The Principal Policy Formulation Models Of Learning During Covid-19

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Abstrak

Penyebaran wabah COVID-19 di Indonesia memberikan dampak krusial bagi institusi pendidikan. Untuk membendung penyebaran COVID-19, pemerintah memutuskan untuk menutup sekolah dan menerapkan pendidikan jarak jauh (onlineakibat dari kondisi tersebut, tidak semua sekolah dapat melaksanakan pembelajaran daring. Sekolah menghadapi berbagai masalah dan kendala. Tujuan dari penelitian ini adalah menggali secara mendalam tentang perumusan kebijakan kepala sekolah pada masa Pandemi COVID-19.Penelitian ini menggunakan pendekatan kualitatif dengan jenis studi kasus.Data dikumpulkan melalui teknik observasi, wawancara mendalam, dan dokumentasi.Analisis data dengan teknik interaktif.Hasil kajian menyimpulkan bahwa perumusan kebijakan kepala sekolah melalui tahapan sebagai berikut: perumusan masalah, agenda kebijakan, pemilihan alternatif, strategi, operasional, dan penetapan.

Kata kunci: *Model Perumusan Kebijakan Pokok, Pembelajaran, Covid-19*

Abstract

The spread of the COVID-19 outbreak in Indonesia has had a crucial impact on educational institutions. To contain the spread of COVID-19, the government has decided to close schools and implement distance education (onlinethe effect of these conditions, not all schools are able to carry out online learning. Schools face various problems and obstacles. The purpose of this study is to in depth exploration about the formulation of school principal policies during the COVID-19 Pandemic. This research has used a qualitative approach with this type of case study. Data is collected through observation techniques, in-depth interviews, and documentation. Data analysis with interactive techniques. The study results concluded that the principal's formulation policy throught the following stages: problem formulation, policy agenda, alternative selection, strategic, operational, and determination..

Key words: *Principal Policy Formulation Models, Learning, Covid-19*

A. INTRODUCTION

Pricipal's policy as a leaders will be made as part of improvements in the school (Zahraini and Situmorang 2020). So, the principal's must have strategy to manage all of the resource of the school. Among these resource are human resource. Human resources must take creative learning ideas and practices that have never been done before (Einstein and Growe 2011). Educational institutions will still exist if they can find their destiny and contextualize various obstacles faced (Mousa 2021). Dramatically COVID-19 has affected the lives of many people, including principals. Principals are affected by COVID-19 in management and learning in schools. COVID-19 has "damaged" school administration globally in a short time. Schools generally suspend and change the learning process to a remote (online) model. The learning process is still maintained by effectiveness and efficiency (Karwanto 2020).

The principal has a duty and responsibility to maintain the implementation of learning—Headteacher learning leadership as an essential factor in realizing the success of improving the quality of the school. At the COVID-19 Pandemic, principals realized their leadership goals by focusing on Education, communication, coordination, collaboration, and synergy. Such steps help improve the quality of learning, provide support, and align curriculum, assessment. (Lunenburg, F. ., & Irby 2006)

The public can see how the principal leads his institution professionally to show the secret in realizing school excellence. The key to the principal's success in carrying out his leadership duties lies in scientific ability, leadership behavior, critical managerial systems, efficiency, and performance effectiveness. The school's success on its right is the principal's success and vice versa. The principal should not be occupied by a leader who cannot synergize the various potentials teachers and employees possess.

The government established a policy of closing schools and implementing distance learning (online) during the COVID-19 Pandemic (Fernandez and Shaw 2020),(Bavel et al. 2020),(World Health Organization (WHO) 2020). Schools are considered a potential place for such crowds, so schools must also be closed and replaced with distance or online learning. (Implementation of Education Policies in Emergencies Spread of Co Rona Virus Disease COVID-19, 2020),(Shingler-Nace 2020). The reality in the field shows that not all teachers have the ability or skills to carry out learning remotely (online) in full. Distance or online learning such as; (a) virtual learning; (b) e-learning; (c) Edmodo; (d) zoom meeting; (e) google classroom; (f) google meet (Karwanto 2020).

