

***Indonesia National Education Response in Covid-19:
A Policy Analysis Approach***

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Abstract

Since the Covid-19 outbreak in March 2020, the Indonesia Ministry of Education had formulated, released, and adjusted numbers of policies responding to the national priority agenda of public health resilience. This paper discusses the dynamics of education response at a policy level, focusing on stakeholders role and involvement at central and subnational levels. During the Covid-19 pandemic, The Joint Decree of Four Ministries (Minister of Education and Culture, Minister of Religion, Minister of Health, and The Minister of Home Affairs) coordinated with the National Task Force for Covid-19 had been the major framework for education policymaking. Two policies for education delivery methods during the pandemic are; (1) *Belajar Dari Rumah (BDR)* or Learn from Home; (2) *Pembelajaran Tatap Muka (PTM)* or Face to Face Learning. As an archipelagic country with a decentralized government system, the policy decision had been through challenges and dynamics indicated by numbers of revisions in published guidelines by GoI. The Guidelines for Implementation of Learning in the New Academic Year and Academic Year during the Corona Virus Disease (Covid-19) Pandemic Period initiated in June (3 months after the Covid-19 outbreak), then published in July 2020. Within this four months' time, the subnational government experienced a limp in handling the education delivery. The top-down policymaking approach in Indonesia's education policy response leaves space for innovation in local government's practical adaptation. However, the capacity to deliver within that space is yet to be successfully performed by the subnational government.

Keywords: Joint Decree of the Four Ministries, Belajar Dari Rumah (BDR), Pembelajaran Tatap Muka (PTM)

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I. Introduction

During Covid-19, school closure was due to swift priority to public health resilience. Data from UNESCO Global monitoring of school closure due to COVID-19 indicated that in Indonesia, education delivery, the design of learning activities (method, instrument, and platform) used to support teaching and learning activities required to achieve the intended learning outcomes, subject to adjustment and relies on a distance-learning system as a modality.¹ (see Figure 1).

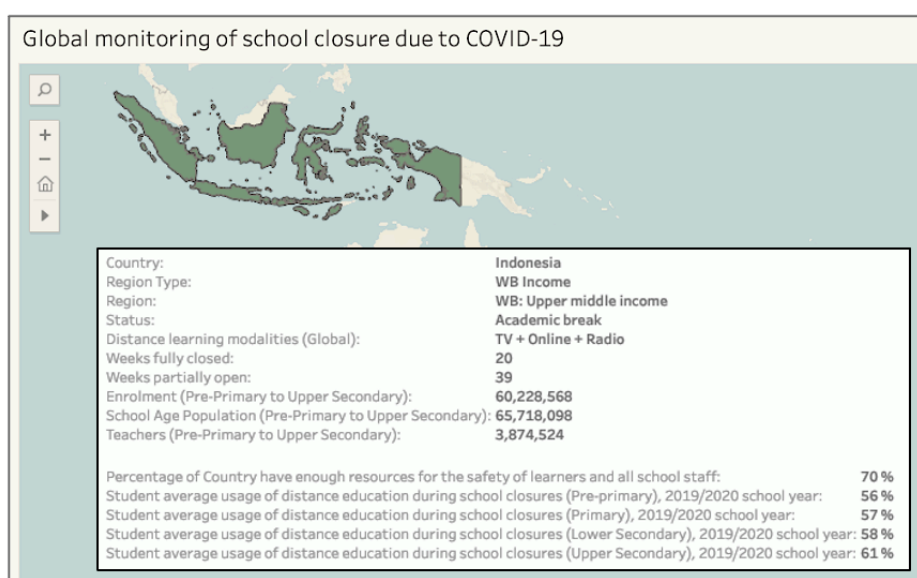


Figure 1: Indonesia Status on School Closure Due to Covid-19.

Source: UNESCO Global monitoring of school closure due to COVID-19.

A preliminary survey from the Indonesia Ministry of Education Research Technology and Culture (MoECRT) in April 2020 reported approximately 68,729,037 students studying at home, with a significant percentage coming from Primary School (28,6 million), followed by Junior High (13,1 million), Senior High (11,3 million), and Higher Education (6,35 million).²

