IMPLEMENTATION OF ONLINE LEARNING AT SD NEGERI GEDANGAN SIDOARJO REGENCY

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ABSTRACT

This research is motivated by the many complaints from the implementation of online learning at various levels of education caused by the Covid-19 pandemic. What is felt is that in the education sector, learning is carried out face-to-face into online learning. The purpose of this study was to determine how the implementation of online learning at SD Negeri Gedangan Sidoarjo Regency and what are the supporting and inhibiting factors for implementing online learning at SD Negeri Gedangan Sidoarjo Regency. This research used descriptive qualitative research methods by observing, interviewing, and documenting. The results of this study indicate that online learning delivery communication is considered good enough, resources in online learning still have several problems with facilities that are still not fulfilled. The disposition is good with the assurance of the implementation of online learning by being given an internet quota, but it is still not optimal and still has some obstacles. The bureaucratic structure has gone well with the formation of the team. There are supporting factors, namely providing internet quotas, high participation, and conducting bureaucratic arrangements. Meanwhile, the inhibiting factor is inadequate facilities.

Keywords: *Public Policy Implementation*, *Online Learning*

A. INTRODUCTION

At the beginning of 2020, the world was in shock with the outbreak *Corona Virus Disease* (Covid-19). The presence of the corona virus has had a huge impact on several sectors. Not only the health sector, but the economic, education and tourism sectors also experienced a huge impact. In this way, the government as an actor responsible for running the government has done various ways to reduce or minimize the impact of the Covid-19 pandemic in various sectors. This concurs with Van Doorn in the journal (Syafrida & Hartati, 2020) which states that the government will make a law to be able to restructure people's behavior in social integration in an effort to prevent the spread of Covid-19. Given the increasing number of confirmed cases of patients infected with the corona virus, the government must implement the PSBB policy. Reporting from the daily news (Kompas.com, 2020) which states that the PSBB (Large-Scale Social Restrictions) were carried out with territorial restrictions in a number of areas, but

in order to prevent the spread of Covid-19, such as implementing work, studying and worshiping from home. However, economic activity continues.

In addition, one of the most significant impacts is on the education sector. With this policy, several regions decided to close schools and universities. This is one of the efforts made by the government so as not to cause crowds to reduce the spread of the corona virus. Given that education is very important for someone, because education as a medium that can build one's intelligence and personality to be better in order to determine the right things. So that with a good education it will create a qualified person. Therefore, education must continuously be developed and developed by the government so that in the process of its implementation it produces future generations of the nation in accordance with the expectations which have also been stated in the Undang-Undang Dasar Republik Indonesia Tahun 1945 (constitution) in paragraph 4.

In order to fulfill the rights of students to get educational services during the Covid-19 pandemic, the learning process, which was initially carried out by face-to-face learning, is now carried out with an online learning process carried out from each student's home as stated in the Circular. The Surat Edaran Menteri Pendidikan dan Kebudayaan Nomor 4 Tahun 2020 concerning Implementation of Education Policies in the Emergency of the Spread of *Corona Virus Disease* (Covid-19) which was then strengthened by the The Surat Edaran Menteri Pendidikan dan Kebudayaan Nomor 15 Tahun 2020 concerning Guidelines for Organizing Learning from Home in an Emergency for the Spread of Covid-19. Online learning is learning in a network that uses the internet network, using supporting tools to access. Supporting tools such as *smartphones*, laptops, or others that can access information and the learning process anywhere and anytime by utilizing Technology, Information and Communication (TIK) Gikas & Grant, 2013 in a journal (Handarini & Wulandari, 2020). This is also in line with the opinion (Batt & Cummins, 2016) which states that social media can facilitate learning to consume material with their respective abilities. So that online learning is useful to help manage time.

Online learning is also experienced by all levels of education, namely from SD, SMP, SMA, and Tertiary Education Institutions. However, the main problem is SD (Elementary School) students. This is because with the difference in age, it can be said that elementary school students still need supervision from teachers and parents. Because not all students have supporting tools or facilities to carry out online learning. So that it requires a *smartphone* or laptop from parents and a lack of understanding of the material experienced by students, causing the involvement of parents in completing assignments given by the teacher. That way the teacher also has to adjust to the circumstances experienced by the parents of his students. It can also be seen from previous research that online learning is quite good but still feels less varied if it is done in the long term, given the need for quotas, facilities and infrastructure, to a stable internet network. This is in line with the results of research from the journal (Sari, Tusyantari, & Suswandari, 2021) which states that the impact of the Covid-19 pandemic on the implementation of online learning at the elementary school level can be done well, but online learning is considered very ineffective for teachers, especially for

Elementary school-age children, because online learning is carried out at home, the teachers as educators are also not maximal in providing learning material. So that the material is not conveyed to students completely and the use of learning media is also considered not optimal. And in fact, with these conditions online learning causes many obstacles for teachers, students, and parents as companions for online learning at home. The phenomenon of the problem experienced by the teacher is that they are unable to carry out direct assessment and supervision of students, and the teacher must make varied and interesting learning to suit the conditions of each student's condition. The problem for students, by doing online learning, students will depend on *gadgets*, which should be used for learning, but are more often used to play *games*. So that it causes students to be lazy to do assignments from the teacher. And for parents, as a student companion during online learning at home, parents find it difficult to divide their time to accompany their children to study and to go to work (Kompasiana.com, 2020) Therefore, a policy will run well if the implementation process can run well too. Given that the successful implementation of policies requires support from several factors. This is in accordance with the theory of George C. Edward III which states that the success of policy implementation can be supported by several factors, namely communication, resources, disposition, and bureaucratic structure.

