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Learning From Home Policy Evaluation in The Covid-19 Pandemic in Tanjungpinang City

Novi Winarti[1] iD , Handrisal[2] iD

[1, 2] Universitas Meiritim Raja Ali Haji

Corresponding Author: noviwinarti@umrah.ac.id

Article Info

Abstract: Against the Corona Virus Disease (covid-19), the government has formulated many policies that are expected to inhibit the spread of COVID-19. In the education sector, the Ministry of Education and Culture issued Circular Letter Number 15 of 2020 concerning Guidelines for Organizing Learning from Home in the Emergency Period for the Spread of Covid-19. This policy has been implemented in every region in Indonesia. In its implementation, there are differences in the media and methods used. Being a smart city with good infrastructure and telecommunications conditions makes it easier for Tanjungpinang City to implement policies for implementing learning from home. Based on previous research conducted by Afhan, Putri and Winarti, it was found that the implementation of bold learning at SMP Negeri 3 Tanjungpinang during the COVID-19 pandemic in 2020 went according to instructions from the Ministry of Education and Culture and the Tanjungpinang City Education Office. At the same time, the implementation of the policy for organizing learning from home in Tanjungpinang City has not run as it should as stated in the Ministerial Circular. SD Negeri 15 Bukit Bestari, Tanjungpinang City, carries out learning from home only by doing LKS (Student Worksheets), without using e-learning media in the form of synchronous and asynchronous. Seeing the phenomenon of implementing different learning from home policies in Tanjungpinang, raises the question of how the impact of the policy of implementing learning from home during the COVID-19 pandemic in Tanjungpinang City will be? In analyzing policy, this research uses Dunn's perspective. Dunn suggests six indicators for policy, namely effectiveness, efficiency, assessment, equity, responsiveness and accuracy. The method used in this research is descriptive quantitative method. In this study, the total population was 46,964 people, the number of samples taken was 556 people using the Cluster Random Sampling Technique. This sample is used as respondents who come from the target group, namely parents/guardians of students in Tanjungpinang City from the elementary level to high school equivalent. Data presentation is done by making tables and graph analysis results. In addition to making tables and graphs, the research results are also narrated descriptively and analytically. From the results of the analysis above, it can be concluded that of the six indicators of policy evaluation for the implementation of learning from home, the indicators that get a fairly high score are indicators of effectiveness, accuracy and equity with the sub-indicator of justice. Meanwhile, indicators of efficiency, adequacy, responsiveness and equity with sub-indicators of equitable distribution of infrastructure are still relatively low

INTRODUCTION

Pandemic COVID-19 has threatened various sectors, including education. Through the Ministry of Education and Culture, the central government issued Circular Number 15 of 2020 concerning Guidelines for Implementing Learning from Home in the Emergency Period of the Spread of COVID-19. Based on the contents of a circular issued by the Ministry of Education and Culture, education during the emergency spread of COVID-19 through online or offline distance learning is carried out following the guidelines for implementing Learning from Home.

Various backgrounds and regional conditions will undoubtedly describe various patterns when this circular on distance learning is implemented. In a central area like Jakarta, online distance learning certainly doesn't cause problems. But what about the islands and borders, for example, in Tanjungpinang?

Implementing Learning from Home requires the support of reliable information technology and the readiness of the community to use it. Technology, telecommunications, and information networks have developed well in Tanjungpinang City. Released by RRI in 2021, this achievement is proven through the award Exhibition, Evaluation & President Lecture Movement Towards 100 Smart Cities from the Ministry of Communication and Informatics of the Republic of Indonesia, which the Government of Tanjungpinang City won. The well-developed telecommunication and information network conditions in Tanjungpinang City indicate that Tanjungpinang City is ready to implement the policy of organizing learning from home issued by the Central Government.