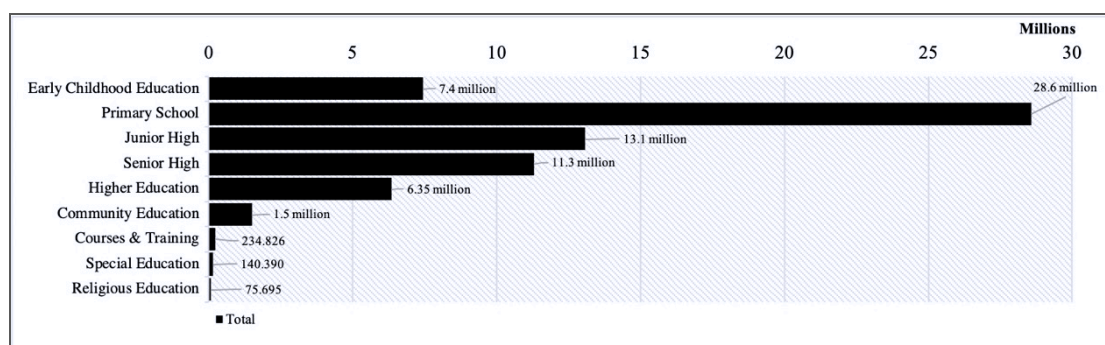


Figure 2: Number of Students Studying at Home.

Source: MoECRT, April 2020

Since January 2001, Indonesia has implemented policy decentralization. In a decentralized policy system, decentralization is a management technique to increase the effectiveness and

¹UNESCO (2020). UN Disclaimers. *Global monitoring of school closure due to COVID-19*.

²Indonesian MoECRT. (April 2020). Published in Databoks.

efficiency of an organization in the form of delegation of authority from higher levels of organizational structure to lower ones (Wicaksono, 2012). In Indonesia, with the adoption of the principle of decentralization, it then realized in the form of Regional Autonomy policies enshrined in the Law of The Republic Of Indonesia Number 32 the Year 2004 concerning Regional Government defines decentralization as “*concurrent government affairs between the Central Government, Provincial Government, and Regency/City Governments.*”

With a decentralized-policy system like Indonesia, taking inventory on policymaking dynamics during Covid-19 is particularly important. Because of the complexity of its policy system, taking the inventory on policy dynamics will contribute to the insight of fluctuating in the policymaking process and the landscape of the policy itself, including the coordination among policy actors. On March 6th, 2020, when the Indonesian government announced the first case of Covid-19 in Indonesia (Ramadhan Tosepu, R., Savitri, D., & Ahmad, 2020), since then, upon the emergency status enhanced across the sectors, its influence observable on occurring swift of plan and priority within and across the technical ministries/units, from central to local government.

This research's domain is in *research about a policy*, meaning it analyses the process and dynamics in the policy formulation process, with education delivery during covid-19 as the limitation or scope of the policy study, in response to the Covid-19 situation from the typology of Central Government to Local Government. According to Nugroho, R. (2014), research about policy is a form of research within a particular policy dimension, including the formulation process and the dynamics therein; how policy is governed, monitored, evaluated, including policy performance and outcomes. Research about policy is scientific-driven, and researcher analysis will stand neutral, roots from scientific findings despite the dynamics behind the decision-making process. Hill (2005), through Nugroho (2014), further differentiates between policy analysis and policy analysis. Analysis of policy studies about policy contents, policy outputs, and policy process. Meanwhile, analysis for policy focuses on policy evaluation to provide information for policymaking and improve both process and policy advocacy.

This study revolves around two objectives; (1) to identify the policy operationalization approach from Indonesia's education policy response in Covid-19 from Central Government to Local Government level, and; (2) to take inventory on dynamics in Education Policy Response.

II. Research Method

This study is grounded research using Stakeholder Mapping as framework of analysis focusing on Policy Actors' role, output, and dynamics synthesize from relevant research and practices as substantial insight. The Data Domain in this study adopted from research by Nugroho (2018). Primary data source in this study coming from formal policy products of Indonesia Government, with secondary data from input on Convention or Speech of relevant Policy Actors on Education Delivery during Covid-19. During Covid-19, government publication on policy decision does not always exclusive to rule and regulation. To understand the dynamics in policy response, this study uses documentary analysis of minutes and meeting papers published by government. As adjustment from Nugroho (2018), this study decides not to use Behavior aspect as domain of data collection considering it will be high in subjectivity, subject to changes without clear scientific justification and basis.

Therefore, this study attempts to limit subjectivity consideration as much as possible and focus the data that have scientific/policy justification.

Table 1: Data Domain. Adjusted from Nugroho (2018).