In Sidoarjo Regency, the community is more familiar with the term online learning which has been mentioned in the Surat Edaran Kepala Daerah Kabupaten Sidoarjo, Provinsi Jawa Timur Nomor 440/175/438.1.1.3 /2021 concerning Enforcement of Restrictions on Community Activities to Control the Spread of Corona Virus Disease 2019 (Covid-19) Point Number 1 b. Then based on the list of school education units per district (Kementerian Pendidikan dan Kebudayaan, 2021), Gedangan District, Sidoarjo Regency, there are 21 public elementary schools and 5 private elementary schools. Gedangan District, Sidoarjo Regency is a sub-district located on the outskirts of the city. That way, one of the primary schools that had several complaints in Gedangan District was SD Negeri Gedangan which after conducting the initial survey, the SD was still reaping several complaints which the Principal had submitted, namely Mrs. Liswarni, S.Pd., M.Si on the date February 2, 2021 which states that online learning is very challenging for teachers, because in the delivery of the material it will not completely make students confused about doing it and more over schools do not use the application *zoom* but use theapplication *WhatsApp,* because the economic situation of each student is different - it's different, some don't have a *laptop* or *cellphone,* some don't have *WiFi* or a strong network. So that the teacher only gives assignments without explanation of the material and most of the teachers do not understand the use of technology so they choose to give more assignments, it is hoped that students at home can learn independently. In online learning there are still students who, if they do not understand the material, then these students will come to school and ask how to do the assignments given by the teacher. Especially for grade 1, grade 2, and grade 3 students who have a little difficulty in delivering material or information, which causes the parents of students to come to school as well. Meanwhile, during the Covid-19 pandemic, it was forbidden to cause crowds. Therefore, the purpose of this article's study is to determine the

implementation of online learning in SD Negeri Gedangan, Sidoarjo regency and what are the supporting and inhibiting factors for the implementation of online learning in SD Negeri Gedangan, Sidoarjo regency.

B. LITERATURE REVIEW
Definition of Public Policy

According to James E. Anderson (1978) in a book (Abdoellah & Rusfiana, 2016:16) which states that policy is an action step that is deliberately carried out by an actor or a number of actors with regard to a particular problem or problem being faced. Meanwhile, according to Carl Friedrich as a political scientist states that policy is an action that leads to the goals proposed by a person, group or government in a certain environment in connection with certain obstacles and looking for opportunities to seek goals or achieve desired goals. As well as public policy is an action made and implemented by the government, whose impact can reach or be felt by all levels of society (Taufiqurokhman, 2014:49) That way, public policy is a series of concepts and principles that form the basis of plans for the implementation of work, leadership, and how to act regarding orders, organization, and so on.

Public Policy Implementation

According to Grindle (1980) in the book (Abdoellah & Rusfiana, 2016: 57) suggests that policy implementation is not only related to the mechanism of translating political decisions into routine procedures through bureaucratic channels, but rather, decisions and regarding who gets what from a policy. So it can be concluded that the implementation of public policies is an important process for implementing policy decisions that have been formulated. There are factors that greatly influence policy implementation, namely:

1) Internal main factors, consisting of policies to be implemented and supporting factors.
2) The main external factors, environmental conditions (environment) and related parties (stakeholders).

Implementation Model

The policy implementation model developed by George C. Edward III in the book (Agustino, 2020:154) In the approach theorized by Edward III, there are 4 variables that determine the success of implementing a policy, namely:

1) Communication

According to him, communication is critical to the success of achieving the goals of implementing public policy. Effective implementation occurs when the decision makers already know what they are going to do. Knowledge of what they are doing can work if the communication goes well so that any policy decisions and implementation regulations must be transmitted (or communicated) to the appropriate personnel department. Then the communicated policy must be precise, accurate and consistent. Communication is needed so that decision makers and implementers will be more consistent in implementing every policy that will be applied in society. There are 3 indicators that can be used in measuring the success of communication variables, namely:

a) Transmission, good communication distribution will be able to produce a good

implementation as well. Because often in the distribution of communication there is a misunderstanding (miscommunication).
b) Clarity, communication received by policy implementers must be clear and not confusing (ambiguous).
c) Consistency, the orders given in the implementation of a communication must be consistent (to be applied and carried out).

