

## THE COMPARISON OF E-LEARNING POLICY IMPLEMENTATION DURING THE COVID-19 PANDEMIC IN PUBLIC AND PRIVATE SCHOOLS; STUDY AT SMA NEGERI 3 MAKASSAR AND SMA MUHAMMADIYAH 1 UNISMUH MAKASSAR

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### *Abstract*

*There was an educational gap between public and private schools in the city. E-learning is present as an innovation in the world of education as a solution to improve the quality of education during a pandemic. According to the purpose of this study was to compare the implementation of e-learning policies between public and private schools. This study used a qualitative method with a descriptive approach with data sources derived from primary and secondary data. Data was collected through interviews with relevant informants, observation and documentation. Then analyzed using Sugiyono plus theory through Nvivo 12+ software. The results showed that overall the Senior High School (SMA) Muhammadiyah 1 Unismuh Makassar as a private school was superior to public schools (SMAN), namely Senior High School (SMAN) 3 Makassar. The behavior of inter-organizational relations at the Senior High School (SMA) Muhammadiyah 1 Unismuh Makassar was reflected in the ability to manage budgets. While in public schools (SMAN), it was also well implemented, but school activities are very limited because they are bound by government instructions. The behavior of lower-level bureaucrats in private schools (SMA) was demonstrated by the Face-to-Face Learning policy in the midst of a pandemic. Meanwhile, in public schools (SMAN), the action was in accordance with government instructions so that it closed the network with other actors. The*

*behavior of the target group, both schools faced the same complaint, namely the difficulty of students adapting to online learning. However, High School (SMA) Muhammadiyah 1 Unismuh Makassar showed a creative side by being active in participating in competitions and learning methods.*

*Keywords: Education, Policy Implementation, E-learning, Public and Private High Schools.*

## **Introduction**

Sustainable Development Goals(SDGs) are official guidelines that have been approved by several countries in the world that are members of the United Nations (Wahyuningsih, 2017). The SDGs have 17 goals which contain 165 targets, one of which is the fourth goal, which is to increase quality and extensive education (Annur et al., 2018). The existence of education in Indonesia is increasingly clear with the existence of Law No. 20 of 2003 concerning the National Education System which contains implementation guidelines, contains the goals & functions of education in Indonesia, therefore it is hoped that education in Indonesia can produce more advanced generations of nations (Sujana, 2019).

The current portrait of Indonesian education is so worrying. Based on the assessment of the Educational Development Index released by UNESCO in 2012, out of 120 countries, Indonesia was ranked 64th (Purwananti, 2016). The decline in the quality of education in Indonesia can be caused by government policies in the education sector. The problem of education highlights big cities, indeed they are attractive with good infrastructure and competent teaching staff, many think that education problems are confined to villages, even though urban areas also have problems that are no less complicated. In the city of Makassar, based on the results of a survey by the national education office, during the Covid-19 pandemic, only 20 percent of educators were able to adapt to online learning. In other words, only 20 percent of teachers are competent or appropriate to teach.

The decline in the quality of education in the city of Makassar is increasingly visible with the discrimination between private and public schools. For example, the Government Employees with Employment Agreement program, where teachers accepted by the program were only transferred to public schools, so that the number of educators in private schools was decreasing. This also applies to the withdrawal of State Civil Apparatus (ASN) educators from private schools to public schools. Based on the results of the initial survey, at Cokroaminoto Makassar High School (SMA) there were 2 educators with Civil Servant status (PNS) who were transferred to Makassar State High School (SMAN) 1. Although, the teacher still teaches at the

Cokroaminoto High School (SMA), the division of teaching time is more according to the location where the teacher is placed.

Government policies seem to prioritize public schools over private schools, even though children in private schools are also the next generation of the nation who are entitled to the same rights as children in public schools (Ardianto, 2022). In addition, most schools took huge advantage before the government's policy of abolishing public school fees (Huda, 2021). Of course, with sufficient funds, the infrastructure and teaching staff in a school are also guaranteed. However, this does not answer the challenge because the finances of each student's parents are different. Thus, education seems to only be used as a materialistic tool.

Meanwhile in private schools, the collection of fees from students is still ongoing until now. Not surprisingly, many private schools are more expensive than public ones. For example, at the Athirah Islamic school in Makassar, entrance fees for junior high schools (SMP) and high schools (SMA) are withdrawn in the amount of 22 million with a quota of 150 fewer people. However, this is comparable to the results including achievements, infrastructure and others that they get at private schools. Currently, the government's policy to reduce or even eliminate the cost of education in public schools still leaves problems. Every year there are so many public school enthusiasts that the quota for admissions runs out, so inevitably students go to private schools. Even though private schools are a favorite, parents are annoyed because costs are inevitable (Huda, 2021). Therefore, many parents decide not to send their children to school.

Education is a fundamental solution to building a nation's civilization, it can take place either in public or private schools. Because the concern for education in the countries of the world does not differentiate between the two statuses. For example, the British government still maintains the characteristics of private schools even though on the other hand it builds public schools (Pasti, 2020). This also includes the education fund, namely the salaries of educators. Even public and private schools can partner/work together to produce quality education. The government is expected to review education policies with the right strategy. This means that education policies only need to be reviewed, not allowing students to drop out of school due to factors in public or private schools. One form of government policy that can answer this challenge is e-learning. The e-learning policy is considered capable of producing brilliant achievements in the future, because one of the reasons for student achievement is the learning methods used are right on target.

The Importance of Justice in Education is an important matter in the world of education, especially in Indonesia. Education that is fair for

all people and society and without discrimination can be the door to educate more and more educated nation's successors, including in electronic-based learning in public and private schools. E-learning able to improve technological capabilities in the administration of education (Cholik, 2017). Technology is an important part of today's modern society, all information is available through technological devices, convenience of use and flexibility seem to be a strong attraction. According to Kristiawan (in Yustanti & Novita, 2019), educators must be creative and innovative in planning learning techniques through the provision of a variety of technology-based learning content (computer assisted instruction). As according to (Clark and Mayer (in Sajiatmojo, 2021) said that the characteristics of e-learning are the presence of relevant learning content, instructional in nature such as quizzes and providing a variety of media.

According to Prof. H. Mohammad Nasir, Ph.D., Ak, minister of research and technology (research and technology) and higher education 2018 that e-learning is very necessary to face the 4.0 revolution era (Husnul, 2021). This policy is also the latest innovation in the education sector. According to Prawiradilaga (in Syahfitri et al., 2020), e-learning is solutive because it can be a good need as an addition, complement or substitute for learning activities. E-learning in particular will have a significant impact on student achievement. Besides that, teachers in the city of Makassar have also succeeded in implementing adaptations to e-learning, namely the growth of discipline, respect for time and a sense of responsibility. The e-learning policy in the city of Makassar has been implemented since the 2020 covid-19 pandemic, as regulated by the mayor of Makassar city no. 22 of 2020 concerning the implementation of the PSBB in the city of Makassar, South Sulawesi province, part two of article 4 paragraph 2 explains that learning activities are changed from school be at each other's homes with the Distance Learning method (Peraturan Walikota Makassar, 2020).