During the ongoing COVID-19 emergency, the principal controls and brings the institution he leads to stable and conducive during the crisis. COVID-19 is a global crisis and impacts the emergence of local crises, which the principal must overcome as the institution's sustainability control captain. The school became one of the institutions that were no exception also to feel the crucial impact of the spread of COVID 19. (Marinoni, Land, and Jensen 2020).

In a restricted situation, the principal must still create a learning situation and academic environment conducive to implementing Education for students (Robbins and Judge 2013),(Charalampous and Papademetriou 2019). The role of the principal is quite strategic and vital, with the central role in their respective institutions (Romero 2021) must have a strategic policy. They are specialized in carrying out the management of all components of the school (Wahyuddin 2017). The actions of principals and teachers are very influential on the implementation of learning (Price 2012),(Hariri, Monypenny, and Prideaux 2014),(Muslim 2020),(Indrioko n.d.)

During the COVID-19 Pandemic, principals faced very complex problems regarding attitudes and behaviors of the education component (teachers, students, and parents). (Berkovich and Eyal 2020)(Shingler-Nace 2020) This research is based on the recommendations of an article authored by Ratten (Ratten and Jones 2021), WHO wrote a conceptual article focusing on the impact of COVID-19 on entrepreneurial Education. Due to the relatively new and ongoing nature of the COVID-19 crisis. Therefore, more information is needed about how educators adapt to new environmental conditions. Discussion is the learning process and needs further assessment of the management of Education during COVID-19.

The findings of previous research concluded that students living in far-off places faced difficulties following online teaching and also frustrated their experiences (Kumar et al. 2020); (Aman and Shirvani 2006); (Bambara et al. 2009). Sun (2014) V. Then Zhang and Lin (2020), Nicol, Minty, and Sinclair (2003) researched that there was less interaction and discussion in online mode.

This research will investigate the policy formulation of the head of MTs Maarif NU Kota Blitar in dealing with COVID-19. This research is based on the argument that the position of the principal's policy becomes a crucial and strategic issue for the school's sustainability. Policies must accommodate various needs and anticipate future problematic challenges that become the needs of society. Policies should be established through strategic, analytical, and comprehensive measures. The combinative policy of technology-based principals is one of the alternative solutions for implementing learning in COVID-19.

B. RESEARCH METHODOLOGY

This research has used case study to comprehensive exploration on various events or phenomena in subjects research. The determination of case studies as a type in this study aims to be able to conduct detailed, in-depth, and comprehensive investigations of phenomena that exist at the research site (Yin 2007); (Johnson and Stake 1996); (Meyer 2001); (Forrest-Lawrence 2019); (Meyer 2001); (Flyvbjerg 2006).

This research focuses on aspects of principals' policy formulation measures at MTs Maarif NU Kota Blitar in the face of the COVID-19 Pandemic. The purpose of this study is to investigate comprehensively, detailed and in-depth the events and behavior of the principal of MTs Maarif NU Kota Blitar through a qualitative approach (Jamshed 2014). The investigation is conducted by investigating the answers to the question 'how' and 'why' related to the processes and phenomena that occur and are experienced by Informa (Yin 2007). Location of this research, that is MTs Maarif NU Kota Blitar . MTs Maarif NU Kota Blitar was chosen as a research location with the argument that the school is the best in Maarif NU east Java, which is managed by the pesantren system and has particular policies in dealing with the COVID-19 Pandemic.

Focus-appropriate research data is collected using observation techniques, in-depth interviews, and documentation (Crowe et al. 2011); (Jamshed 2014); (Baxter, Susan Jack, and Jack 2008). Observations and in-depth interviews are conducted to comprehensively explore the various information obtained from informants set in the diversity of situations surrounding the study's object. Purposive sampling techniques carried out the research respondents to the places and people who know and master the information by the researcher's goals. The leading standard of respondent determination is the breadth and depth of information possessed by respondents (Creswell 2012). In addition to using in-depth interviews and observations, data collection is also done through document analysis techniques (Creswell 2012); (Bogdan and Biklen 2003).