Types	Derivatives (Nugroho, 2018)	Derrivates of data domain in this study
Formal	<ol style="list-style-type: none"> 1. Legislation 2. Law 3. Regulation 	<ol style="list-style-type: none"> 1. MoECRT National Educational Law and Regulation, Circular Letter, Decree, related to educational response in Covid-19. 2. Related Technical Ministry formal policy response to govern point (1) at national and/or subnational level related to educational response in Covid-19. 3. Discourse on Regional Government Formal Policy Response for point (1) and (2).
Convention (General Agreement)	<ol style="list-style-type: none"> 1. From State/country 2. From Society 	<ol style="list-style-type: none"> 1. MoE Convention related to educational response in Covid-19. 2. Regional Educational Government Body Convention related to educational response in Covid-19.
Speech	<ol style="list-style-type: none"> 1. State officials 2. Government officials 3. Community Officials (Community Leaders, Religious Leaders) 	<ol style="list-style-type: none"> 1. MoE official statement/speech (Press Release, Video Dissemination, other related speech) concerning educational response in Covid-19. 2. Nadiem Anwar Makarim (Indonesia Minister of Education) speech concerning to educational response in Covid-19. 3. Related Technical Ministry responding or related to MoE policy speech concerning to educational response in Covid-19 4. Discourse on Regional Government Educational Government Body for point (1) and (2).
Behavior	<ol style="list-style-type: none"> 1. Personal 2. Family 3. Group 	Excluded in this study.

III. Findings and Analysis

a. Relation from Public Policy in National and Regional

Under the decentralized policy system, Indonesia governs the educational affair through a joint effort between Central and Local Government stipulated under Law No. 32/2004 concerning Implementation of Regional Autonomy at a macro level and Law No.20/2003 about National Education System at Sectoral level. As part of the national development plan, Education through the joint effort conducted to achieve the goal of Basis of all Indonesia's Public Policy, The 1945 Constitution of the Republic of Indonesia, to advance general prosperity and develop nations' intellectual life. Nugroho (2008) visualized the relation between Indonesia's national and regional educational policy, as seen in Figure 3.

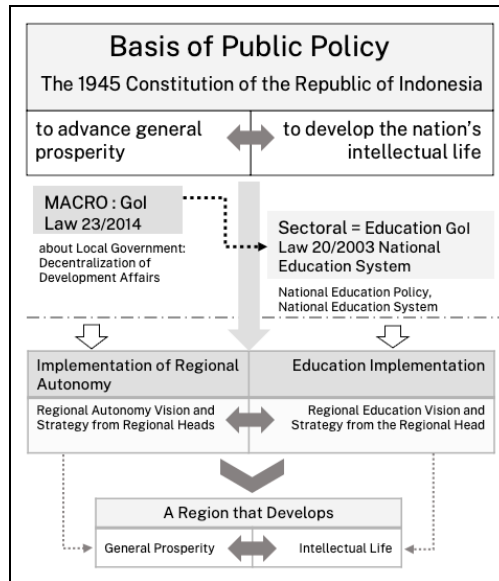


Figure 3: Ideal Relation Between National Public Policy and Regional Public Policy.
Source: Nugroho (2008).

b. General Typology of Education Policy Response in Covid-19 (Early Outbreak)

Since Indonesia's early Covid-19 outbreak in March 2020, the public's health resilience towards the pandemic has been prioritized and depicted from The Presidential Decree No. 11 of 2020 clauses the Corona Virus Disease 2020 (Covid-19) *Public Health Emergency*. Later on, the Government of Indonesia (GoI) issued Government Regulation (PP) No. 2 the Year of 2020 concerning *Large-Scale Social Restrictions (PSBB)* in Accelerating the Handling of Covid-19.

