The Implementation of Learning from Home policy through Online Learning as a Substitute for School Lockdown during the Covid-19 Crisis in Indonesia

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Abstract— **This article aims to describe the appropriateness of online learning policy, the success of its application, and the obstacles to its application in junior secondary schools in Indonesia. This article is a policy study with a combination method of concurrent embedded strategy. The data were collected in 18 districts and nine cities in West Java Indonesia, in March 2020 with 2000 respondents and a standard error of 5%. Data collection techniques were carried out using survey and interviews. Quantitative data were analyzed using the MS Excel Pivoting Program, while qualitative data were analyzed using the NVivo 11+ software. The data validity was tested by using triangulation of methods and sources. This study used Pearson correlation and word frequency to test the document credibility. The study found that the formulation of online learning policies in junior high schools is considered to be properly formulated, while the implementation of the policies seems to be less adequate. Three barriers were identified in the implementation of online learning policy, economic, technological, and pedagogical. This article suggests the importance of strengthening economic, technological and pedagogical aspects in online learning through the integration of policy, implementation and evaluation.**

Keywords—Covid-19 Pandemic; Education policy; Learning from Home; Online learning policy; School lockdown.

INTRODUCTION

On March 18, 2020, 107 countries implemented school lockdown due to Covid-19 pandemic. This pandemic was indicated to affect around 862 million children and adolescents, and almost half of the global student population [1]. A day after that, the number of countries implementing the lockdown increased to 112. From this number 101 countries had implemented nationwide learning from home policy, while, 11 other countries, including Indonesia, implemented learning at home only in some regions. In Indonesia, the learning from home policy was applied to around 68.8 million students, 4.2 million teachers and lecturers and 646.2 thousand education units [2]. In some areas, the online learning process from home started since March 16, 2020 and was extended by considering the condition in each region. This condition forced Indonesian Minister of Education and Culture to establish two policies, Circular Number 3 of 2020 [3] and Circular Number 4 of 2020 2020 [4]. These policies related to school lockdown and replacing the school learning process with learning from home (LFH) during the Covid-19 crisis. The LFH policy is known as the distance learning policy through online learning. These two policies were taken to implement Government Regulations related to Covid-19, and can be regarded as education policies. Education policy refers to a public policy in education to create a better change [5]. LFH is considered as an appropriate alternative to compensate the school lockdown to minimize the spread of the epidemic [6][7] by reducing social contact among students [8].

This study aims to discuss government online learning policy, the success of its application and the obstacles to its application in the context of junior secondary schools in Indonesia. Even though there are a number of studies related to school lockdown policies due to Covid-19 [1][6], these studies only highlight the policies in a certain country and have not explained further about the compensation as impacts of school closure policies.

LITERATURE REVIEW

The rapid development of technology has made distant learning relatively easy [9][10] especially

in the Covid-19 pandemic. Recent advances in technology allow students to study online and also socializing with classmates, taking part in lessons and participating in discussions. Online learning utilizes information and communication technology in the form of the internet using digital devices such as computers, which makes it possible to learn from anywhere, anytime, in any rhythm, in any way [11] and at least 80% of learning content is provided online [12]. This learning is more flexible, innovative, and student-centered. In the learning process, students can learn and interact with teachers and other students from any part or the world [13]. Some media can also be used to support the implementation of online learning, for example virtual classes by using the Schoology service, Google Classroom, [14][15] and instant messaging applications such as WhatsApp [16], Facebook and Instagram [17].

RESEARCH METHODOLOGY

This paper combines qualitative and quantitative approaches and focuses on the analysis of learning policies at home through online learning and its application. This study involved 2000 respondents in West Java, the largest and most populated province in Indonesia. Furthermore, given the limited number of studies on formulation, appropriateness and the success of LFH policy implementation and its obstacles during Covid-19 pandemic, this study can be important to inform the policies during the crisis time, especially regarding online learning in junior high schools.