2) Resources

Insufficient resources will mean that laws will not be enforced, services will not be provided, and proper regulations will not be developed. There is an indicator of resources which consists of several elements, namely:
a) Staff, the main resource in policy implementation is staff or Human Resources (HR). One of the frequent failures in implementing policies
is due to insufficient, adequate or incompetent staff in their respective fields.
b) Information, in policy implementation, information takes two forms, namely: (i) information relating to how to implement the policy, and (ii) information regarding compliance data from the implementers of the established government regulations and regulations.
c) Authority, generally the authority must be formal in order for orders to be carried out.
d) Facilities and physical facilities are also important factors in policy implementation, because without supporting facilities (facilities and infrastructure) the implementation of the policy will not be successful.

3) Disposition

Disposition or "attitude of the implementer of policies" is the third important factor in the approach regarding the implementation of a public policy. If the implementation of a policy is to be effective, then policy implementers must not only know what to do but also have the ability to implement it, so that in practice there is no bias. There are disposition variables according to Edward III, which are as follows.
a) The effect of the disposition, disposition or attitude of the implementers will cause real obstacles to policy implementation if the existing personnel do not carry out the policies desired by high-ranking officials.
b) To regulate the bureaucracy, in this context Edward III requires that policy implementation must also be seen in terms of bureaucratic regulation.
c) Incentives, generally people act according to their own interests, so manipulating incentives by policy makers affects the actions of policy implementers. By adding a certain profit or cost, it may be the driving factor that makes the policy implementers carry out orders well.

4) Bureaucratic Structure

Complex policies require the cooperation of many people, when the bureaucratic structure is not conducive to the available policies, this will cause resources to become ineffective and unmotivated, thus hindering the running of policies. There are two characteristics that can boost the performance of the bureaucratic or organizational structure in a better direction, namely as follows.
a) Making SOP, SOP is a routine planned procedure or activity that allows employees to carry out their activities on a daily basis according to

predetermined standards.
b) Carry out fragmentation, the aim of which is to spread the responsibilities of various activities, activities, or programs to several work units in accordance with their respective fields.
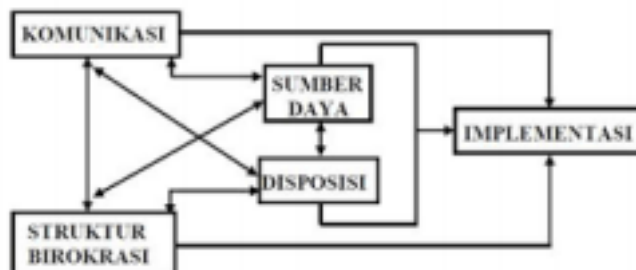

Figure 1 Model of Direct and Indirect Impact On Implementation Approach
Source: Edward III, 1980 in the book (Agustino, 2020)

Definition of Online Learning

Based on KBBI, online learning is networked or connected via computer networks, the internet, and so on (Badan Pengembangan dan Pembinaan Bahasa, 2016). Hariyanto (2016: 12) in the journal (Ratnawati & Vivianti, 2020) states that learning is a process of interaction between students and educators and learning resources in a learning environment that includes teachers and students who exchange information. That way, online learning can be said to be learning that is carried out at home using communication tools as a tool that can help access learning by using and being connected by the internet network. Based on (Undang-Undang Republik Indonesia Nomor 20 Tahun 2003 Tentang Sistem Pendidikan Nasional, 2003) Article 1 number 15 explains that distance education is education in which students are separated from educators and learning uses various learning resources through communication technology, information, and other media . And then it has been regulated in the Circular of the Surat Edaran Menteri Pendidikan dan Kebudayaan Nomor 15 Tahun 2020 concerning Guidelines for Organizing Learning from Home in an Emergency for the Spread of Covid-19 in Chapter 1 letter C which explains that in implementing Distance Learning, it is divided into 2 (two) approaches. namely (1) Online Distance Learning and (2) Offline Distance Learning. And it has also been mentioned in the Surat Edaran Kepala Daerah Kabupaten Sidoarjo, Provinsi Jawa Timur Nomor 440/175/438.1.1.3 / 2021 concerning Enforcement of Restrictions on Community Activities to Control the Spread of Corona Virus Disease 2019 (Covid-19) Point Number 1 b. So that the community is more familiar with the term online learning.

C. METHOD

This research method uses descriptive-qualitative research methods, which produces descriptive data in the form of written or spoken words from people and observable behavior and research that uses a naturalistic approach to seek and find understanding or understanding of phenomena in a contextual setting. specifically (Moleong, 2016). The location of this research is SD Negeri Gedangan, Sidoarjo

Regency. The focus of this research is the implementation of online learning at SD Negeri Gedangan Sidoarjo Regency, using the theoretical basis according to George C. Edward III, there are 4 factors that determine the success of implementing a policy, namely Communication, Resources, Disposition, and Bureaucratic Structure as well as what are the supporting factors and factors inhibitor. Sources of data in this study are primary data and secondary data. Primary data collected directly by researchers and secondary data obtained indirectly, in the form of documents, reports and archives. The technique of collecting data in this research is by observing by making direct observations into the field, interviewing the principal, teachers, students, and parents of students at SD Negeri Gedangan, Sidoarjo regency. And documentation relating to information in the field. The data analysis technique in this research is by collecting data, condensing data, presenting data, and drawing conclusions. Then the validity of the data with the technique of degree of trust, dependability, and certainty.