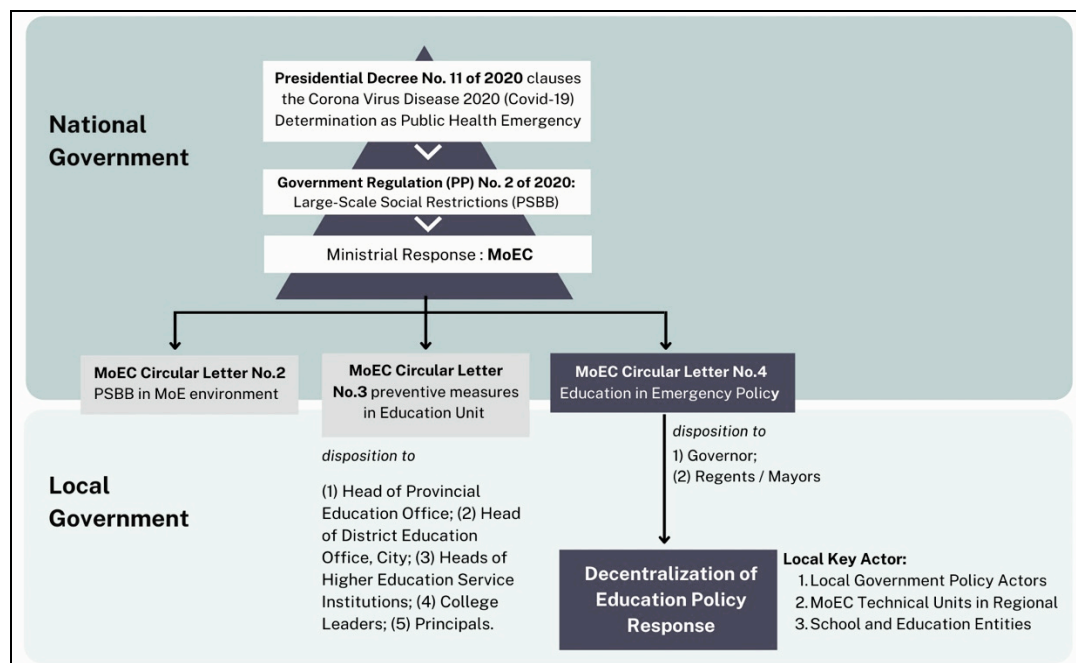


Figure 4: General Typology of Education Policy Response in Covid-19 (Early Outbreak).
Source: MoECRT 2020 Policy Letter. Visualized by Saragih, D. (2021).

Upon compliance to a national priority, the Ministry of Education and Culture (MoEC), who acts as a National Government that governs the policy response for national educational delivery during this time, formulates, releases, and adjusts numbers of policy accord to the recent findings and national priority agenda. At the beginning of the policy response, the Ministry of Education focuses on enhancing the emergency status and outbreak prevention from its internal unit through MoEC Circular Letter No.2 and No.3 the Year of 2020. The framework for education policy response and its decentralization to the regional government began to be stipulated through MoE Circular Letter No.4, with a disposition to Governor and Regents or Mayor as stakeholders in the regional level (Figure 4).

c. Adjustment in Education Delivery (Early Outbreak)

At the initial phase of policy response, MoEC policy focuses on a short-term, immediate management approach by adjusting educational activities contrary to the regulation of Large-Scale Social Restrictions (PSBB), which is the epicenter of national policy. As the first policy stipulating education delivery during Covid-19, MoEC Circular Letter No.4 Year of 2020 concerning *The Implementation of Education Policies in The Emergency of The Spread of Corona Virus Disease (COVID-19)* informed six decisions; (1) Cancellation of National Examination; (2) Learn from Home or BDR Policy in Indonesia's Education Policy nomenclature; (3) Adjustment on School Examination; (4) Adjustment in Class Promotion Test; (5) Adjustment in New Students Admission Program (PPDB) 2020 procedure, and lastly relaxation on; (6) School Operational Fund (BOS) and Education Assistance Fund for Covid-19 handling in Education Unit.

This policy letter instructs regional policy actors: Heads of Provincial Education Offices, Heads of District/City Education Offices, and Heads of Education Units. From the goal of the MoEC Circular Letter No.4 the Year of 2020 and regional policy actors it was targeted to, key policy directions from MoEC Circular Letter No.4 the Year of 2020 are to enhance emergency awareness and preparedness in the Regional Education Unit and to preparing an institutional framework for further education policy response in Covid-19 Emergency. As the bedrock of Educational Policy implementation during Covid-19, the MoE Circular Letter No. 4 the Year of 2020 Governed under two principles; (1) The health and safety of students, educators, education staff, families, and communities is a top priority in setting learning policies; (2) The growth and development of students and psychosocial conditions are also a consideration in the fulfillment of educational services during the COVID-19 pandemic.

d. Policy Formulation and Coordination

To provide an insight into the landscape of policy coordination, through Figure 5, identifiable patterns of policy responses are: (1) Central Government formulated and published the national response that acted as a standard of compliance for all ministries/sectors; (2) Each ministry/sector complied by adjusting existing policy or formulated new policy to adhere to a national standard of compliance; (3) Each ministry/sectors decentralize their sectoral response to the regional government.

As stated in point (1), the national policy response initiated from Central Government, with Presidential Decree No.11 the Year of 2020 with Corona Virus Disease 2020 (Covid-19) Determination as Public Health Emergency. This state of health emergency translated into Government Regulation (PP) No.2 the Year of 2020 concerning Social Restriction (PSBB). Then, Ministries at the central government comply and respond at a sectoral level to

operationalize it by decentralizing their sectoral affair into regional sub-sector through regulation instruments.