This article is a policy research using a combination method of concurrent embedded strategy with the objects of educational policy and research for policy [18]. This research includes policy research, specifically on educational policy because the policy under study has already existed, namely LFH policy. The concurrent embedded strategy combination method applies quantitative and qualitative research methods simultaneously but the weight of the method is different [19][20].

The study was conducted in West Java Province in 18 districts and 9 cities with 2,000 respondents of State Junior High School teachers with a standard error of 5%. The data technique used was closed and open questionnaires and the survey was distributed in March 2020 via google form where the link was distributed through the teacher's WhatsApp group. The data is completed with in-depth interviews via the voice application on WhatsApp. To analyze the response, the researcher conduct analyses of 23 written documents including 1 Government Regulation in Lieu of Law, 1 Government Regulation, 1 Presidential Decree, 4 policies at the Ministry level, 2 policies at the Provincial level and 14 policies at the District and City Government levels.

Quantitative data were taken from the answers of closed questionnaires. It was analyzed by Pivoting in the MS Excel Program. Qualitative data collected through completing open questionnaires, documents analysis and interviews were processed using the Nvivo 11 Plus. The qualitative data analysis followed Miles and Huberman's model that consists of data collection, data reduction, data display, and conclusion drawing. To test the validity of the data the study used triangulation of data collection instruments and triangulation of sources. Triangulation of data collection instruments was conducted by checking respondents' answers from questionnaires, interviews, and document analyses. Triangulation of sources was conducted by checking answers from respondents based on open questionnaires and interview results.

The credibility of documents is assessed with Pearson Correlation, and the results show that the 23 documents are related to one another. The analysis using Nvivo 11 plus software reveal that the lowest correlation value is 0.14 and the highest correlation value is 0.99. The credibility of the document is also checked through word frequency to find out whether the document analyzed is in line with the theme and research objectives. The analysis found that the highest key word found was "education" with 346 words continued with "school" with 151 words, "health" with 112 words, and "policy" with 87 words. Therefore, all documents analyzed were interrelated and support the formulation of research problem.

RESULT AND DISCUSSIONS

a. *Appropriateness of the formulation of online learning policy*

The policy documents used in analyzing the formulation of the online learning policy under study are directly related to the teaching and learning process in schools. There are two primary documents analyzed, namely the Circular of the Minister of Education and Culture No. 3 of 2020 [3], Circular of the Minister of Education and Culture No. 4 of 2020 [4].

TABLE I. THE ANALYSIS OF EFFECTIVENESS OF ONLINE LEARNING POLICY FORMULATION

Elements	Online Learning Formulation Policy
Problem [5]	The spread of Covid-19 in schools is formulated based on tha accurate, complete and up to date data from the Government through the Ministry of Health, paying attention to internet accessibility in schools and communities.
Aim [21][5][22][23][24][25]	Protecting school residents from the threat of Covid-19 and creating the sustainability of online learning, having regulative goals (learning is done from home online learning) and deregulated goals (not burdened with demands to complete all curriculum achievements for class advancement or graduation and assignments and learning activities at home can vary between students according to the interests of each student), has the goal of dynamizing or stabilizing (moving teachers to carry out teaching and learning through online).
How to solve problems [5]	Learning is carried out from home by online, rearranging the class promotions and the admission of new students, reorganizing the implementation of school exams, canceling national exams, rearranging the use of school operational assistance funds, providing health facilities for washing hands, maintaining personal health and the school environment, and optimizing the use of School health unit.
Characteristics of good policy [26] [27][28]	Having clear objectives and policies, ways of solving problems, coherence, consistency and suitability as a measure of integrity and excellence design because online learning can use various applications; optimizing complementary effects and minimizing counter-

Elements	Online Learning Formulation Policy
	productive effects, namely learning continues through the online chase process at home so that students are not left behind in their education while minimizing counter-productive effects by avoiding social contact to prevent the spread of Covid-19. Following justice principles as it will be applied in all regions of Indonesia.