D. EXPLANATION

With this very large Covid-19 outbreak, the Ministry of Education and Culture issued a Surat Edaran Menetri Pendidikan dan Kebudayaan Nomor 4 Tahun 2020 concerning Implementation of Education in the Coronavirus Disease (Covid-19) Emergency Period. This is aimed at reducing the spread of Covid-19. Then reinforced by the Circular of the Ministry of Education and Culture Number 15 of 2020 concerning Guidelines for Organizing Learning from Home in the Emergency of the Spread of Covid-19, in this circular it is stated that the purpose of implementing Learning From Home (BDR) is to ensure the fulfillment of students' rights to obtain education services during the Covid-19 emergency, protecting education unit residents from the adverse effects of Covid-19, preventing the spread and transmission of Covid-19 in educational units and ensuring the fulfillment of psychosocial support for educators, students, and parents.

SD Negeri Gedangan, Sidoarjo Regency is one of the schools that has encountered several complaints in the implementation of online learning. In order to know the implementation and what are the supporting and hindering factors for online learning at SD Negeri Gedangan, Sidoarjo Regency, an implementation analysis is carried out using the theory of George C. Edward III, which states that there are 4 variables that determine the success of implementing a policy, namely: (1) Communication, (2) Resources, (3) Disposition, (4) Bureaucratic Structure. As seen as follows:

1. Communication

Communication is one of the factors that will determine the success of public policy implementation. Communication in the implementation of online learning at SD Negeri Gedangan Sidoarjo Regency is carried out at the time of receipt of report cards. In this study, at the time of receipt of report cards, there was socialization between the Principal, Teachers, Parents, and Students. The socialization carried out at the time of receipt of report cards in the context of research is a form of communication carried out in conveying information on the implementation of online learning which has 3 indicators, namely transmission, clarity, and consistency, described as follows.

a) Transmission

In the indicator of transmission of communication channels from the Ministry of Education and Culture to schools or education units as implementers of online learning during the pandemic. Channeling this communication will be published with the intent and purpose of the policy. As for the transmission in the implementation of online learning carried out by the Ministry of Education and Culture in the form of the issuance of a Circular, namely the Surat Edaran Menteri Pendidikan dan Kebudayaan Nomor 4 Tahun 2020 concerning the Implementation of Education in the Emergency Period of Coronavirus Disease (Covid-19). This is aimed at reducing the spread of Covid-19. Then it was strengthened by the Surat Edaran Menteri Pendidikan dan Kebudayaan Nomor 15 Tahun 2020 concerning Guidelines for Organizing Learning from Home in an Emergency for the Spread of Covid-19. After that, the Principal provides the information to teachers by discussing and socializing to parents and students at the time of receipt of report cards. Which is done by notifying that learning is carried out online. Submission of information and material will be provided through theapplication *Whatsapp* , which has formed a group according to each class.

b) Clarity

Clarity of communication is related to whether or not there is clear information about online learning intended by policy makers to policy implementers and objectives. So what is meant is the clarity of information provided by the Ministry of Education and Culture to the Education Unit, SD Negeri Gedangan, Sidoarjo Regency or from schools to parents and students. So in this study, the clarity of the implementation of online learning will be immediately informed and coordinated through the formation of a Whatsapp group. Which in this group there are various kinds of groups consisting of groups of Principals with Teachers and Teachers with parents and students themselves. But sometimes there are still some parents and students who forget to open the information or material provided, so that some parents and students still don't understand it, which causes some students to come to school to get an explanation of this information.

c) Consistency

Consistency of communication in a policy can support the successful implementation of policies made by the implementer. The orders given in the implementation of a communication must be consistent to be applied and executed so as not to experience changes in orders. So in this study, the orders given by the Ministry of Education and Culture to the Education Unit regarding reducing the spread of Covid-19 have been implemented properly. This is done with whatever orders issued by the Ministry of Education and Culture regarding online learning will be followed by the Principal, Teachers, Parents, and Students of SD Negeri Gedangan Sidoarjo Regency, where if there is a new order it will be immediately coordinated and informed by the Principal of the School. to Teachers, Parents and Students. Therefore, in giving orders and coordinating related to the implementation of online learning, it is carried out consistently. Then with learning carried out online or *online* , all information is conveyed *online* through thegroup application *Whatsapp* and socialization is carried out about the implementation of online learning at the time of receiving report cards

only. This is because during the pandemic that came suddenly, everything was done online in order to reduce the spread of Covid-19 by causing large crowds.