Based on previous research conducted by Afhan et al. entitled Implementation of Online Learning Policies at Tanjungpinang 3 Public Middle School During the 2020 COVID-19 Pandemic, it was found that the implementation of online learning at Tanjungpinang 3 Public Middle School during the 2020 COVID-19 pandemic went according to the policy organizing learning from home, at the same time, implementing the policy for managing learning from home at SD Negeri 15 Bukit Bestari, Tanjungpinang City, only by working on LKS (Student Worksheets), without using e-learning media in the form of synchronous and asynchronous. Seeing the phenomenon of the process of implementing different policies for organizing learning from home in Tanjungpinang, raises the question of what is the impact of the policy for implementing learning from home during the COVID-19 pandemic in Tanjungpinang City?

State of the art in this research begins with conducting a literature study on the research results. Previous studies that have been undertaken regarding the evaluation of policies for implementing learning from home by Ramadianti, whose focus was on the process of implementing learning from home. This research uses the library study method. The following analysis was conducted by Fahmi, with research entitled Synchronous and Asynchronous Communication in E-Learning during the COVID-19 Pandemic. From his study, Fahmi found that in the learning process so far, educators combine Synchronous and Asynchronous communication by considering several factors, namely data quota consumption, ease of use, and network. Fahmi uses a comparative descriptive method with qualitative literature studies in his research process.

Subsequent research relating to the evaluation of learning from home policies by Atrup and Puspitarini. This study uses the deskresearch method by comparing the results of previous studies. The results obtained are that learning through Learning From Home is the best choice during the COVID-19 pandemic, while the level of effectiveness shows different results from several previous studies. From the three studies above, it can be seen that research on learning from home policies mostly uses the deskresearch method and qualitatively. Policies are also widely studied from the implementation process. So that research results are often only related to the technical implementation of learning from home in the field without measuring the impact of policies based on existing goals. So it is important to reveal whether the implementation policy has an impact that is in accordance with the policy objectives.

According to Situmorang in the Permatasari book review, the implementation process has a strong attachment to policy evaluation. Policy implementation is the most crucial variable that has a very large influence in solving every public problem. Implementation is also proof of whether the government has the right response and way of embracing the

interests of the community. Meanwhile, policy evaluation is the end of the policy stages. At this stage it can be seen how the implementation of the policy, the shortcomings, advantages, and the fruit of the implemented policy are positive or negative. Therefore, the next research stage that researchers will conduct is to evaluate the public policies that have been implemented. This research will provide a different color in evaluating policies for implementing from home. First, this research wants to measure the impact of learning from home policies in accordance with policy objectives. Second, this study will use a method that is different from the previous studies above, namely the quantitative method derived from questionnaires and interviews.

The argument put forward by Anderson, regarding the meaning of public policy where he wrote that public policy is a policy developed by government agencies and officials. That is, public policy is a product of the government and the government will also act as a policy implementer. Of course, even though public policy is a product of the government, public policy is used for the benefit of the wider community. In other words, public policy is actually intended for the community. Its orientation is none other than for the achievement of state objectives which are solely to realize national welfare.

In the context of the COVID-19 pandemic, in the Education sector, the central government issued a Policy for implementing online learning through Circular Letter Number 15 of 2020 concerning Guidelines for Organizing Learning from Home in the Emergency Period of the Spread of COVID-19. There are 2 (two) points contained in the circular letter, namely that first, learning from home during the emergency spread of COVID-19 is carried out while still paying attention to the handling protocol for COVID-19; and secondly learning from home through online and/or offline distance learning is carried out in accordance with the guidelines for organizing Learning from Home as listed in the Appendix to the Circular Letter.

Policies that have been implemented certainly must be evaluated. Policy evaluation is the final part of the policy process. According to Dye in Parsons, policy evaluation is an objective, systematic and empirical examination of the effects of public policies and programs on their targets in terms of the objectives to be achieved.