This research is important to realize because towards the new normal, e-learning is considered to be able to improve the quality of education in the city of Makassar in both public and private schools. Therefore, the researcher raised the title 'The Comparative Study of the Implementation of E-learning Policy during the Covid-19 Pandemic Period at State High School (SMAN) 3 Makassar and Private High School (SMA) Muhammadiyah 1 Unismuh Makassar'. This title is included in the study of government science, especially in the scope of public policy because public policy consists of several stages including public policy formulation, policy implementation and public policy evaluation. A public policy departs from a public problem that gets attention from government so that the government put it into a policy in the form of an Act, Government Regulation, or Presidential Regulation to be implemented in dealing with these public problems. Public policy starting from the policy formulated by political actors,

namely the executive, legislative and judiciary, because these actors are involved in the daily affairs of the government's political system.

As the aim of this research is to see the readiness of implementing e-learning policies from the two schools, so that it will produce schools that are truly ready. This can be an example for other schools to implement e-learning in the new normal era as it is now. Public policy studies in this research are also reflected in the theory used to produce research, researchers use policy implementation theory from Soren C. Winter (2003), namely the implementation of e-learning policies will highlight the behavioral indicators of inter-organizational relations, the behavior of low-level bureaucrats and target group behavior.

## METHODOLOGY

This study uses a qualitative research method with a descriptive approach to describe the object of research in an accurate way. A comparative study was conducted at two different levels of Senior High School (SMA) in Makassar city. Before determining the sample locations, the researchers compared the number of schools between public and private schools in Makassar city.

Table 1. The Comparison of the Number of Public and Private Schools in Makassar City

No	School Year	State Senior High School (SMA)	Private High School (SMA)	Amount
1	2020/2021 Odd	23	109	132
2	2020/2021 Even	23	113	136
3	2021/2022 Odd	24	111	135
4	2021/2022 Even	24	112	136
5	2022/2023 Odd	24	113	137
6	2022/2023 Even	24	113	137
		<b>142</b>	<b>671</b>	<b>813</b>

Source: Basic national education data

The table above is a comparison of the number of public and private schools in Makassar city for the 2020 to 2023 academic year. From the table above it can be seen that the number of private schools is greater than that of public schools. The number of public schools increased each academic year, but only experienced an increase of 1. In contrast to private high schools (SMA), which experience an increase of 1-4 schools each academic year. This proves that private schools have the same opportunity as public schools to attract students, even though private schools are relatively more expensive. The High School (SMA) Muhammadiyah 1 Unismuh Makassar was selected as a private category school and State High School (SMAN) 3 Makassar was selected as a school for the state category in conducting a comparative study of the implementation of e-learning policies. This is based on the consideration that the two schools have implemented e-learning, are accredited very well and are in the same educational unit.

The data obtained through 2 data sources are generally owned by other studies, namely primary data derived from interviews and observations (observations) of informants who are considered relevant to the subject matter of the study. Informants included school principals and students from each of these schools. In addition, secondary data was collected from pre-existing data in the form of literature books, documents, archives, reports and other written information, such as school profile data. These data were collected by means of interviews, observation and documentation as according to Sugiyono, they have also been used in other studies. After all the data has been collected, to get the research results, data analysis is carried out as stated by Miles and Huberman, namely data collection, data reduction, data presentation and drawing conclusions. In addition, the data will be processed using the help of a qualitative analysis software called Nvivo 12+ with the aim of visualizing the results of the data so that they are easier to observe. The results of data processing using Nvivo 12+ are in the form of 2 types, namely (1) crosstab query with the aim of getting the percentage value of each indicator. (2) the project map is to see an overview of the relationship between indicators and research informants.

## **RESULT**

### **E-Learning Policy Implementation at State Senior High School (SMAN) 3 Makassar**

#### **1. Inter-Organizational Relationship Behavior**

The behavior of inter-organizational relations examines the ability to establish relationships with organizations other than the actor's organization. The dimensions are coordination and commitment.

Coordination is a way to balance rules and actions. The coordination of State Senior High School (SMAN) 3 Makassar is reflected in its relationship with the South Sulawesi provincial education office. The school has the role of implementing and supervising student academic functions while the regional education office has the role of managing education policy during the co-19 pandemic. As the process of implementing educational policies during the pandemic at State High Schools (SMAN) is as follows:

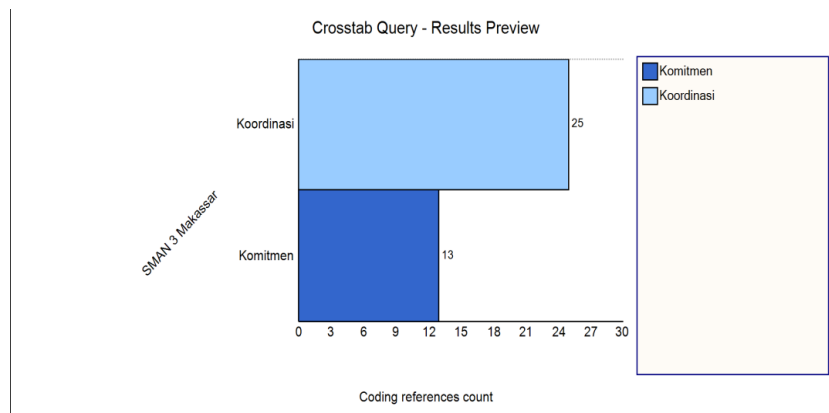
“During online learning, there were almost no complaints from teachers. Because we really prioritize communication by means of internal meetings. So, everything has been prepared and decided between the parties. Most of the complaints were from students, because they complained that they wanted to go offline”, (Interview with Mr. Drs. Nasriadi M, M.Pd, December 15, 2022).

From the interview above, it can be seen that the leaders of State Senior High School (SMAN) 3 Makassar are able to coordinate their subordinates as indicated by the existence of planning activities, namely carrying out daily meetings. So that there are almost no complaints during the e-learning process. While the commitment dimension examines the willingness to accept mutual agreements between individuals or groups. Commitment at State Senior High School (SMAN) 3 Makassar is shown by the school's participation following the policy of the South Sulawesi provincial education office. For example, the government's instructions to use the Governor of South Sulawesi's educational digital innovation called Smart School and the teacher learning program. As the opinion of the principal of State Senior High School (SMAN) 3 Makassar regarding the partner relationship that was built by the school, is as follows:

“Of course we are always open to cooperation with various parties. However, currently our communication is dominant with the South Sulawesi provincial education office. Many things were discussed such as Bos Funds, curriculum, BIMTEK, and others. After all, we are backed up by the Disdik government”, (Interview with Mr. Drs. Nasriadi M, M.Pd, December 15, 2022).

The above statement indicates that State Senior High School (SMAN) 3 Makassar and the South Sulawesi provincial education office are making maximum efforts to realize effective education during the pandemic with the presence of technical policies such as conducting training to increase teacher competence in the field of digitalization. Then, the data is processed using Nvivo 12+ software with the following description:

Figure 1. The results of the Relationship Behavior Chart Between Organizations



Source: Nvivo 12+ data processing

Figure 2. Crosstab Results of Inter-Organizational Behavior

	Komitmen	Koordinasi	Total
SMAN 3 Makassar	13	25	38
<b>Total</b>	13	25	38

Source: Nvivo 12+ data processing

The figure above is the result of data processing with the help of nvivo 12+ qualitative analysis software. Data processing can be done by importing interview data, coding data by creating nodes (consisting of research indicators) and cases, namely research informants, then visualizing data by utilizing the explore crosstab query feature to display the value of each indicator. The data value is in the form of a count (unit value) not a percentage (percent) because the amount of data is relatively small. The first figure, the results of data processing are in graphical form to see the movement of changes from each indicator, not percentages (percents) because the amount of data is relatively small. The second figure, the results of data processing are in the form of cross tabs/tables to present data more concisely.