2. Resources

Apart from being determined by communication, the success of policy implementation is also influenced by the available resources. So in implementing the implementation of online learning at SD Negeri Gedangan, resources are needed to support the implementation of the policy. In this study, what is meant as a resource, namely the availability of staff, information, authority, and facilities, namely as follows.

a) Staff

Staff is one of the most important indicators in implementing online learning. Principals and Teachers at SD Negeri Gedangan as implementers of policies in conducting online learning. Based on the list of employees at SD Negeri Gedangan, Sidoarjo Regency, the classification based on the level of education can be said to be quite good, that is, at least high school graduates. Of the 30 people, 2 people have S2 education background, 24 people have S1 background, and 4 people have high school education / equivalent. Based on these data, the level of education can be accompanied by a sufficient level of skill. Because the majority are skilled in operating the use of technology. However, there are still some teachers at SD Negeri Gedangan Sidoarjo Regency who are still unable or clueless in using various kinds of applications or using interesting and varied online learning models. So that in online learning that is carried out online, there are still teachers in the assessment by collecting assignments offline, resulting in students coming directly to school to collect assignments once a week.

b) Information

At SD Negeri Gedangan, Sidoarjo Regency, in obtaining information about online learning it has been regulated in the Surat Edaran Nomor 15 Tahun 2020 concerning Guidelines for Organizing Learning from Home in an Emergency for the Spread of *Corona Virus Disease* (Covid-19). Where there are guidelines for the implementation of Learning From Home (BDR), implementation includes the Implementation of Learning from Home by the Education Office, Implementation of Learning from Home by the Head of the Education Unit, Implementation of Learning From Home by Teachers who facilitate the implementation of online learning according to conditions and availability of facilities, Implementation of Learning From Home Home by students who take online learning all the time by adjusting the conditions and time, Implementation of Learning From Home by parents / guardians of students as a companion in online learning that is adjusted to the conditions and time. To find this manual it can be accessed independently via the internet and can be read carefully. In the guidelines for implementing online distance learning, there are steps that can be taken by each online learning implementer, namely there are pre-learning steps, during learning, and after learning.

c) Authority

Based on the results of the interview, in implementing online learning at SD Negeri Gedangan, the principal authority is the school principal. Due to the conditions of the Covid-19 pandemic, each party was given the applicable rules. So that the Principal is given the authority as the person in charge of overcoming the problems that exist in SD Negeri Gedangan, Sidoarjo Regency. This is in

accordance with the guidelines for implementing Learning From Home by the Head of the Education Unit in point number 7 which has been explained that forming an emergency preparedness team for handling Covid-19 in the education unit, providing debriefing on duties and responsibilities to the team, and coordinating with the Education Office and/or the local Covid-19 handling task force and/or the nearest Covid-19 handling/referral facility. Based on the applicable regulations, the Principal of SD Negeri Gedangan issued a decree, namely the Surat Keputusan Nomor: 422/152/438.5.1.1.118 /2020 concerning the Formation of a Task Force for Vigilance and Prevention of the Spread of Covid-19 in the Scope of Gedangan Public Elementary Schools.

d) Facilities

The readiness of the facility will greatly influence the success in implementing policies on online learning. There are adequate facilities and infrastructure at SD Negeri Gedangan Sidoarjo Regency in carrying out online learning, namely there are wifi facilities available in schools. So that the teachers in providing material can use the wifi network to carry out online learning, because at SD Negeri Gedangan, Sidoarjo Regency, the teachers still enter, but still comply with the health protocol by dividing groups. The division of the groups, namely every Monday to Wednesday is distributed to class 1, grade 2, and class 3 teachers. Meanwhile, grade 4, grade 5, and grade 6 teachers are distributed from Thursday to Saturday. In addition, there is the provision of free internet quota from the government which is given to Principals, Teachers, Parents, and Students. However, the provision of internet quota is not sufficient to be used in online learning. And each student's economic situation is also not the same as one another. Some have sufficient facilities and some do not.

Based on interviews conducted by researchers, there were students who did not have online learning support tools such as cellphones or laptops. So that these students have to use the cellphones of their parents, but not all parents can accompany their children to do online learning because they have to work. Because the majority of the parents of students at SD Negeri Gedangan Sidoarjo Regency have jobs and the work of parents is more in private jobs, amounting to 330 people. So that students in doing their assignments have to wait for their parents after work. The following is data on the work of parents of students at SD Negeri Gedangan, Sidoarjo Regency.

Table 1 Data on Parents of Students

Class	PNS		TNI		POLRI		PRIVATE		ENTREPRENEURSHIP	
	L	P	L	P	L	P	L	P	L	P
Class 1	1	-	-	1	-	-	28	25	12	2
Class 2	-	-	1	-	-	-	25	27	14	16
Class 3	1	2	2	-	-	-	35	35	8	3
Class 4	-	-	2	4	1	-	21	31	16	10

Class 5	-	-	8	4	-	-	25	22	8	14
Class 6	3	-	-	1	-	-	26	30	8	10
Total	7		23		1		330		121	

Source: Administration of SD Negeri Gedangan Sidoarjo Regency, 2021

3. Disposition

In implementing online learning at SD Negeri Gedangan Sidoarjo Regency, policy implementers must not only know what to do but also have the ability to implement it. Researchers studied and analyzed the disposition variables, namely as follows:

a) Disposition effects

Principals, teachers, parents, and students at SD Negeri Gedangan Sidoarjo Regency have felt the obstacles in implementing online learning. Based on the results of the interviews conducted, they are as follows.