The underlying reason of the establishment of online learning policy is a concern about the spread of Covid-19 in schools because this virus has become a pandemic in society. Thus, this policy has fulfilled the elements of the problem [5] and hence meet community needs and conduct problem solving [28]. The policy also was applied by considering the availability of internet in the community and school. The purpose of the online learning policy is to protect the health of school residents from the threat of Covid-19 and ensure that school learning continues. Therefore, both policies already have met an element of purpose [5] or have fulfilled the criteria of a good policy with clear objectives [26][27][28].

Furthermore, to address the issue of Covid-19 pandemic in the school setting, both Circulars of the Minister of Education and Culture include some items important to be considered in a policy analysis study. Those items are among others "the learning process is carried out from home through online learning", "rearranging the use of school operational assistance funds", "rearranging the implementation of school exams", "eliminating national exams", "resetting class promotions and new student admissions" "Optimizing the use of school health unit", "providing health facilities for washing hands", and "maintaining personal health and the school environment". Both policies have fulfilled the criteria of good policies because they provide solutions to problems, optimize complementary effects and minimize counter-productive effects, and minimize counter- productive effects [26][27] [28][5].

The policy issued by the Ministry of Education and Culture has been fairly formulated because it can be implemented in all regions of Indonesia. This policy is also open and flexible as school members can use a number of distance learning platforms either provided directly by the ministry or through other channels and service providers. For example, the Circular of the Ministry of Education and Culture no. 15/2020 explained that schools can carry out learning from home online through the use of a number of online learning media, such as student teaching materials that can be accessed at https: //sumberbelajar.seamolec.org /, and a

number of other applications. Therefore, this online learning policy fulfills the standard of good policies [26][27][28].

In terms of the online learning policy objectives, the Circular of Minister of Education and Culture No. 4 of 2020 seem to have met regulatory and deregulated policy objectives. Regulatory policies are formulated by the government to supervise and limit certain activities [21], hence in the context of this online learning policy, it regulates learning to be carried out from home with online learning. This policy also regulates that LFH is carried out to provide meaningful learning experiences for students, and emphasize life skills education, including about Covid-19. This policy is also deregulated or liberating [5][23] because the policy itself clearly states that online learning "is not targeted to complete all curriculum achievements for class promotion or graduation". This policy exempts or loosens the rule that states "homework assignments and activities can vary among students according to the interests of each student". Teachers are asked to provide qualitative feedback to students without being required to provide a quantitative assessment of learning outcomes.

Policies that have met regulatory objectives are also shown in the Circular of the Minister of Education and Culture No. 3 of 2020 [3]. The regulative objectives can be seen from some items that include "to instruct the education unit to optimize the role of the school health business", "to ensure the availability of means of washing hands with soap", and "ensuring cleanliness of the room". The policy also has a deregulated objective that appears in the sentence "to give permission to sick educational unit residents not to attend education units", "not to impose penalties for those who do not enter because of illness", and "not to impose policies based on attendance-based incentives".

The Ministry of Education and Culture's policy has also fulfilled the goal of dynamiting or stabilizing. Dynamic policies are intended to mobilize resources to achieve the expected progress [24]. This is shown by the answers of 91% of junior high school teachers who admitted that the Covid-19 outbreak had motivated them to learn online learning and applied it during the pandemic, and only 9% of the teacher who claimed that they did not move to online learning mode. This policy has motivated teachers to master learning technology and educational technology. Some quantitative data are summarized in the following table.

TABLE II.   THE APPLICATION OF ONLINE LEARNING

	Items	Alternative answer	
		Subhead	Subhead
1	Do teachers receive online learning policy information through circular letters?	92	8
2	Do teachers receive online learning training from the Education and Culture Office at local government?	96	4
3	Do teachers implement online learning policies?	96	4
4	Did teachers ever use online learning before the Covid-19 pandemic?	10	90
5	Has the Covid-19 pandemic moved teachers to study online learning?	91	9

The results of distributing questionnaires show that almost all teachers receive online learning policy information through circular letters, and they apply online learning policies. However, it is unfortunate that nearly no teachers have received online learning training from the Education and Culture Office. The Covid-19 pandemic condition motivated teachers to apply online learning because there were no other options after the implementation of policies on social distancing. Based on a questionnaire related to teacher experiences in implementing online learning, 90% of teachers have never implemented online learning before pandemic compared to 10% teachers who have used online learning. It is possible that those who applied online learning because of their experience when studying independently or in college.