State Senior High School (SMAN) 3 Makassar, coordination dominates over commitment. This is because coordination gets a score of 25 from a scale of 30 while commitment only gets a score of 13 from a scale of 25. The scale taken is 30 because the highest score obtained is 25. Based on the description above it can be concluded that SMA Negeri 3 Makassar in the aspect coordination has been carried out well because the leaders and subordinates in the school play an active role in carrying out their functions in the e-learning policy as instructed by the government. Meanwhile, commitment is relatively low because the school has not fully maximized networking with other actors.



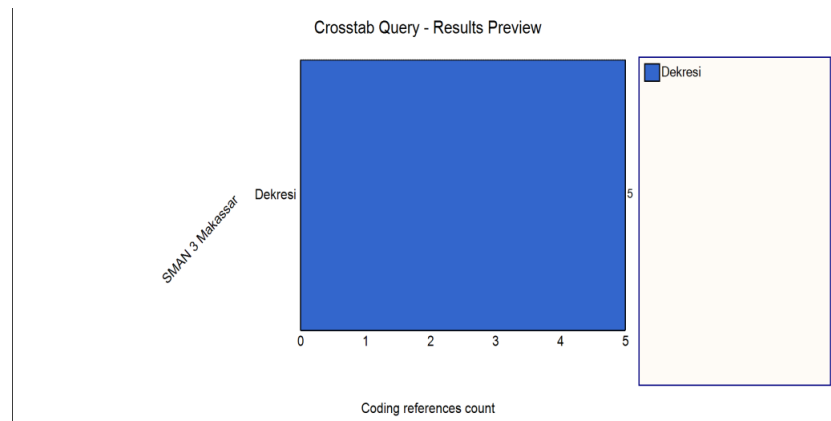
## 2. Lower Level Bureaucrat Behavior

The behavior of lower level bureaucrats is the actions taken by bureaucrats who are directly related to the community. Its dimension is discretion, regarding the ability to make decisions outside the applicable rules or it is called the creativity of the leader. State Senior High School (SMAN) 3 Makassar limits itself to taking actions outside of the policies and regulations that have been in force because all activities in the school are directly monitored by the South Sulawesi provincial government of the education office. Therefore, during the Covid-19 pandemic, education policy was directed at government instructions such as procuring internet quota assistance and digital education training. As the opinion of the principal of SMAN 3 Makassar regarding “how does this input affect school policy?”, as follows:

“No official policy has been taken from this input. The policies taken are reasonable. Because there are things that cannot be decided unilaterally, however, they must follow government regulations,” (Interview with Mr. Drs. Nasriadi M, M.Pd, 15 December, 2022).

From the opinion above, it can be seen that State Senior High School (SMAN) 3 Makassar carries out the learning process in schools according to government recommendations, but this actually limits the school from receiving input from other actors. Then, the data was processed using a qualitative research software called Nvivo 12+, as follows:

Figure 3. Results of Lower Level Bureaucrat Behavior Chart



Source: Nvivo 12+ data processing

Figure 4. Lower-Level Bureaucrat Behavior Crosstab Results

	Dekresi	Total
SMAN 3 Makassar	5	5
<b>Total</b>	5	5

Source: Nvivo 12+ data processing

The figure above is the result of data processing with the help of nvivo 12+ qualitative analysis software. Data processing can be done by importing interview data, coding data by creating nodes (consisting of research indicators) and cases, namely research informants, then visualizing data by utilizing the explore crosstab query feature to display the value of each indicator. The data value is in the form of a count (unit value) not a percentage (percent) because the amount of data is relatively small. The first figure, the results of data processing are in graphical form to see the movement of changes from each indicator, not percentages (percents) because the amount of data is relatively small. The second figure, the results of data processing are in the form of cross tabs/tables to present data more concisely.

Decretion gets a value of 5 on a scale of 5. The scale taken is 5 because the highest score obtained is 5. Based on the above description it can be concluded that decretion at State Senior High School (SMAN) 3 Makassar has not been carried out properly because the ability to take action is still limited as evidenced by the networking that was built was dominantly limited to the South Sulawesi provincial education office.

### 3. Target Group Behavior

The target group is the impact of the existence of a policy. The dimensions are positive and negative responses. Positive responses related to support for e-learning policies during the Covid-19 pandemic, can be reflected in increasing understanding of digital-based teacher competencies, technological infrastructure is developing and students are becoming more creative. This is due to government policies in the field of education in the Covid-19 emergency era in 2020. As the opinion of the principal of SMAN 3 Makassar regarding "what is the condition of the e-learning supporting facilities/infrastructure?", as follows:

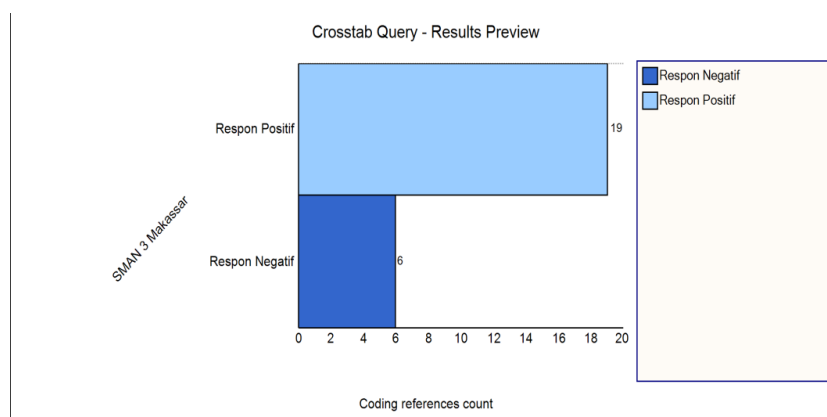
"IT facilities in schools are good, every technology device is checked properly. There is also a Lab head who routinely checks internally and externally the condition of the device. Later, if something is damaged / lacking, the Lab will communicate with the leadership. Is it better to just replace it using BOS funds or repair it? Everything is communicated first", (Interview with Mr. Drs Nasriadi M, M.Pd, December 15, 2022).

From the statement above, it can be seen that the technological infrastructure at State Senior High School (SMAN) 3 Makassar is growing because of the school's ability to report damaged facilities and need updating. The condition of learning supporting infrastructure must be reported to the government for budget submissions in the form of School Operational Funds (BOS). While the negative response examines the obstacles during Distance Learning (PJJ). In fact, government instructions to study from home, on the one hand, cause losses, namely students become lazy to study. The same thing happened at that school, as was the opinion of the head of State Senior High School (SMAN) 3 Makassar student council regarding the differences between offline and online learning, as follows:

“Offline is more effective, because online there are lots of problems. Not to mention networking, during the pandemic learning from home, some friends returned to their hometowns. The area they are in doesn't support networking, if offline you can immediately understand because there is direct interaction with the teacher. So, there is no network problem”, (Interview with Ms. Asrini Samelinda, December 15, 2022).

From the statement above, it can be seen that students at the school prefer learning like before the pandemic, aka face-to-face, even though educational assistance has been mobilized by the government. However, it has not been able to answer student complaints. Then the researcher processed the research data using Nvivo 12+ software, as follows:

Figure 5. The Results of the Target Group's Behavior Chart



Source: Nvivo 12+ data processing

Figure 6. The Results of the Target Group's Behavior Crosstab

	Respon Negatif	Respon Positif	Total
SMAN 3 Makassar	6	19	25
<b>Total</b>	6	19	25

Source: Nvivo 12+ data processing

The figure above is the result of data processing with the help of nvivo 12+ qualitative analysis software. Data processing can be done by importing interview data, coding data by creating nodes (consisting of research indicators) and cases, namely research informants, then visualizing data by utilizing the explore crosstab query feature to display the value of each indicator. The data value is in the form of a count (unit value) not a percentage (percent) because the amount of data is relatively small. The first figure, the results of data processing are in graphical form to see the movement of changes from each indicator, not percentages (percents) because the amount of data is relatively small. The second figure, the results of data processing are in the form of cross tabs/tables to present data more concisely.

