application of policies that use various learning models that are adapted to the situation. The meaning of learning carried out at home is not only limited to face-to-face learning, but also students' understanding of the dangers of the Covid-19 pandemic so that they must carry out healthy lifestyles in everyday life. In addition, students can provide an understanding to families about the dangers and prevention of Covid-19. Meanwhile, evaluation is carried out on policy choices through aspects of desirability (attractiveness), affordability (affordability), and feasibility (feasibility).

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