1) For the Principal

In implementing online learning at SD Negeri Gedangan Sidoarjo Regency, the main obstacle is that not all students have supporting tools such as cellphones and laptops to carry out learning or complete assignments. As well as obstacles on an unstable internet network. So that online learning is deemed less effective. As for students who have sufficient facilities or supporting tools, but these students are lazy to complete the assigned task. Because with the use of cellphones, students become dependent on gadgets where students prefer to play rather than learn.

2) For Teachers

In the assessment process carried out by teachers to students it is very hampered because learning is initially carried out face-to-face so that teachers can know the characteristics of students directly into online learning where the teacher has difficulty in carrying out the assessment process. So that currently the assessment process is only carried out based on seeing the attendance or attendance of students and assessing students by seeing the responses of students who submit assignments early, quickly, and on time. The difficulties experienced by teachers, especially in class 1 teachers, because based on the results of interviews conducted it was found that grade 1 teachers had to be more painstaking and patient to teach and educate grade 1 students. . In addition, there are difficulties for teachers in delivering Mathematics subject matter. This is because SD Negeri Gedangan uses theapplication more often *Whatsapp* than theapplication *Zoom* in delivering learning materials. Which by using the Whatsapp application not all students can take part in the lesson, so the teacher shares a day with 3 sessions so that all students can take part in the lesson. Because theapplication *Whatsapp* has restrictions on participants when it is used for learning.

3) For students,

In doing and collecting assignments, they cannot be on time, because students are waiting for their parents as online learning companions after work. Because each student has different conditions.

4) For Parents

In online learning it is considered ineffective because parents are confused in dividing their time to accompany and supervise their children to take online learning from home. Because the majority of students' parents work. And the willingness of the facilities, sometimes parents can provide cellphone facilities but cannot buy internet quota and even provide wifi at home and vice versa.

b) Performing Bureaucratic Arrangements

During this pandemic, in preventing, reducing the spread, and protecting the residents of SD Negeri Gedangan, Sidoarjo Regency from the risk of Covid-19. So based on the interviews conducted, the researchers found that there was a division of duties and responsibilities based on the Decree Number: 422/152 / 438.5.1.1.118 / 2020 concerning the Formation of a Task Force for Vigilance and Prevention of the Spread of Covid-19 in the Scope of Public Elementary Schools Gedangan. The membership composition of the task force for vigilance and prevention of the spread of Covid-19 in the SD Negeri Gedangan Environment consists of the chairman, secretary, and members who are divided into several fields, namely the learning and spatial planning team, health, cleanliness and security, and the field of public relations .

c) Incentives

In implementing online learning, using internet networks. So, in the implementation of online learning, you also receive incentives, that is, you can guarantee the costs incurred as a result of the issuance of the Surat Keputusan Nomor: 422/152/438.5.1.1.118/2020 concerning the Establishment of a Task Force Team for Vigilance and Prevention of the Spread of Covid-19 in the Scope of Public Elementary Schools Gedangan, will be charged to School Operational Costs (BOS) SD Negeri Gedangan Sidoarjo Regency for the 2020/2021 Fiscal Year. Based on the results of the interview, at the time of the corona virus outbreak in early 2020, all learning that was initially face-to-face became online learning, so that all kinds of learning were transferred online or online. So, in processing several applications or online learning models, an internet network is needed that requires internet quota to be able to access various kinds of applications or online learning models. At SD Negeri Gedangan, Sidoarjo Regency, which initially did not have internet quota assistance from the government so that schools had to provide internet quota assistance to all stakeholders or targets, all kinds of costs incurred in carrying out the successful implementation of online learning were borne by School Operating Costs (BOS) so that the provision of internet quota runs smoothly. However, currently internet quota is no longer provided by schools but rather provided by the government. However, the provision of internet quota from the government is sometimes late in and even the provision of internet quota from the government is deemed insufficient to access online learning.

4. Bureaucratic Structure

In implementing online learning at SD Negeri Gedangan Sidoarjo Regency, cooperation is required. Based on the results of interviews conducted by researchers, the bureaucratic structure in the implementation of online learning was carried out by the formation of a special team based on the Surat Keputusan Nomor: 422/152/438.5.1.1.118/2020 concerning the Formation of a Task Force for Vigilance and Prevention of the Spread of Covid-19 in Scope of Gedangan State Elementary School. Where is the bureaucratic structure formed by the school. However, it is not written directly into the school organizational structure. So that the school structure differs from the structure organizational when online learning is carried out at SD Negeri Gedangan, Sidoarjo Regency. So that the SOP already exists for each party that has been determined by the Principal's Decree. And it is fragmented with the division of tasks according to their respective duties between the Chairmen, Secretary, and members who have been distributed in various fields.