In terms of the understanding of those who should implement online learning policy, some important data can be identified. 92% teachers claimed to have received information about online learning through the circular letters and 8% of teachers did not get information from the letter. 96% teachers claimed that they conduct online learning and only 4% did not conduct. This means that teachers are aware of the policy, understand its content, and implement the policy.

Based on an analysis of 23 documents, it shows that the local government, as well as the office of education and culture at district and city level mutually supported the online learning policy issued by the Central Government. This can be seen from the high results of the Pearson Correlation with the lowest correlation value 0.20 and the highest correlation value 0.88. This finding differs from the findings of the Indonesian Internet Service Providers Association, which show that the government seems to provide less support to

online learning, as evidenced by the limited availability of the internet access [29]. Likewise, the Ministry of Education and Culture's findings show that 11% of schools indicate that they have not received support from the local government [2]. Therefore, based on theoretical studies and result, it can be concluded that the online learning policy formulation can be considered very appropriate. Theoretically, the elements of a good policy have been fulfilled, which is goal-oriented in solving problems in society and is clear in defining the aim and scope of the policy.

b. Obstacles of Online Learning

Based on qualitative data, the study identified some obstacles faced by state owned junior high school in implementing online learning policy as is described in Table 3.

TABLE III.   ONLINE LEARNING OBSTACLES

Categories	Forms of Barriers
Economic Barriers	Parents of students have lost their jobs, their income has decreased, the poverty rate has increased, and the price for internet quota and internet data is high.
Technology Barriers	Learners do not have electronic devices such as laptops and Smartphone; the internet network is weak; learners and teachers are not being able to use electronic devices to apply online learning.
Pedagogical Barriers	The lack of awareness from the parents to accompany their children to study at home; the inappropriateness of choosing platforms, media, methods, evaluation; the time constraints; the low information and communication technology skills; teachers have not received the assistance and training on Information and Communication Technology; teachers have not adjusted with the new situation; the low concentration from the students, the limited internet access, the low motivation from teacher; and the low learning interactions and performance

Today the internet is overgrowing. The internet provides academic and scientific information as well as a widespread of news. Therefore, the internet can be used in the teaching and learning process [30]. As a result, constructivism learning theory has been shifted by connectivism theory which is positioned as a new philosophy of education for the digital era and distance education, making Vygotsky's concept of the zone of proximal development (ZPD) more flexible and expanding it to include learning that is outside the learner, in social networks, and technological tools [31]. Unfortunately, teachers in Indonesia have not used much information and communication technology as well as the internet in learning. This reality can be seen from the fact that only 9% teachers use online learning portal provided by the Ministry of Education and Culture through the learning house channel [32]. This situation raises the question, how is the application of online learning in state-owned junior high schools during the Covid-19 pandemic? Based on the findings, 90% of teachers have never implemented online learning and they have never received online learning training. However, Covid-19 pandemic has urged teachers to implement online learning and hence the implementation of online learning by teachers reaches 96%. The first obstacle is the economic condition of the students' parents in particular and society in general. In this pandemic condition, many people have decreased income due to losing their jobs. The low economic capacity causes them to be unable to buy electronic devices for online learning, buy internet data, or Wi-Fi plan.