Table 1

NO	DEPARTMENT/TASK	STATUS
1.	Principal	Primary source
2.	Deputy head of Curriculum	Informant
3.	Deputy head of Facilities and Infrastructure	Informant
4.	Deputy head of public relations	Informant
5.	Deputy head of student affairs	Informant
6.	Head of Directorate	Informant
7.	AKhlak Faith Teacher	Informant
8.	English Teacher	Informant

NO	DEPARTMENT/TASK	STATUS
9.	Natural science teacher	Informant
10.	Mathematics Teacher	Informant
11.	Male class VII students	Informant
12.	Female class VII students	Informant
13.	Male class VIII students	Informant
14.	Female class VIII students	Informant
15.	Class IX male	Informant
16.	Female class IX students	Informant

Research data are grouped into primary and secondary data (Hox and Boeije 2004). Primary data includes words and actions obtained from on-site informants based on research focus (Meyer 2001). Secondary data contains supporting documents that can strengthen primary data to obtain valid and reliable data. (Hox and Boeije 2004). The critical informant is the principal, and to obtain complete, extensive, and in-depth information conducted snowball sampling techniques (Naderifar, Goli, and Ghaljaie 2017). Validity of research data obtained by method triangulation techniques (Lincoln, Guba, and Pilotta 1985); (Meyer 2001).

The analysis of case data formulation of principal policy formulation at MTs Maarif NU Kota Blitar in the face of COVID-19 was conducted through interactive techniques conceptualized by Miles and Huberman. Steps in interactive data analysis techniques include the process of data collection, data condensation, data presentation, and conclusion withdrawal. Each step in the interactive technique has a relationship with each other so that analysts can alternate with each other (Matthew B, Miles and Saldaña 2014).

C. RESULT AND DISCUSSION

Formulation normatively has the meaning of formulation or making, while policy can be interpreted as the process of making or formulating the principal's policy in the context of Education. Policy formulation refers to the process by which possible policy initiatives are developed. When problems are put on the agenda of policymakers, the policy formulation phase begins. (Gültekin 2014)

Based on research data obtained through observations, in-depth interviews, and documentation analysis, it can be known that MTs Maarif NU Kota Blitar in formulating policy, starting with the formulation process first. This can be seen from the efforts of the principal to coordinate with several related parties, ranging from the ranks of the directorate of NU city of Blitar, the task force team Covid Kota Blitar, all deputy principals.

Based on research data obtained through observations, in-depth interviews, and documentation analysis, it can finally be known that MTs Maarif NU Kota Blitar in formulating policy, then the principal starts with the formulation process first. This can be seen from the efforts of the principal to coordinate with several related parties, ranging from the ranks of the directorate of NU Maarif colleges in Blitar City, the Covid Kota Blitar task force team, all deputy principals.

The formulation of problems can provide convenience for individuals involved in policy formulation to find hidden assumptions and diagnose the cause of the problem. In addition, it also provides convenience in mapping against the goal. Then it also facilitates in integrating the problems faced by the institution (Bintari and Pandiangan 2016). The action taken by the principal is the initial process passed to draft the policy. (Dunn 2014).

Formulating problems in policy preparation is good, which needs to be done first, namely recognizing and defining the problem well (Winarno 2012). The formulation process becomes crucial to the principal because the process will elaborate on various problems the Institution faces. In addition, it will also improve communication harmony and consolidation between school stakeholders to strengthen team solidity while also minimizing errors in conducting analysis or mapping of problems at hand due to lack of information and shallow comprehensive elaboration of the entire team.

To formulate policies properly, the problems faced by schools are related to realizing the effectiveness of learning during the COVID-19 Pandemic. The policy will become ineffective if the beginning of its formulation is not carried out with the correct procedure. The principal's efforts involve several parties who have a relationship to find solutions to the conditions that are being faced, namely the increasing outbreak of COVID-19, showing that there is an effort by the principal in finding various ways and alternative solutions to formulate the problems faced jointly. Howlett (Howlett 2012) reveals that policy formulation is an essential part of the policy. It may not be easy to understand policy formulation, although correctly studying it without using tools to understand every element contained in policy formulation. From the principal's efforts, it is seen that the formulation of problems carried out by the principal is done in an interconnective collaborative way, where the formulation is carried out by involving various parties, both internally and externally, related to existing problems.