On Education Policy Landscape, MoEC decentralizes the educational response through MoEC Circular Letter No. 4 the Year of 2020 and Joint Decree of The Four Ministries. MoEC Circular Letter No. 4 the Year of 2020 then translated into Governor Regulation at Provincial Level then followed by Mayor at City/District Level. Using North Sumatera Province as a case example, the emergency status was initially enhanced through Governor of North Sumatera Circular Letter No. 440/2666/2020 concerning Enhances The Alertness to The Risk of Transmission of Corona Virus Disease (Covid-19) Infection in North Sumatera. The first decision stated in this Circular Letter; Distance learning agreed to become a modality in learning with a specific target to High School level effective from March 17th, 2020, until April 03rd, 2020.

At the City/District level, Medan City Mayor Regulation Number 11 of 2020 concerning Health Quarantine in the Context of Handling Corona Virus Disease (Covid-19) in Medan City was published on April 30th, 2020. At each regional-sectoral affair, this regulation is complied by the Regional Education Office who governs the technical operation until each Education Unit as stipulated in Secretary-General Circular Letter No.15/2020. The education unit itself consists of Headmaster, Teacher, Parents, School Committee, and Students.

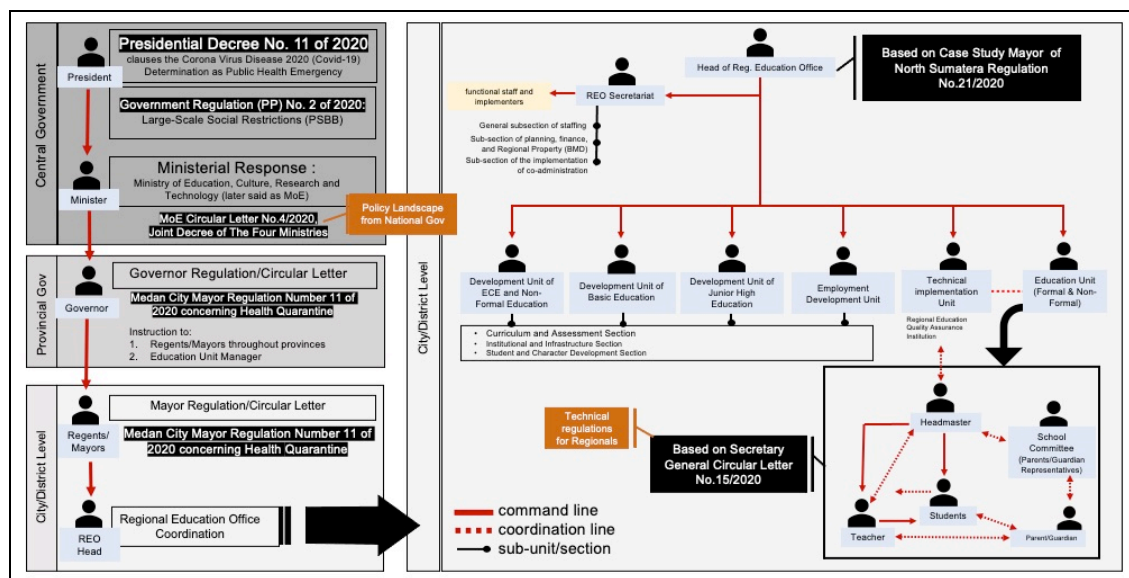


Figure 5: Education Delivery in Covid-19 Coordination Line.

Source: MoEC Circular Letter March 2020-November 2020.

Visualized by Saragih, D. (2021).

On regular technical coordination of BDR, for example, for incidental needs of technical supports, headmaster coordinates with Technical Implementation Unit of Education Regional office.

e. Policy Dynamics from March until November 2020.

From March 2020 until November 2020, a form of dynamics in Indonesia educational policy response observable through; (1) formulation of new policies; (2) amendment or adjustment of existing policy; (3) reduction or strengthen of institutional authority and function; (4) Joint

inter-ministerial agreement. The exploration of policy dynamics from March 2020 until November 2020 (in chronological order) as seen in Table 2 below.