The positive response dominates over the negative response. The positive response received a score of 19 while the negative response was 6 out of a scale of 25. The scale taken was 25 because the highest score obtained was 19. Based on the description above it can be concluded that positive responses dominate because the infrastructure available in schools is quality and the technological competence of the community and educators increases during online learning. Meanwhile, the negative response was low because there were only a few complaints about changing the learning system from offline to online.

#### E-Learning Policy Implementation at Private Senior High School (SMA) Muhammadiyah 1 Unismuh Makassar

##### 1. Inter-Organizational Relationship Behavior

The behavior of inter-organizational relations examines the role of the actor's organization with other organizations. Its dimensions are coordination and commitment. Coordination is a way to balance rules and actions, the key is by prioritizing communication between members. In reality, the government's policy to channel School Operational Assistance (BOS) funds to private schools has further strengthened communication at the Senior High School (SMA) Muhammadiyah 1 Unismuh Makassar. They were able to take advantage of limited school funds to support learning during the pandemic. As the opinion of the vice principal in the field of curriculum for SMA Muhammadiyah 1 Unismuh Makassar regarding "how is the division of work for the school committee in implementing e-learning?",

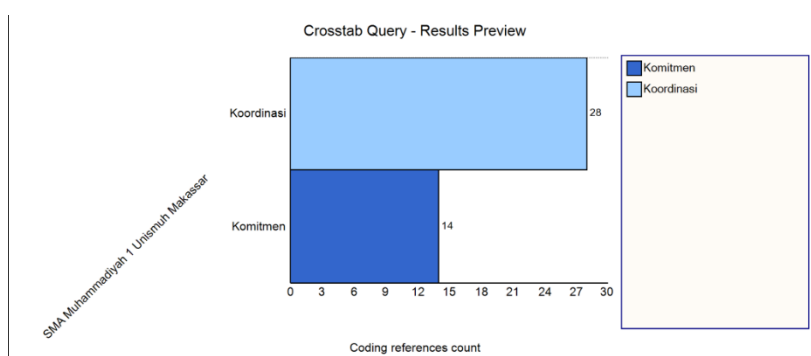
“The division of cooperation before the pandemic was according to their respective proportions. Communication with each other continues as well. Here our system is continuous, there are mind teachers, leaders, homeroom teachers, subject teachers and students. Picket teachers whose job is to supervise teaching staff, such as study schedules, homeroom teacher consultations, homeroom teacher and student communication facilitators, and others. So did the others. The point here is to communicate with each other,” (Interview with Ms. Fatmawati, S.Pd., M.Pd., December 13, 2022).

From the statement above it can be seen that various matters regarding the school are always communicated in advance by the school staff according to their respective functions. While the commitment approach examines the willingness of the organization to accept joint decisions. This approach can be seen from several actors directly involved in improving the quality of learning during the co-19 pandemic. This means that the school is able to establish a wide network. As the opinion of the vice principal in the field of curriculum for SMA Muhammadiyah 1 Unismuh Makassar regarding “how is the partner relationship?”,

“Our partner relationships are extensively developed, during the online learning process for example. There were several trainings/workshops being held, some from the South Sulawesi provincial education office and one of the lecturers from Unismuh Makassar for special training in the field of IT”, (Interview with Ms. Fatmawati, S.Pd., M.Pd., December 13, 2022 ).

From the statement above it can be seen that the Senior High School (SMA) Muhammadiyah 1 Unismuh Makassar utilizes networking with other actors in increasing understanding of technology. Then to process the data, the researcher uses Nvivo 12+ software, as follows:

Figure 7. The Results of the Target Group’s Behavior Chart



Source: Nvivo 12+ data processing

Figure 8. The Results of the Target Group's Behavior Crosstab

	Komitmen	Koordinasi	Total
SMA Muhammadiyah 1 Un...	14	28	42
<b>Total</b>	14	28	42

Source: Nvivo 12+ data processing

The figure above is the result of data processing with the help of nvivo 12+ qualitative analysis software. Data processing can be done by importing interview data, coding data by creating nodes (consisting of research indicators) and cases, namely research informants, then visualizing data by utilizing the explore crosstab query feature to display the value of each indicator. The data value is in the form of a count (unit value) not a percentage (percent) because the amount of data is relatively small. The first figure, the results of data processing are in graphical form to see the movement of changes from each indicator, not percentages (percents) because the amount of data is relatively small. The second figure, the results of data processing are in the form of cross tabs/tables to present data more concisely.

Senior High School (SMA) Muhammadiyah 1 Unismuh Makassar, coordination dominates over commitment. This is because coordination gets a score of 28 from a scale of 30 while commitment only gets a score of 14 from a scale of 25. The scale taken is 30 because the highest score obtained is 28. Based on the description above it can be concluded that SMA Negeri 3 Makassar in the aspect coordination has been carried out well due to excellent school management skills. Meanwhile, commitment is relatively low because it is not yet creative to utilize networks with other actors. The collaboration that was built to support learning during the pandemic was only limited to digital learning training.

## 2. Lower Level Bureaucrat Behavior

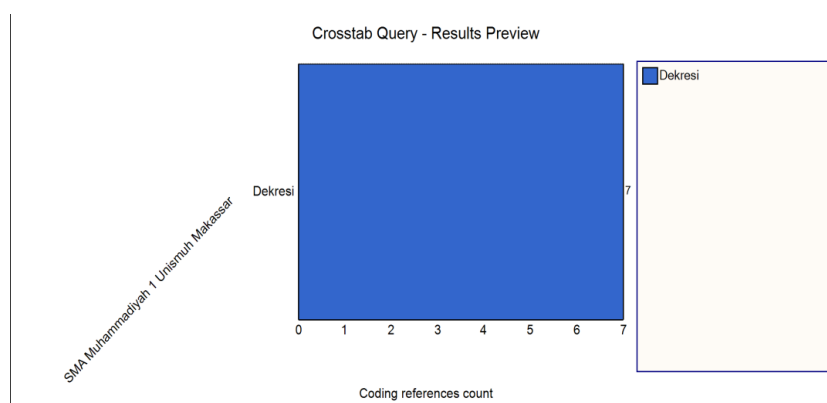
The behavior of lower-level bureaucrats examines the roles of other actors to influence decision making. The dimension is decretion, the creativity of the leader. The decretion at the Senior High School (SMA) Muhammadiyah 1 Unismuh Makassar is shown by the leadership's policy of implementing Face-to-Face Learning during the co-19 pandemic, even though government policy requires learning from home. The reason is that the policy exists because of input and then careful consideration based on joint deliberations. As the opinion of the vice principal in the field of curriculum for SMA Muhammadiyah 1 Unismuh Makassar is as follows:

“Complaints during distance learning such as lack of understanding of the delivery of the material, network constraints, internet quota and others. Finally we decided to do face-to-face learning after 3 months of implementing distance learning. This is not only because of the

input, but we also consider many things. That is, in terms of quantity, our numbers are few so it's easier to coordinate teachers and students. In addition, at that time Unismuh Makassar students were not studying on campus, so it was possible to implement it. With the condition, if you come to school, wear normal clothes, not a school uniform. And you still have to apply health protocols”, (Interview with Ms. Fatmawati, S.Pd., M.Pd., December 13, 2022).