Jones in Silitonga stated that evaluation is assessing the benefits of government processes and programs. That is, policy evaluation is the final part of the policy process where this evaluation is carried out to assess whether a policy has benefited the target group. Policy impact can be measured through the policy evaluation process. Policy evaluation is the evaluation phase of the policies that have been implemented. The next thing regarding policy evaluation was also stated by Sofyan Effendi in Nugroho, that public policy evaluation has three scopes, namely evaluation of policy formulation, evaluation of policy implementation and evaluation of the policy environment.

In examining the impact of policy, this study uses the perspective of Dunn. Dunn stated that there are six indicators to evaluate policies, namely effectiveness, efficiency, adequacy, equity, responsiveness and accuracy. First, an indicator of effectiveness, namely wanting to see whether the policy has arrived at the results to be achieved. It is well known that when formulating policies, policy objectives are also formulated. So, when conducting a policy evaluation, the purpose of this policy is a determinant of the success of a policy that has been implemented. Second, the efficiency indicator is to measure whether the implementation of the policy requires large or small costs. The smaller the costs spent on implementing a large policy, the policy can be declared efficient. Third, the adequacy indicator, namely wanting to measure whether the goals that have been achieved have succeeded in solving the problems of the target group. In other words, policies are not only sufficient to achieve the goals that have been set, but policies must also be able to solve problems that have been a problem in society. Fourth, the equity indicator means a sense of justice given to the target group. Fifth, the responsiveness indicator is to see the suitability between policies and the wishes or needs of the community. Sixth, accuracy indicators that measure whether the policy provides positive benefits/impacts to the target group.

Opinion by Dunn above regarding the elements in evaluating policies, it can be concluded that there are effectiveness, adequacy, equity, responsiveness and accuracy. In

this study, these indicators will be measured to assess the impact of the Home Learning Implementation policy in Tanjungpinang City.

One of the policies formulated by the central government in the Education sector is Implementation of Learning from Home. This policy is contained in Circular Letter Number 15 of 2020 Concerning Guidelines for Organizing Learning from Home in the Emergency Period of the Spread of COVID-19. Where education during the emergency spread of COVID-19 is carried out through online and/or offline learning carried out in accordance with the guidelines for implementing Learning from Home.

The objectives of implementing Learning from Home as stated in Chapter I of Circular Number 15 of 2020 concerning Guidelines for Implementing Learning from Home (BDR) during the COVID-19 emergency aim to:

1. ensuring the fulfillment of students' rights to obtain educational services during the COVID-19 emergency;
2. protecting education unit residents from the adverse effects of COVID-19;
3. preventing the spread and transmission of COVID-19 in educational units; and ensuring the fulfillment of psychosocial support for educators, students and parents/guardians.

RESEARCH METHOD

This research is a policy study that will examine the impact of the Learning From Home policy implemented during the COVID-19 period in Tanjungpinang. This study uses a quantitative descriptive method. This method was chosen because the researcher wanted to describe numerically and objectively how the impact of the policies on organizing learning from home that had been implemented so far had been.

Based on BPS data from Tanjungpinang City, the number of students from elementary school to high school in Tanjungpinang is 46,964 people. Based on Yount's Table in Arikunto, if the total population is more than 10,000 people, then the sample taken is 1%. In this study, the population was 46,964 people, so the minimum sample taken was 469 people.

Respondents came from the target group, namely parents / guardians of students in Tanjungpinang City from the elementary to high school equivalent. Respondents are mapped based on sub-districts in Tanjungpinang City, so that the sample is spread evenly.

The following is data from the Tanjungpinang City Education Unit and the sample distribution that will be the respondents in this study.