Table 2. Policy Dynamics of Indonesia Educational Response in Covid-19

Date Issued	Identification	Digest
09/03/2020	MoEC Circular Letter No.03/2020: Prevention of Corona Virus Disease (Covid-19) in Education Unit	focuses on enhancing the emergency status and formulating the bedrock of education policy response
24/03/2020	MoEC Circular Letter No.04/2020: Implementation of Education Policies in Emergency of Corona Virus Disease (Covid-19) Widespread	
13/04/2020	Regulation of Minister of Education and Culture No.19/2020: Amendment to the Regulation of the Minister of Education and Culture Number 8 of 2020 concerning Technical Guidelines for Regular School Operational Assistance (<i>School Operational Fund Relaxation</i>)	<p>The insertion of an additional article between articles 9 and 10, namely article 9A which governs School Operational Fund (BOS) allocatable for financing;</p> <ol style="list-style-type: none"> 1. Subscription of power and services for paid online education for educators and/or students in the context of implementing learning from home; 2. School Safety: for the purchase of liquid or hand sanitizer, disinfectant, masks or cleaning support; 3. Salary of non-government official (<i>ASN</i>) honorary teachers. 4. Adjustment of transfer mechanism: Directly to school
13/04/2020	Regulation of Minister of Education and Culture No.20/2020: Amendment to the Regulation of the Minister of Education and Culture Number 13 of 2020 concerning Technical Guidelines for Non-physical Special Allocation Funds for Operational Assistance in the Implementation of Early Childhood Education and Equality Education for Fiscal Year 2020 (<i>Non-Physical Special Allocation Fund Relaxation</i>)	
18/05/2020	Secretary General Circular Letter 15/2020: Guidelines for Organizing Learning from Home in an Emergency Period for the Spread of Corona Virus Disease (Covid-19). Disposition to: (1) Governor; (2) Regent/Mayor, across Indonesia	<ol style="list-style-type: none"> 1. Objectives, Principles, Methods and Media for the Implementation of Learning From Home (BDR) Policy. 2. Implementation Guide for Learning From Home (BDR) 3. Structured guidance to 3 Actors; Teachers, Parents/Guardians, Students. 4. Covid-19 Task Forces in the regions are encouraged to form Education Posts consisting of; elements of government, community organizations, business institutions and the media and in carrying out their functions/duties coordinate with; Task force for handling COVID-19, Local Health Service Regional Disaster Management Agency Social services, Office of Communication and Informatics Community, media & business organizations. 5. Two Modes BDR Learning: <i>in the network</i> (gadgets and laptops through several portals and online learning applications) and <i>off the network</i> (using TV, radio, self-study modules and worksheets, printed teaching materials, teaching aids and learning media from objects in the surrounding environment).

Date Issued	Identification	Digest
15/06/2020	Joint Decree of The Four Ministries No.01/KB/2020 : zonation status of GREEN, YELLOW, ORANGE, and RED ZONES in all districts/cities in Indonesia.	<ol style="list-style-type: none"> 1. Determination of the 2020/2021 New Academic Year at the education level 2. Regulation of Face to Face (PTM) and Learn From Home (BDR) zoning; <ol style="list-style-type: none"> a. YELLOW, ORANGE, RED; prohibited from conducting PTM (Face-to-Face Learning) to continue learning from home (BDR) activities. b. GREEN: PTM gradually during the transition period for education units that have fulfilled all the checklists and is ready. 3. Setting the learning mechanism during the New Normal and Transition Period.
17/06/2020	MoE Press Release Number 140/sipres/A6/VI/20202020 : Coordination of Emergency Curriculum Preparation.	The Ministry of Education and Culture (MoEC) accepts proposals from the Indonesian Child Protection Commission (KPAI) and the Indonesian Teachers Association (PGRI) to implement emergency curriculum in Covid-19 pandemic situation and said being reviewed by Cultural and Book Research and Development Agency of MoEC.
10/07/2020	MoEC Assessment and Learning Center : Publication of Cognitive Diagnostic Assessment Handbook	<p>Preparation includes three steps:</p> <ol style="list-style-type: none"> 1. Making an Assessment Implementation Plan 2. Identification of Assessment Materials 3. Compose 10 Simple Questions <p>Assessment questions are given to all students in the class, either Face-to-Face or Learning from Home.</p>
04/08/2020	Decree of The Minister (MoEC) No. 719/P/2020 : Guidelines for Implementing Curriculum in Education Units in Special Conditions	<p>Provide flexibility for the Education Unit to determine the curriculum according to the learning needs of students.</p> <p>3 OPTIONS: (1) continue to refer to the national curriculum; (2) using the emergency curriculum or; (3) make curriculum simplification independently</p> <p><u>Exception</u>: 12 SOPs on Emergency Curriculum covering for Face-to-Face (PTM) learning specifically for practicum (Vocational School at all zones are allowed to conduct PTM)</p> <p>Standard of Compliance.</p>
05/08/20	Decree of The Head of Cultural and Book Research and Development Agency of MoEC Number 018/H/KR/2020 : Stipulation of Core Competencies and Basic Competencies in the Emergency Curriculum based on the Decree of the Minister of Education 719/P/2020	Analogy-wise Decree of The Minister (MoEC) No. 719/P/2020 acts as <i>Regulatory Guidelines</i> or Compliance Standards while the <i>contents</i> of the curriculum itself launched through Cultural and Book Research and Development Agency of MoEC.