Report from the Central Statistics Agency in March 2020, the number of poor people in West Java has increased to around 544,300 people, from 3.38 million people (6.82%) in September 2019 to 3.92 million people (7.88%) in March 2020. It is confident that the impact of Covid-19 will increase the number of poor people. This situation could be seen from the reality that most of people do not have Smartphone, or it is challenging to buy internet data or have Wi-Fi plan to support online learning. This condition is exacerbated by the relatively high cost of internet access in Indonesia. As found by Safril et al., [33], in Indonesia, the people must pay the internet cost of 12 US dollars per Mbps to get internet access and it is quite expensive whenever it is compared to Singapore, for every Mbps earned, Singaporeans only have to pay 0.1 percent of their income.

The second obstacle is the technological barrier experienced by teachers, students, and parents of students, including those related to online learning infrastructure and facilities. Infrastructure constraints are related to the availability of internet infrastructure and mobile phone networks. Meanwhile, barriers to facilities related to Smartphone ownership experienced by some parents of students.

This technological barrier is also recognized by the

Ministry of Education and Culture, which reveals that schools in Indonesia have not yet had adequate internet access. The Ministry of Education and Culture found that 8,522 schools throughout Indonesia did not have access to electricity, and 42,159 schools did not have internet access [34]. This provides an overview of internet access in the school, even though during the Covid-19 period, teachers and students' position was not at school but in their respective homes. If the schools' position is mostly more affordable than people's houses, then the number of students who cannot access the internet is still greater than 20%. According to Wu and Turner, this situation will reduce the online learning quality to be less than optimal [35]. The teacher's claims regarding the availability of laptops/computers or Smartphone, whether owned by their parents or their students, are still an obstacle because many do not have them. Based on the results of the survey, it shows that 29% of Indonesia's population does not have cellphones. As much as 28% of the population has ordinary cellphones, meaning that they cannot support online learning and 42% have Smartphone. The survey conducted by KPAI shows that 15.6% of students do not have electronic devices to support online learning [36].

The third obstacle is a pedagogical barrier. The reason is the lack of parents' attention in accompanying their children to study at home, even though they have gadget devices. The lack of parent's attention to their home learning for the junior high school level accounts for 15.5% of the total sample [2]. Besides that, parents' ability is quite limited in using electronic devices and gadgets to support their children's learning at home. This is because most people use Smartphone for social media. This situation is, of course, contrary to ideal conditions, where parents during the Covid-19 pandemic must act as a companion to ensure their children to adopt a clean and healthy lifestyle, do school works, and carry out joint activities. At the same time, at home, create a comfortable environment for children, establish intense communication with children, become role models for children, provide supervision, as well as guiding and motivating children, providing education, having various and innovative activities at home [37]. Another pedagogical obstacle is the teachers' ability in e-teaching [38], as well as research results from the Ministry of Education and Culture that the teacher's ability to operate digital devices is 67.11% [2].

The analysis of the application of online learning above and its ineffectiveness in public junior high schools shows that teachers still experience pedagogical obstacles. The reason is that teachers have never received online learning training, have not had experience in implementing online learning, and have never received direct assistance in implementing online learning. The majority of teachers apply online learning by autonomous learning. Pedagogical obstacles in the form of low interaction and learning processes do not only occur in Public Junior High Schools.

Thus, it can be concluded that there are three main obstacles in applying online learning at public junior high schools, namely economic, technological, and pedagogical barriers. Economic obstacles are due to the decline in people's income due to Covid-19 so that they cannot buy internet quota or subscribe to Wi-Fi. Technological barriers are related to the availability of internet access and ownership of electronic devices and gadgets. Pedagogical barriers are related to teachers and parents' ability to take advantage of electronic devices in learning.

CONCLUSION

The government's online learning policy formulation through the Ministry of Education and Culture seems to be properly formulated. However, the online learning policy implemented by junior high school teachers has not run well. Teachers seem to not ready to apply online learning. There are a number of main obstacles to the application of online learning in junior high schools, namely economics, technology and pedagogy. The integration of policies, implementation and evaluation can be possible for the government to overcome these obstacles. It is also suggested that junior high school teachers apply appropriate lesson plans by considering the optimal level of interaction so that online learning can be appropriately applied.

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