From the statement above, it can be seen that the school is open to input from other actors, in this case the parents of students. During the Covid-19 pandemic, the learning from home policy had a significant impact on private schools which were in danger of closing. Therefore, as a form of concern for leaders about the condition of schools and the economic condition of students' parents, Face-to-Face Learning was implemented with various considerations. Then the data is processed using the nvivo 12+ qualitative research software with the following visualization:

Figure 9. The Results of the Lower Level Bureaucrat Behavior Chart



Source: Nvivo 12+ data processing

Figure 10. Lower-Level Bureaucrat Behavior Crosstab Results

	Dekresi	Total
SMA Muhammadiyah 1 Un...	7	7
Total	7	7

Source: Nvivo 12+ data processing

The figure above is the result of data processing with the help of nvivo 12+ qualitative analysis software. Data processing can be done by importing interview data, coding data by creating nodes (consisting of research indicators) and cases, namely research informants, then visualizing data by utilizing the explore crosstab query feature to display the value of each indicator. The data value is

in the form of a count (unit value) not a percentage (percent) because the amount of data is relatively small. The first figure, the results of data processing are in graphical form to see the movement of changes from each indicator, not percentages (percents) because the amount of data is relatively small. The second figure, the results of data processing are in the form of cross tabs/tables to present data more concisely.

Decretion gets a value of 7 on a scale of 7. The scale taken is 7 because the highest score obtained is 7. Based on the description above, it can be concluded that decretion at State Senior High School (SMAN) 3 Makassar is quite implemented because the school has implemented policies from the input of other actors . However, the policies set out basically violate government regulations.

### 3. Perilaku Kelompok Sasaran

Target group behavior examines actors' responses to e-learning policies. The dimensions are positive and negative responses. The positive response dominates over the negative response. The positive response is support for e-learning policies. Basically, the e-learning policy forces teacher creativity. In these schools, teachers are very creative in designing interactive and interesting learning methods, such as using YouTube, Instagram, and TikTok as references for teaching materials. In addition, during the Covid-19 pandemic, student achievement has also increased. This is evidenced by the achievements of the school. As the opinion of the vice principal in the field of curriculum for SMA Muhammadiyah 1 Unismuh Makassar:

“So far, e-learning can be said to be effective, this actually depends on how we implement e-learning. In fact, E-learning is the use of technology, not just the internet. We know now that anything is technological, so if we use the old method it will be left behind. For example, if in the past the national exam was still paper, now it has varied. We test using Quiz, gform, and others. Basically, it depends on the school. The quality of the students also depends on the school system”, (Interview with Ms. Fatmawati, S.Pd., M.Pd., December 13, 2022).

From the data above, it can be seen that the school understands very well the concept of electronic-based learning. So that it has an impact on the effectiveness of e-learning to be implemented. Negative responses are obstacles that occur in the electronic learning process during the pandemic. As conveyed by the chairman of the osis period 2021/2022 SMA Muhammadiyah 1 Unismuh Makassar regarding “How are offline and online learning?”, as follows:

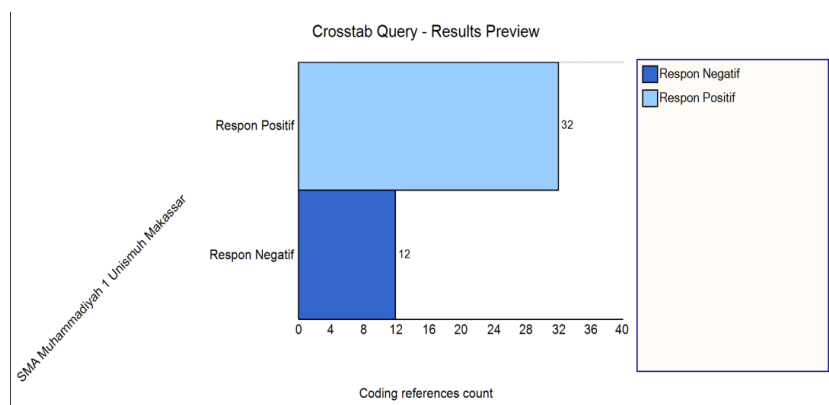
“Certainly, offline is more effective. Because online learning has a lot of obstacles, such as networking. Each student has a different network quality, when learning is online, we study in each other's homes. Especially those who returned to campus after the pandemic



yesterday. In addition, online learning has a lot of temptations, because when we study from home there is no attention/not seen by the teacher, the teacher is only absent and provides material. For example, there are those who sleep when delivering material. If you want to compare offline and online, offline is better, because offline we understand the material explained by the teacher better”, (Interview with Ms. Fatmawati, S.Pd., M.Pd., December 13, 2022).

From the opinion above, it can be seen that the obstacles to online learning from the student’s perspective are difficulty understanding the material presented, network problems and also emotional suggestions for being lazy, for example turning off the cellphone camera on the grounds of the network while sleeping/eating. The trigger is the adaptation process because Distance Learning is a new situation. Then the data is processed using nvivo 12+ software with the following research description:

Figure 11. The Results of the Target Group’s Behavior Chart



Source: Nvivo 12+ data processing

Figure 12. The Results of the Target Group’s Behavior Crosstab

	Respon Negatif	Respon Positif	Total
SMA Muhammadiyah 1 Un...	12	32	44
<b>Total</b>	12	32	44

Source: Nvivo 12+ data processing

The figure above is the result of data processing with the help of nvivo 12+ qualitative analysis software. Data processing can be done by importing interview data, coding data by creating nodes (consisting of research indicators) and cases, namely research informants, then visualizing data by utilizing the explore crosstab query feature to display the value of each indicator. The data value is in the form of a count (unit value) not a percentage (percent) because the amount of data is relatively small. The first figure, the

results of data processing are in graphical form to see the movement of changes from each indicator, not percentages (percents) because the amount of data is relatively small. The second figure, the results of data processing are in the form of cross tabs/tables to present data more concisely.

The positive response dominates over the negative response. Positive responses get a score of 32 while negative responses are 12 out of a scale of 40. The scale taken is 40 because the highest score obtained is 32. Based on the description above it can be concluded that positive responses dominate because of the ability to be creative and innovative by utilizing limited resources at school . Meanwhile, the negative response was low because there were only a few complaints about changing the learning system from offline to online.

## **DISCUSSION**

The Comparison of the implementation of e-learning policies at State Senior High School (SMAN) 3 Makassar and Private High School (SMA) Muhammadiyah 1 Unismuh Makassar.