Date Issued	Identification	Digest
07/08/2020	<p>Joint Decree of The Four Ministries No.03/KB/2020: Amendment to Joint Decree of The Four Ministries No.01/KB/2020 for Learning Policy Adjustments.</p> <p>Basis of Consideration: Responding to recent evaluation result on Covid-19 situation</p> <p><u>Pre-Conditions:</u></p> <ol style="list-style-type: none"> 1. Based on the Risk Map based on the Covid-19 Task Force including the Yellow or Green zone 2. Meet the prerequisites on the School Readiness Checklist 3. Obtaining a Limited PTM license from; Local Government, School Committee 4. Schools are ready to implement Limited PTM 	<ol style="list-style-type: none"> 1. GoI's evaluation indicate that there is a dire need for Face-to-face (PTM) from students --> BDR learning difficulties, Exacerbating negative impact to students. 2. Permission for Limited PTM extended to the YELLOW ZONE (area with low level of risk of transmission) based on the results of the mapping of the national task force for handling COVID-19 <p><u>Focus of The Policy:</u> Limited PTM expansion to YELLOW ZONE (originally only green zone) Procedures and Pre-conditions for Limited PTM.</p>
20/11/2020	<p>Joint Decree of The Four Ministries No.04/KB/2020: Learning Implementation Guide in the 2020/2021 Academic Year during the 2019 Coronavirus Disease Pandemic (Covid-19)</p> <p><u>Basic consideration:</u> <i>The determination of learning policies must be regionally focused to suit the context and needs.</i></p> <ol style="list-style-type: none"> 1. Local government is the party that knows best and understands the conditions, needs, and capacities of the region 2. Conditions, needs, and capacities of sub-districts and/or villages/in the same regency/city can vary greatly from one another; 3. Policy making in the education sector in the regions must go through holistic considerations and in line with policy making in other sectors in the regions . 	<ol style="list-style-type: none"> 1. Strengthening the role of Regional Government in granting of PTM permit 2. Zoning Relaxation: Zoning or regional risk maps from the national Covid-19 handling task force no longer determines the granting of PTM permits 3. The Regional Government may stipulate the granting of a face-to-face (Limited PTM) learning permit in one district/city simultaneously or gradually per sub-district/village.

f. Overview of Governance Discourse in Local Level

From March-November 2020, the framework for a policy response is still centralistic. After eight months of limps in central-local coordination on disrupted communication in Covid-19, politically, the independence of local government was acknowledged and demanded through the Decree. The practice, however, still use the previous Standard of Compliance like health protocols, zonations ruling, and PTM pre-condition, but the authority to exercise final policy decision rendered fully to Local Government. The discourse on educational governance at the regional level during Covid-19 indicates several shortcomings. From the perspective of public service responsivity, bureaucratic challenges are unable to address strategic Covid-19 issues indicated by shortcomings in terms of speed, quality, and community satisfaction. This is also influenced by overlapping policies that take a long time to implement (Arfan et al., 2021).

According to Nugroho (2008) Factors that influence the transferability of education policies in the regions are; (1) *Environmental factors (Regional Leaders or Heads; Regions)*: region that is successful in developing education have regional heads who have a vision of regional education, prioritize human development, have the courage to defend the vision and values that have been believed, and have managerial skills in implementing them; (2) *The existence of a superior policy*; contains clear and firm provisions, with policies that are favorable to objects and subjects that are important in the element of educational development; (3) *Implementation Consistency*; put forward a management approach (values of efficiency, effectiveness, and optimization) rather than politics.

IV. Current Decision Tree and Policy Direction

a. Current Decision Tree

The current Decision tree on ruling the PTM-BDR Policy still reflect based on The Fourth Joint Decree of The Four Ministries. According to this decree, Yellow and Green Zone can conduct PTM Learning. Upon fulfilling the Preconditions like vaccination, declared as Eligible or Ready based on Daftar Periksa Kesiapan Satuan Pendidikan or Readiness Checklist, and Stipulated as Eligible or Ready by Regional Government, Education Unit can choose to continue PTM if they are ready, or opt the BDR program. The final decision maker, however, still Parents and School Committee.