Stewart (Stewart 2009) explained that, in general, policy objectives are a series of behaviors with an element of intentionality to achieve some goals set, and subsequently emerged policy goals arise from policy agenda-setting activities.

After formulating the problem, the next step in policy formulation is the agenda stage of habit. This process is the stage of accommodating various problems that have been set at the stage of problem formulation. Problems included in the policy agenda must meet specific criteria as a pre-ability to be included in the policy agenda. Among them is that the problem is a problem that has a significant impact on the lives of the community or institution and requires quick and immediate treatment not to cause more severe and more significant problems. In practice at MTs Maarif NU Kota Blitar, the school team carries the policy agenda stage, which includes the principal, deputy principal, and the ranks of the directorate of NU Maarif college of Blitar City. They are legislative, executive, and judicial elements in the context of government. (Winarno 2012).

The policy agenda can be presented as a collection of various emerging issues or issues that require a follow-up plan in the Settlement Action. (Hernimawati, Dailiati, and Sudaryanto 2017) this policy agenda stage includes the systematic agenda and the agenda of institutions or governments. (Cobb and Elder 1983) The systematic agenda is a whole collection of issues that require every individual in the institution to give his or her opinion or views. While what is intended by the agenda of the Institution or government is a set of solutions or problems that by agency officials or governments get special attention. The institution's agenda is divested as an implementation agenda in a concrete action that has a more unique and more concrete nature than the systematic agenda. The public policy agenda is interpreted as a political process that contains the interests of many actors, both government, and non-government including the community (Puspita 2019).

At the stage of the policy agenda, the head of MTs Maarif NU carried out a systematic agenda step to set a list of policy agendas. The principal conducted a joint conference with the school team, which included the deputy principal, the directorate of Maarif NU Kota Blitar, and then conducted an investigative step on various issues obtained from the entire team, in detail, depth, and comprehensive. The principal stops at the coordination at the leadership level of the Institution and performs elaborative steps persuasively through formal and non-formal communication to teachers, employees, and students to get complete and accurate information.

From what was done by the principal, in the end, they collected a list of agenda problems obtained related to the problem of MTs Maarif NU in dealing with COVID-19. The principal's policy agenda stage is a selection process for various problems and responses to emerging issues by all components of the academic community of MTs Maarif NU Kota Blitar. However, not all issues that have been collected and included in the list of policy agendas will automatically become policy agendas. Still,

they must go through a competitive competition phase between one problem and another. The problems that are selected are only particular problems.

After collecting problems in the policy agenda, an alternative selection process is carried out. When the issues faced by the Institution have been identified and appropriately defined, members of the policy framer have agreed to select and incorporate those issues on the policy agenda. The next step is to treat alternative problem-solving. At this stage, all members of the policy framer will be faced with various formulations of policy alternatives that can be taken to solve the problem.

The policy framers in solving public problems face interests between various actors involved in policy formulation (Winarno 2012). At this stage, the head of MTs Maarif NU Kota Blitar and the team framed the policy, including the head and deputy's head. After collecting data related to problems and emerging issues with efforts to conduct investigations of all members in the academic environment of MTs Maarif NU Kota Blitar, then establish several alternative solutions to solve the problem. In this stage, the head of MTs Maarif NU Kota Blitar, Together with a team of policy framers that includes the head and deputy's head. After collecting data related to problems and emerging issues with efforts to conduct investigations into all community-academic MTs Maarif NU Kota Blitar, then set some alternative solutions to solve the problem. In this context, the head of MTs Maarif NU has drafted a policy that, in essence, MTs Maarif NU will continue to organize Education by conducting investigations. The policy that will be taken there is two. Namely, there is a strategic policy and an operational policy.

The selection of policy alternatives in MTs Maarif NU in Blitar city consists of two types, namely strategic policy and operational policy. The strategic policy is one form of policy set by the principal based on the results of the formulation of problems that have been included in the list of policy agendas. Although exploring the formulation of strategic policies through a collaborative and dialogical process with the whole team, the level of implementation is one-way with a top-down model. (Bakri 2017) A strategic policy binds all components of civitas MTs Maarif NU Kota Blitar to be implemented and not to be discussed and responded to provide feedback to the principal. The strategic policy taken by the principal of MTs Maarif NU Kota Blitar in the face of the COVID-19 Pandemic is to continue to carry out the implementation of education face-to-face with the strategy of replacing learning activities with learning assistance activities in the name of pesantren (students learning assistance) activities.