Supporting and Inhibiting Factors for the Implementation of Online Learning in SD Negeri Gedangan Sidoarjo Regency

1) Supporting Factors

Supporting factors are factors that have the nature of supporting, encouraging, destroying, supporting, assisting and accelerating everything. Supporting factors in the implementation of online learning at SD Negeri Gedangan Sidoarjo Regency are:

a) Guaranteed implementation of online learning, namely by providing internet quota to all implementers or targets of this online learning policy. Namely to the Principal, Teachers, Parents and Students.

b) There is high participation of parents and students in SD Negeri Gedangan Sidoarjo Regency, this can be seen from the results of the interviews obtained that the student responses and the results of student assignments are done quickly and responsively and seriously. Even though students are able to operate theapplication, *Whatsapp* they are still accompanied by their parents.

c) There are bureaucratic arrangements which can help implement the online learning policy, which is proven by the collaboration between a special team at SD Negeri Gedangan, Sidoarjo Regency in handling Covid-19.

2) Inhibiting Factors

As for what is meant by inhibiting factors are all types of factors that have the nature of being able to inhibit or hinder and prevent something from happening. Inhibiting factors in implementing online learning at SD Negeri Gedangan Sidoarjo Regency are:

a) Facilities that include facilities and infrastructure. Facilities and infrastructure that support online learning are communication support tools such as mobile phones. This is a major factor in the implementation of online learning, if you don't have a communication tool, you can't do the online learning process. Based on the data obtained by researchers, there are still some students and parents who do not have adequate communication tools to carry out online learning. At SD Negeri Gedangan, Sidoarjo Regency, although it has a wifi network, it cannot be accessed by all parents and students because learning is

done online or at their respective homes. This will certainly hinder the learning process online.

b) Student motivation to learn decreases. Based on the data obtained, students become lazy in doing assignments. And the lack of assistance from parents is because the majority of parents of students have jobs so that it is difficult to share time between accompanying students and going to work and there is still a lack of understanding of parents in using technology. So that it can hinder the implementation of online learning at SD Negeri Gedangan Sidoarjo Regency.

c) Staff. One of the frequent failures in implementing policies is caused by insufficient, adequate or incompetent staff in their fields. Based on the results obtained, in SD Negeri Gedangan Sidoarjo Regency there are teachers who are able to operate theapplication *Whatsapp* even though it is not

optimal. So that there are still some teachers who choose to collect assignments offline. So that this becomes an obstacle in implementing online learning.

E. DISCUSSION

After the research results described above are guided by data collection techniques by observing, interviewing, and documenting. So the researcher can provide the results of policy analysis regarding the implementation of online learning at SD Negeri Gedangan, Sidoarjo Regency. Based on the theory of George C. Edward III, which states that the successful implementation of public policies can be seen from several factors, namely Communication, Resources, Disposition, and Bureaucratic Structure.

1) Communication

In the communication factor, according to Edward III, it can be seen that successful implementation is influenced by transmission, clarity, and consistency. First, transmission is the channeling of communication from the Ministry of Education and Culture to schools or education units as the implementers of online learning during the pandemic. The Ministry of Education and Culture issued a Circular (SE), namely the Surat Edaran Menteri Pendidikan dan Kebudayaan Nomor 4 Tahun 2020 concerning the Implementation of Education in the Coronavirus Disease (Covid-19) Emergency Period. This is aimed at reducing the spread of Covid-19. Then it was strengthened by the Surat Edaran Menteri Pendidikan dan Kebudayaan Nomor 15 Tahun 2020 concerning Guidelines for Organizing Learning from Home in an Emergency for the Spread of Covid-19. After that, the Principal provides the information to the Teachers by discussing and socializing to Parents and Students at the time of receipt of report cards and then through theapplication *Whatsapp*. Second, the clarity of communication is related to whether or not there is clear information about online learning. So in this study, the clarity of the implementation of online learning will be immediately informed and coordinated through the formation of agroup *Whatsapp*. The existence of online communication is considered to accelerate the dissemination of information. Third, the consistency of the orders given by the Ministry of Education and Culture to the Education Unit regarding reducing the

spread of Covid-19 has been implemented well. This is done with whatever orders issued by the Ministry of Education and Culture regarding online learning will be followed by the Principal, Teachers, Parents, and Students of SD Negeri Gedangan Sidoarjo Regency, where if there is a new order it will be immediately coordinated and informed by the Principal of the School. to Teachers, Parents and Students. So it can be concluded that the online learning communication factor at SD Negeri Gedangan Sidoarjo Regency can be done well, by channeling information online through the Whatsapp group, but it is not optimal for its socialization which can only be done at the time of receiving report cards.

2) Resources

According to Edward III, resources are the availability of staff, information, authority and facilities. First, the teachers at SD Negeri Gedangan Sidoarjo Regency already understand how to operate the Whatsapp application, but some still don't understand the use of other learning applications. This is in accordance with (Tangkilisan, 2003:87) that the lack of staff and the ability of staff skills can make the policy indirectly become an ineffectiveness policy. So that some teachers choose students to come to school to collect assignments. Secondly, in the implementation of online learning, there are implementation guidelines based on Circular Number 15 of 2020 concerning Guidelines for Organizing Learning from Home in an Emergency for the Spread of *Corona Virus Disease* (Covid-19). Third, full authority is exercised by the Principal who becomes Chairman of the Special Team for handling Covid-19. Fourth, facilities where some parents or students do not have adequate online learning support tools. So it can be concluded that the resource factor has been implemented well, but there are obstacles to the ability of staff and facilities that are not the same as one another.