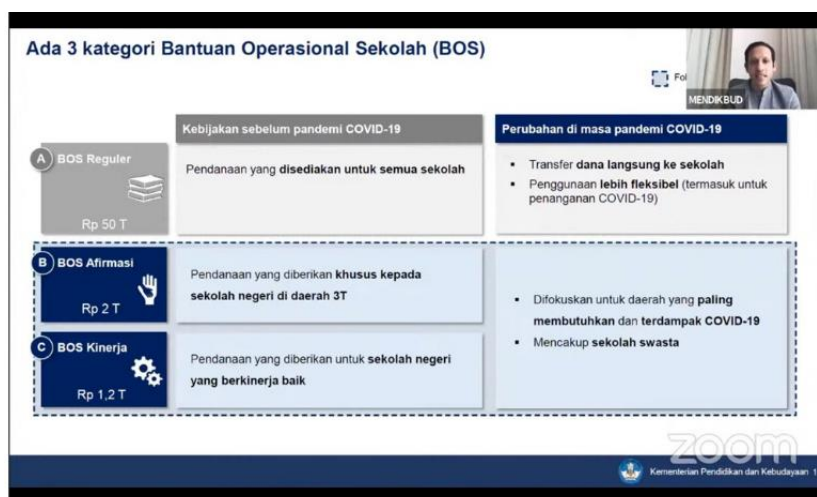
### **1. Inter-Organizational Relationship Behavior**

The behavior of inter-organizational relations in the two schools has basically been carried out well, but private schools have carried out more optimally. This is because coordination is shown by the ability of school management at the Senior High School (SMA) Muhammadiyah 1 Unismuh Makassar. Several private schools affected by the pandemic are experiencing operational difficulties because for several months there has been no payment of student tuition, which has hampered teachers' and staff's salaries (BizzInsight, 2020). The reason is that the pandemic has had an impact on the declining economy of parents of students because some of the parents of students have experienced termination of employment (PHK). The facts also show that there is an imbalance in the proportion of funding from the government to public and private schools. Private schools, which generally accommodate more students from less affluent families, actually receive fewer subsidies per student from the government (Nurhadi, 2013). Even so, the Senior High School (SMA) Muhammadiyah 1 Unismuh Makassar was actually able to improve the quality of schools in the midst of an economic crisis because of its excellent budget management capabilities.

During the pandemic there were no complaints about budget shortages because the economic conditions of the students' parents were able to meet the tuition fees that had to be paid every semester, the same as before the pandemic. The school applies a priority scale method in using the budget, so needs that are not too

urgent are diverted. For example, funds for the addition of computer facilities can be diverted to the salaries of teaching staff. This does not mean eliminating the need for facility funds but reducing the portion. So that expenses do not swell. There are many ways that private schools can increase their income in the midst of a pandemic crisis, the Islamic Cendekia Cianjur Junior High School (SMP) Islam Cendekia Cianjur cultivates hydroponic plants at school, publishes and sells books, some of which are collections of students' work, and fish farming in buckets (Winahyu, 2020). In fact, the government's policy regarding the distribution of the School Operational Fund (BOS) to private schools has been in effect since the start of the Covid-19 pandemic. The following are changes to school budgeting policies before and during the Covid-19 pandemic.

Figure 13. 3 Categories of School Operational Assistance (BOS)



Source: pk.kemdikbud.go.id

From the figure above, it can be seen that the school budget allocation during the Covid-19 pandemic was also given to private schools in the form of affirmative assistance worth 2 trillion and performance assistance of 1.2 trillion. This step is regulated in Permendikbud No 23/2020, Kemendikbud No 580/2020 (Indriani, 2020). However, the Senior High School (SMA) Muhammadiyah 1 Unismuh Makassar is not one of the schools receiving the School Operational Assistance (BOS) budget. Therefore, having budget management skills can be a big capital to improve school quality. Not all private schools can provide for a small budget in the midst of various learning difficulties amid the co-19 pandemic. Meanwhile, coordination at State Senior High School (SMAN) 3 Makassar is shown in relation to the South Sulawesi provincial education office.

Coordination is very important in the implementation of programs or activities that involve 2 or more institutions (Hartono, 2016).

Makassar mayoral regulation no. 22 of 2020 part two concerning restrictions on the implementation of learning in schools and/or educational institutions article 4 paragraph 4 states that the technical implementation and evaluation of learning and school administration services during the implementation of Large-Scale Social Restrictions (PSBB) are further regulated by regional apparatus responsible for education. This means that the education office is responsible for the role of monitoring formal education units. The management of state schools (government-owned education units) is the authority of the provincial government in accordance with the division of authority between the government and regional governments in accordance with Law no.23 of 2014, the division of authority states that the provincial regional government in terms of education management has the right to manage secondary education and special education. Meanwhile, State Senior High School (SMAN) 3 Makassar as a public school has the role of providing services and guiding, educating and teaching students. State Senior High School (SMAN) 3 Makassar has shown its role through the use of software in the form of zoom, google meet, google classroom. The coordination system is carried out externally with the South Sulawesi provincial education office and internally can be observed from routine meeting activities.

Based on the research results, it can be seen that the Senior High School (SMA) Muhammadiyah 1 Unismuh Makassar excels in terms of coordination because as a foundation school that is not under the auspices of the government, the school is able to prove credibility in very good school management. It is different from public schools which receive full support and assistance from the government. State Senior High School (SMAN) 3 Makassar also shows good coordination but it is not optimal because the activities are parallel so that the school's management capability has not changed before and after the Covid-19 pandemic.

Furthermore, commitment at the Senior High School (SMA) Muhammadiyah 1 Unismuh Makassar received a low score compared to coordination because collaboration with other actors was limited to providing digital-based training. Even so, the network between actors is very broad and therefore makes it easier for these schools to receive assistance to improve the quality of education during the Covid-19 pandemic. Building social networks is also very much needed, where in creating a new atmosphere, school members can invite various parties to participate in dealing with the dangers of this global pandemic (Fanani, 2020). Schools that are advanced and developing and able to compete with other institutions require the ability to build cooperation between non-formal and formal institutions (Manajemen et al., 2022). The impact felt was

collaboration with one of the lecturers at the University of Muhammadiyah Makassar who held digital-based teacher competency training. The training material is in the form of an introduction to learning software, how to prepare teaching materials, how to control classes and others. The attractiveness of the school, one of which is the ability to solve problems.

In addition, the beliefs of other actors come from the mission of TORSIE SMA Muhammadiyah 1 Unismuh Makassar, which is to embody the TORISE paradigm of Leadership, Trust, Openness, Reality, Complementary, Independent and Empowering. TORSIE in terms of commitment explains the importance of the principle of openness to achieve common goals. While the commitment at State Senior High School (SMAN) 3 Makassar has been implemented but has not been maximized. State Senior High School (SMAN) 3 Makassar has implemented e-learning well, reflected in the existence of learning activities from home and also the desire to develop technological skills (evidenced by IT training). Minister of Education and Culture Nadiem Anwar Makarim stressed the importance of the role of technology that is right on target to ensure the running of educational services for children during the Covid-19 pandemic (Kemendikbud RI, 2021).

In addition, the provincial government of South Sulawesi supports the digitalization of education by creating a "smart school" program for educational equity and creating the best teachers so they can teach lessons using a digital approach (Wardyah, 2022). However, it has not been maximized because almost all school activities are based on coordination with the government, in this case the South Sulawesi provincial education office. As Law no.23 of 2014 states that local governments regulate the management of senior high schools and their equivalent (Kaltim, 2018). So collaboration with other actors is limited. Based on the research results, it can be seen that the High School (SMA) Muhammadiyah 1 Unismuh Makassar is superior in terms of commitment compared to State High School (SMAN) 3 Makassar because the High School (SMA) Muhammadiyah 1 Unismuh Makassar has power in terms of quality and activeness so that other actors did not hesitate to network with the school.

From the description above, it can be concluded that in terms of Inter-Organizational Relations Behavior indicators, Senior High School Muhammadiyah 1 Unismuh Makassar is superior to State High School (SMAN) 3 Makassar based on the description of coordination and commitment in the two schools.