The next alternative is the policy of operation. The operational policy is a follow-up policy of strategic policy, which is implemented. In this operational policy, the principal with the team has made a scenario for implementing the strategic

policy, namely the implementation of education face-to-face in the name of students' assistance in pesantren. The operational policy includes scenario management of learning groups, preparation of learning devices (curriculum, schedule, teaching devices, learning resources and media, evaluation)) and preparation of infrastructure facilities.

In this operational policy, the policy is flexible. Namely, the academic community of MTs Maarif NU can allow the team to make better changes to achieve the desired goals as it happens in terms of learning activities. At the beginning of the operation policy, it was determined that in its implementation, each class would be prepared a facility of 4 computer units, with the learning scenario for each class will be divided into four groups. Still, in the implementation process, there are difficulties because it is felt that it will be increased energy, time, and costs. The policy is changed by replacing smart TVs for each class.

Figure 1 Use of Smart TVs

After several policy alternatives are decided to be taken into a way that can solve the problem, the last stage in policymaking is to establish or certify the chosen policy to have binding legal force (Rudiana 2017). The final stage of the policy formulation process is the policy-setting stage. At the alternative election stage, the policy that has been taken to be established as a policy is the result of a process of compromise from various parties who have interests. The degree of determination of the enthused inedible in the form of jurisprudence law (Winarno 2012). In this final stage, the leadership of MTs Maarif NU Kota Blitar took several policies that have been inventoried and verified from various alternative options that have been established. The form of determination is in the form of a Principal's Decree containing the strategic policy and operational policy of MTs Maarif NU Kota Blitar in the face of COVID-19. From the above exposure, The steps or stages undertaken

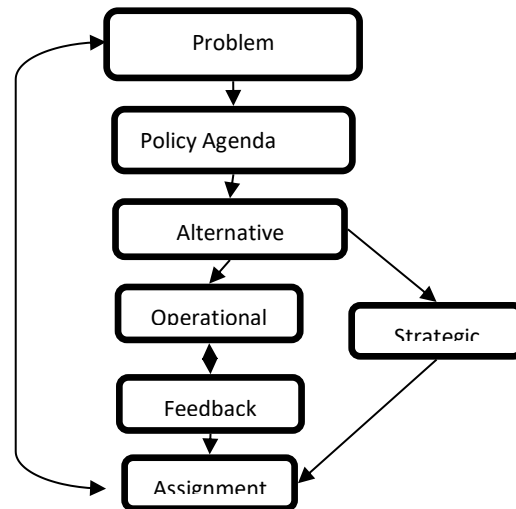by MTs Maarif Nu Kota Blitar to deal with the COVID-19 Pandemic can be explained in the following chart:

Figure 1 formulation model

The chart figure above can be explained that policy formulation is a stage that has sustainability and correlation between existing stages. The stage was obtained from qualitative research on the Implementation of Principal Policy (In-Out Learning Based on Classroom Assistance) in Realizing the Effectiveness of Learning in Tsanawiyyah Maarif Nu Kota Blitar School during the COVID-19 Pandemic. The data results were obtained through observations, interviews, and documentation at Tsanawiyyah Maarif Nu Kota Blitar School about policy formulation carried out by the principal.

D. CONCLUSION

From the results of exposure to the research data above, it can be known that the formulation of the principal's policy in dealing with the COVID-19 Pandemic through stages that include ten stages of problem formulation, 1) namely the process of elaboration of problematic or problems; 2) the policy agenda stage is the stage of inventory of the list of problems that have been selected from the results of the formulation of the problem; 3) the alternative election stage is the stage of selecting alternative solutions to the Institution's problems based on the policy agenda; 4) Strategic stages are forms of policy obtained from alternative elections, which are strategic; 5) operational stages or a series of technical implementation measures of the established policy; and 6) The final decision of the policy formulation process to be used as a provision in the form of laws, rules, guidelines.

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