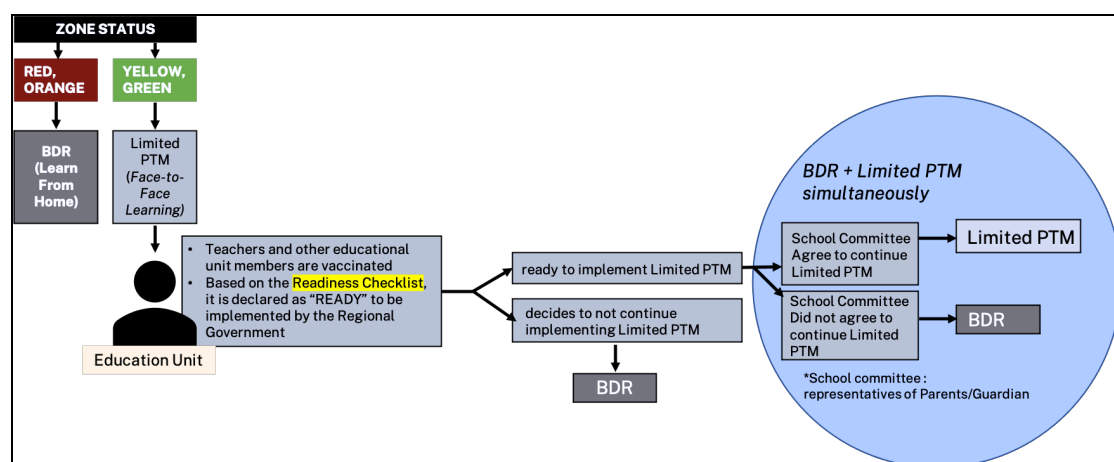


Figure 6: Current Decision Tree on Indonesia PTM & BDR Policy.

Source: MoEC Circular Letter March 2020-November 2020.

Visualized by Saragih, D. (2021).

From the decision tree above, even if the Education Unit fully ready to conduct PTM, if Parents decide BDR as best option for their children, education unit cannot enforce them to join PTM.

b. Policy Prospect

On Policy Prospect viewpoints this study divide the prospect into four areas of policy prospects. On Framework of Policy Response, since early outbreak on March until September, the pattern is still centralistic with predetermined standard of compliance. On November, until recently on July 2021, the Local Government rendered full authority to assess the readiness in conducting Face to Face (PTM), with reduction of National Task Force role to Risk-Mapping and Coordinative function. Despite PTM is not mandatory, the

direction of the policy moving towards PTM as mode of learning. Both on Limited PTM & Swift Ruling, and Launch of Regulatory & Non-Regulatory Guidelines, several adjustment, launches of new policy had been formulated following the fluid situation of Covid-19 and under the Two Principles of Education Policy in Covid-19. With this principle in mind, health resilience measure still act as an axis in the Limited PTM policy as stipulated in Joint Decree of The Four Ministries No.03/KB/2021. On Fiscal Allocation viewpoint, Constitutional Mandate of 20% Budget Allocation from National State Budget (Mandatory spending) has secured educational funding in Covid-19, Fund Relaxation & direct transfer to school unit to accelerate Covid-19 have been implemented as best practice and further continued in 2021 year.

V. Conclusion

Since the early outbreak, emergency distance-learning policies have been implemented as part of the Government's effort to ensure education delivery continuation in Covid-19. Ministry of Education as representative of the national Government in handling National Educational Affairs at the early outbreak of Covid-19 indicated inadequate political trust to Local Government in governing regional affairs for Educational policy response, this also depicted from the pattern of policy framework at the beginning of the outbreak that is centralistic with a disposition to Local Government to adopt and operationalize it at a local level.

BDR and PTM Policy have been adopted and operationalized as a joint effort from both National and Local Governments to ensure education delivery in Covid-19 and operationalized at the Local Government level through regulatory and non-regulatory instruments. However, Digital Divide is still a concurring challenge. Research results from the MoE Policy Research Center in 2020 stated that 77.78% of 3501 respondents experienced internet access & device ownership problems during the Learning From Home (BDR) program. From a Fiscal Allocation perspective, the school and education unit must ensure the Regular School Operation and Physical Allocation Fund 2021 policy, in line and per the Covid-19 fund relaxation policy from GoI, must ensure the acceleration of BDR accessibility through internet and gadget availability/ownership.

Based on the study on policy dynamics, MoEC had taken the right path in enhancing emergency status since March 9th, 2020, through Circular Letter No. 3, the Year of 2020, started from Educational Institution. However, the rendering of regional decision for PTM & BDR policy could be institutionalized at early outbreak to allow local Government exercise their autonomy and provide a timely response before a fluid situation in the region. Emergency Curriculum as critical elements in Teaching-Learning adjustment during BDR published four months after cost a limp at regional governance. From the curriculum's standpoint, it is suggested to formalize a National Minimum Standards for Education Quality in an Emergency to strengthen educational resilience in an emergency.

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