## 2. Lower Level Bureaucrat Behavior

The behavior of lower-level bureaucrats in these two schools has basically been implemented well, but private schools have carried out more optimally. This is because discretion is shown by the ability to involve other actors (community, parents of students) in policy making. The absence of community involvement in the formulation of a policy (elite model) will have an impact on the ineffectiveness of a resulting public policy. In the sense that, policies made by decision making do not accommodate the values, interests and needs of society (Taufik, 2017). The policy of school leaders to implement Face-to-Face Learning in the midst of government policies to carry out learning from home in 2020. Distance learning (PJJ) based on an Indonesian government circular has been in effect since March 16 2020 until an unspecified time or until the covid-19 pandemic subsides. So, during that time, schools must implement online learning. The first three months the school implemented Distance Learning according to government recommendations. However, 3 months later the school decided to carry out face-to-face learning due to pressure from the parents of the students. During online learning, their children complain that they don't understand the material and are often lazy to do homework.

Therefore, the principal and school staff deliberated and decided to study at school on the condition that students; (a) wear regular clothes (not uniforms) when going to school. This decision was not taken immediately, several school considerations included quantity/amount, the school had fewer teachers and students, at that time Unismuh Makassar students did not enter the campus so there were no crowds, followed the rules and others. For example, to prevent students' internet quota, (b) from running out quickly, learning in class only lasts 30 minutes, 15 minutes are used for delivering material and the remaining 15 minutes are used for discussion/question-and-answer sessions. Another example, for teaching materials, teachers are required to explore references from YouTube, social media, books and others, later the results of the exploration will be made into videos by the teachers themselves as teaching materials. So it's not just videos from YouTube that are downloaded and then shared, but actually re-processed by the teachers.

While the discretion at State Senior High School (SMAN) 3 Makassar has limitations in taking action. State Senior High School (SMAN) 3 Makassar is a public school under the auspices of the government, therefore all school activities are supervised or supervised by the government. This indirectly prevents schools from making unilateral decisions, in contrast to private schools which are under the auspices of related foundations. Most school activities are also organized by the provincial education office, for example the provision of training.

From the description above, it can be concluded that in the Lower Level Bureaucratic Behavior indicator, Senior High School (SMA) Muhammadiyah 1 Unismuh Makassar is superior to State High School (SMAN) 3 Makassar based on the descriptions of the decrement at the two schools.

### 3. Target Group Behavior

The behavior of the target group in the two schools has basically been implemented well, but private schools have implemented it more optimally. The positive response at the Senior High School (SMA) Muhammadiyah 1 Unismuh Makassar dominates over the negative response because the impact of e-learning brings positive changes in the school. The existence of e-learning makes the technological competence of teachers increase. One of the visions of Indonesia 2045 is to create an Indonesia that is sovereign, independent and has personality, the way of which is through the development of human resources and the mastery of science and technology (Toewoeh, 2022). For example, school administration services at the Senior High School (SMA) Muhammadiyah 1 Unismuh Makassar are supported by the eduMu platform. This application was specifically designed by Muhammadiyah to improve the quality of education throughout the academic process and school information that can be accessed at any time and from anywhere. The Muhammadiyah Digital Education Application (EduMu) was launched by the Muhammadiyah Central Executive Board of Elementary and Secondary Education (Dikdasmen) in 2018, the software is used to improve the quality of education services in Muhammadiyah schools.

Apart from using the EduMu platform, e-learning support at SMA Muhammadiyah 1 Unismuh Makassar is also seen from the capacity of Human Resources (HR), which is supported by the educational qualifications of educators who on average have masters degrees and even 3 people have taken doctoral degrees. Therefore, understanding technology and the adaptation process does not take a long time. Regarding technology, the school already has an ICT lab that can be used for ICT exams and subjects, there are also laptops/PCs available in the teacher's room. Meanwhile, if educators do not have a laptop/personal computer (PC) during the e-learning process, they are allowed to come to school to use the device. In addition, free wifi access services are also available, which can be used by students and educators. It's only during exams wifi passwords are changed regularly because students are good at cracking wifi passwords to cheat during exams. All technological devices are also routinely checked by the school's ICT party to find out the condition of the equipment, if damage occurs it can be communicated to the school, later it will be decided to replace it/only

repair it. Finally, regarding the organization seen from the habits formed, this expands the partnership of Senior High School (SMA) Muhammadiyah with external parties, such as providing training/workshops in the IT field.

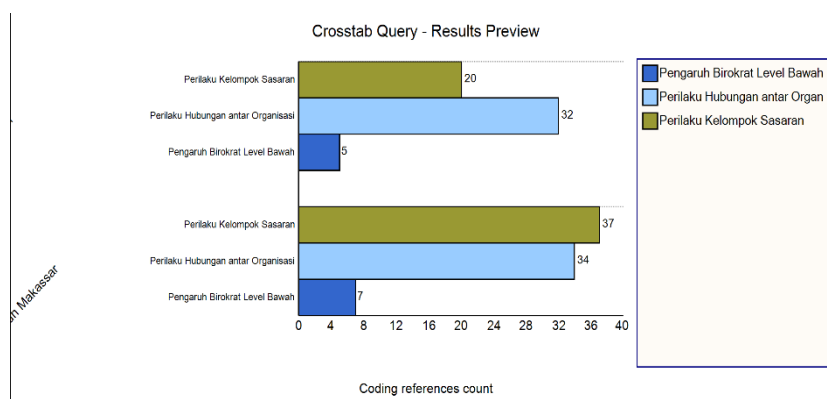
Meanwhile, the positive response at State Senior High School (SMAN) 3 Makassar is reflected in increasing understanding of digital-based teacher competencies, technological infrastructure is developing and students are becoming more creative. Technological infrastructure at State Senior High School (SMAN) 3 Makassar is growing because of the school's ability to report on damaged and refurbished facilities. The condition of learning supporting infrastructure must be reported to the government for budget submissions in the form of School Operational Funds (BOS). However, the use of technology in these schools is not maximized, one of which is that the school's official website is not regularly updated covering student achievements, teacher blogs and other school activities. Even though the school's official website is very important to ensure the quality of the school to the public without them having to come to the school.

From the description above, it can be concluded that in the Lower Level Bureaucratic Behavior indicator, Senior High School (SMA) Muhammadiyah 1 Unismuh Makassar is superior to State High School (SMAN) 3 Makassar based on the descriptions of the decretion at the two schools.

While the negative response is the obstacles that occur during the electronic-based learning process. Senior High School (SMA) Muhammadiyah 1 Unismuh Makassar had quite a lot of protests. During the Covid-19 pandemic, various student learning difficulties emerged, namely the internet was not good, quotas were used up, students did not understand the material being taught and others. Finally, there is pressure from parents and students to carry out face-to-face learning even though government policies require learning from home. In contrast to the State Senior High School (SMAN) 3 Makassar which is under the auspices of the government so that school activities have been carried out according to instructions from the government. For example, students complain about internet quota, so there is internet quota assistance from the government, students complain that because of the learning method there is a 'smart school' application as a government program and others. This government policy can indirectly suppress complaints from students, including at SMA Negeri 3 Makassar, but the good implementation of government policies depends on the school managing it properly. To better understand the description above, the following are the results of data visualization through Nvivo 12+ software with the crosstab query feature, as follows:



Figure 14. The Results of the E-learning Policy Implementation Chart for SMAN 3 Makassar and SMA Muhammadiyah 1 Unismuh Makassar