3) Disposition

According to Edward III, disposition factors include the effect of disposition, making bureaucratic arrangements, and incentives. First, there are still many complaints about the effect of the disposition between the Principal, Teachers, Parents, and Students. Second, conduct bureaucratic arrangements, by forming a team to handle Covid-19 according to their respective duties. Third, the incentive which guarantees the implementation of online learning by providing internet quota assistance from the government, but sometimes it is late and it is not received equally. So it can be concluded that the disposition factor has been implemented well. However, there are still some complaints.

4) Bureaucratic Structure

According to Edward III, the bureaucratic structure is very important in the successful implementation of public policy because a collaboration is needed to achieve a goal. This is in accordance with (Fahturrahman, 2016:22) that the bureaucracy as an institution for implementing public policies must be able to develop bureaucratic systems and procedures that are legally, rational, efficient and effective. The Standard Operating Procedure (SOP) and fragmented with the division of tasks according to their respective fields. Based on Decree Number: 422/152 / 438.5.1.1.118 / 2020 concerning the Formation of a Task Force on Alertness and Prevention of the Spread of Covid-19 in the Scope of Gedangan Public Elementary Schools. However, it is separate from the school organizational

structure. So it can be concluded that the bureaucratic structure has been implemented well.

Supporting and Inhibiting Factors for the Implementation of Online Learning in SD Negeri Gedangan, Sidoarjo Regency

1) Supporting Factors Supporting

Factors are factors that have the characteristic of supporting, encouraging, smoothing, supporting, assisting and accelerating everything. The supporting factors in smoothing the implementation of online learning are the existence of internet quota assistance, the existence of bureaucratic arrangements, and the high participation of parents and students.

2) Inhibiting Factors Inhibiting

Factors are all types of factors that have the nature of being able to inhibit or hinder and prevent something from happening. The inhibiting factors are the lack of adequate facilities, decreased student motivation, and the lack of staff ability to use technology.

F. CONCLUSION

Based on the research that has been conducted by researchers, it can be concluded that:

1. The distribution of communication in the implementation of online learning at SD Negeri Gedangan, Sidoarjo Regency has been implemented well, with the issuance of a circular (SE) and socialization with explanations of the objectives and learning intentions. online. As for the clarity of communication and coordination between the Principal, Teachers, Parents and Students by utilizing social media, although information is still missing. And communication in delivering information about online learning is very consistent and well socialized and channeled.

2. The resources available in the implementation of online learning at SD Negeri Gedangan, Sidoarjo Regency have been implemented but have not been optimal, because there are still teachers who do not understand various kinds of applications or technology and prefer WhatsApp. However, guidelines for implementing online learning are readily available and can be accessed easily via the internet network. The authority of the implementers has been carried out properly in accordance with their respective duties, but the availability of facilities is not evenly distributed and the conditions of each implementer are different in implementing online learning.

3. The disposition or attitude of implementing online learning in SD Negeri Gedangan, Sidoarjo Regency, there are still teachers who have difficulty implementing online learning by adjusting the circumstances of each student's family and the process of giving grades to students. Bureaucratic arrangements have been carried out well by the school with the formation of a preparedness team against Covid-19. Meanwhile, the incentives provided by providing internet quotas have worked well, but the provision of internet quota assistance is uneven and inconsistent, and insufficient.

4. The bureaucratic structure in implementing online learning at SD Negeri Gedangan, Sidoarjo Regency during the Covid-19 pandemic was separate

from the school organizational structure. However, it is still under the supervision and responsibility of the Principal. So that the bureaucratic structure in implementing online learning has been well implemented.

5. Supporting and Inhibiting Factors for the Implementation of Online Learning in SD Negeri Gedangan, Sidoarjo Regency. The supporting factors are the existence of internet quota assistance, the existence of bureaucratic arrangements, and the high participation of parents and students. Meanwhile, the inhibiting factors are the lack of adequate facilities, decreased student motivation, and the lack of staff ability to use technology.

The implementation of online learning at SD Negeri Gedangan Sidoarjo Regency has not been implemented optimally. This is because there is still communication in the delivery of information that is still poorly understood and overlooked, there is still a lack of understanding of teachers on how to operate online or online learning applications, and still unequal provision of internet quota assistance and inadequate supporting tools, dispositions or implementers' attitudes, namely teachers who have difficulty implementing online learning by adjusting the circumstances offamily each student'sand the process of giving grades to students.

G. SUGGESTION

Based on observations of conditions found directly by researchers in the field, researchers can provide suggestions that can be useful for Principals, Teachers, Parents and Students at SD Negeri Gedangan, Sidoarjo Regency, namely:

1. Increase socialization and adequate training for teachers to develop ability in the use of technology operations.
2. Increase creativity for teachers to make teaching materials or materials that are more interesting, so as not to bore students to learn.

It is necessary to collect data on the unequal provision of internet quotas so that they are right on target for the future by reporting to a more authorized party.

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