Source: Nvivo 12+ data processing

Figure 15. Crosstab results of Implementation of E-learning Policy at SMAN 3 Makassar and SMA Muhammadiyah 1 Unismuh Makassar

	engaruh Birokrat Level Bawah	Perilaku Hubungan antar Organisasi	Perilaku Kelompok Sasaran	Total
SMA Muhammadiyah 1 Un...	7	34	37	78
SMAN 3 Makassar	5	32	20	57
<b>Total</b>	12	66	57	135

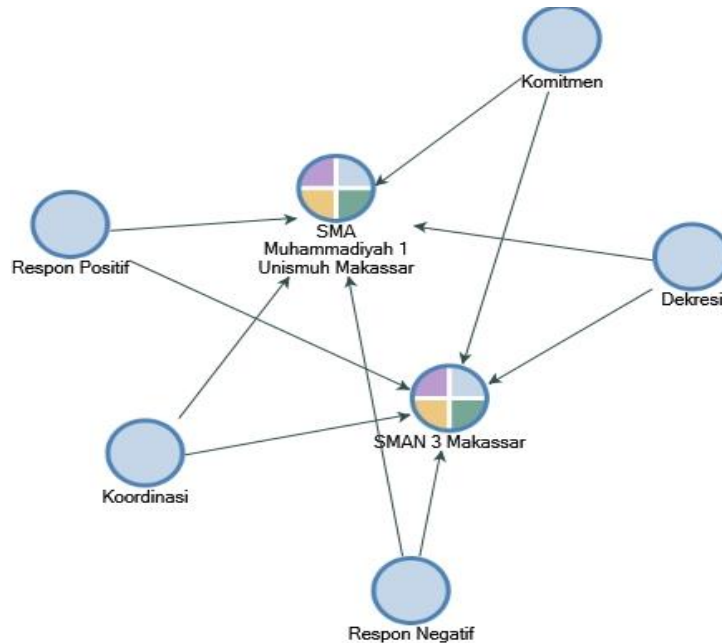
Source: Nvivo 12+ data processing

The figure above is the result of data processing with the help of nvivo 12+ qualitative analysis software. Data processing can be done by importing interview data, coding data by creating nodes (consisting of research indicators) and cases, namely research informants, then visualizing data by utilizing the explore crosstab query feature to display the value of each indicator. The data value is in the form of a count (unit value) not a percentage (percent) because the amount of data is relatively small. The first figure, the results of data processing are in graphical form to see the movement of changes from each indicator, not percentages (percents) because the amount of data is relatively small. The second figure, the results of data processing are in the form of cross tabs/tables to present data more concisely.

The results of Nvivo 12+ data processing as shown in the figure above, the behavior of inter-organizational relations at SMA Muhammadiyah 1 Unismuh Makassar gets a score of 34 on a scale of 40, while SMA Negeri 3 Makassar scores 32 on a scale of 40. On the low-level bureaucrat behavior indicator, SMA Muhammadiyah 1 Unismuh Makassar got a score of 7 out of a scale of 40, while SMA Negeri 3 Makassar got a score of 5 out of a scale of 40. Finally, on the target group behavior indicator, SMA Muhammadiyah 1 Unismuh

Makassar got a score of 37 out of a scale of 40, while SMA Negeri 3 Makassar got a score of 20 out of a scale of 40.

Figure 16. Hierarchy Chart Analysis Results of Comparative Studies



Source: Nvivo 12+ data processing

The project map feature, as shown above, displays all the informants and indicators in this research. Patterned circles with green, yellow, purple and blue on the inside, indicate the informants in this research, namely SMA Negeri 3 Makassar and SMA Muhammadiyah 1 Unismuh Makassar. While the light blue circle without a motive indicates research indicators, namely coordination, commitment, decretion, positive and negative responses. From the figure above you can see the arrows from the indicators towards the informants. From these arrows, it can be concluded that the shorter the arrow indicates the closer the relationship between the indicator and the related informant, and vice versa if the arrow is longer, the relationship is further away. On the behavioral indicators of inter-organizational relations, the coordination sub-indicator shows a shorter arrow to the informant at SMA Muhammadiyah 1 Unismuh Makassar than the arrow to SMA Negeri 3 Makassar which is longer. This means that coordination has been implemented properly at SMA Muhammadiyah 1 Unismuh Makassar.

The commitment sub-indicator has a shorter arrow to SMA Muhammadiyah 1 Unismuh Makassar than the arrow to SMA Negeri 3 Makassar which is longer. This means that coordination has been implemented properly at SMA Muhammadiyah 1 Unismuh Makassar. Furthermore, the decretion sub-indicator has a shorter arrow to SMA

Muhammadiyah 1 Unismuh Makassar than a longer arrow to SMA Negeri 3 Makassar. This means that the decrection at SMA Muhammadiyah 1 Unismuh Makassar has been implemented properly at SMA Muhammadiyah 1 Unismuh Makassar. Finally, for the target group's behavior indicator on the target group's sub-indicators, positive responses have short arrows at SMA Muhammadiyah 1 Unismuh Makassar, compared to SMA Negeri 3 Makassar. This means that support for e-learning policies at SMA Muhammadiyah has been implemented properly. Negative response sub-indicators have short arrows at SMA Muhammadiyah 1 Unismuh Makassar, while at SMA Negeri 3 Makassar the arrows are longer. This means that SMA Negeri 3 Makassar has many obstacles/challenges in implementing e-learning, compared to SMA Muhammadiyah 1 Unismuh Makassar. So, based on the results of data processing using the project map feature, it can be concluded that the implementation of e-learning policies at the Private High School (SMA) Muhammadiyah 1 Unismuh Makassar has been going very well.

## **CONCLUSION**

The implementation of e-learning policies during the Covid-19 pandemic was different for each school, both public and private. Based on research results, private schools are proven to be superior to public schools. First, the behavior of inter-organizational relations is superior at the Senior High School (SMA) Muhammadiyah 1 Unismuh Makassar reflected in the ability to manage the school's budget and establish the widest possible networking. Second, the behavior of lower-level bureaucrats, namely the High School (SMA) Muhammadiyah 1 Unismuh Makassar dominates because the school implements Face-to-Face Learning for the following 3 months since the establishment of the study from home policy. This policy seems to violate government regulations, the positive side is that they carry out their studies at school but still follow the health protocol as recommended by the government, namely wearing masks, maintaining distance, providing a place to wash hands and so on.

Meanwhile, at State Senior High School (SMAN) 3 Makassar, the ability to take action is still limited because they have to follow government instructions. As statutory regulations state schools are under the auspices of the local government. Third, the behavior of the target group is superior at the High School (SMA) Muhammadiyah 1 Unismuh Makassar because of their creativity. During the pandemic, the school actively participated in participating in various competitions through extracurricular guidance at school. No wonder their students received many awards in the midst of the

covid outbreak. In addition, the learning methods used by educators are more interactive, modern and easy to understand. Meanwhile, State Senior High Schools (SMAN) have shown policy support in terms of infrastructure development which can be renewed with school grants provided by the government. Even so, complaints about carrying out face-to-face learning still occur in these two schools due to lazy learning, internet quota, network and others during online learning.

## **SUGGESTION**

Based on the description above, as future input for all parties, including the government, it is necessary to strive to equalize private and public school policies, for example, school operational assistance is continued onwards for private schools because there are still many private schools that lack operational funds and some even use money. private principal to pay teachers. Furthermore, leaders and all the academic community, both public and private schools, evaluate the obstacles since online learning in 2020 so that technology-based learning in the new normal era as now can be even more optimal.

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