Table 1. Number and Distribution of Samples

No	District	Elementary School	Junior High School	High School	Number of Schools Each District	Sample
1	Tanjungpinang Barat	15	6	3	24	96
2	Tanjungpinang Timur	30	16	9	55	220
3	Bukit Bestari	21	9	11	41	164
4	Tanjungpinang Kota	13	3	3	19	76
	Total				139	556

The research was conducted in Tanjungpinang City in 4 sub-districts in which there were 139 schools. Sample details were taken by the number of schools in each sub-district multiplied by 4. This study used the Random Sampling technique, which is a random sampling technique, sampling without selecting, based on mathematical principles that have been tested in practice. The type of Random Sampling used is Cluster Random Sampling. According to Sudrajat, Cluster Random Sampling is random sampling which is not individual, but small group units. From the calculation above, the sample that was used as a respondent in this study was 556 people. The types of data needed in this study are primary data and

secondary data. The primary data in this study is data on the impact of the policy on implementing learning from home during the COVID-19 pandemic in Tanjungpinang City which was obtained through a survey by distributing questionnaires to the target group and structured interviews with policy implementers. While secondary data is data that supports this research, where secondary data comes from government publications, websites and journal articles.

The data collection technique was carried out using a closed questionnaire which will be distributed in April 2022. The following is a flowchart of the research process.
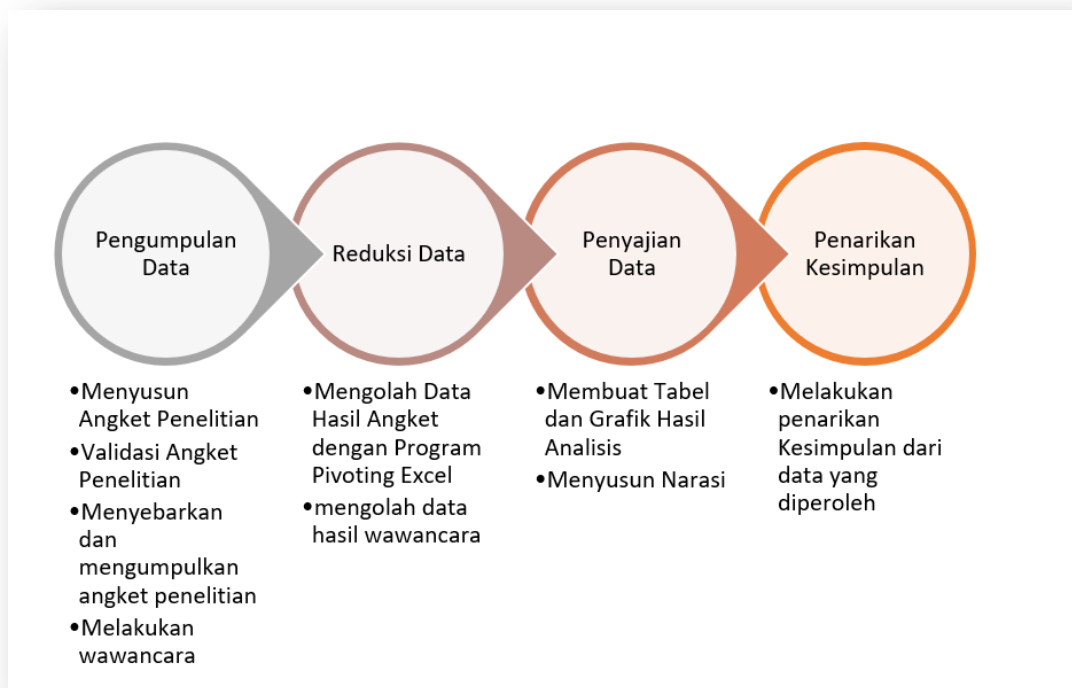
Figure 1. Research Process Flowchart
Source: Processed by Researchers

Based on the flowchart of the research process above, it can be seen that the research was started by collecting data. Furthermore, quantitative data in the form of closed questionnaire entries were processed using the Pivoting application in the Microsoft Excel Program. After processing the data, the next step is to present the data. Data presentation is done by making tables and graphs of analysis results. The research results are also narrated descriptively and analytically. The final stage is drawing conclusions. From the data that has been processed and reduced, then conclusions are drawn based on the analysis.

RESEARCH RESULT

Research by distributing questionnaires to 556 respondents, then the data obtained was then processed using the pivoting excel application. In addition to the questionnaire, structured interview techniques with a number of informants related to the Learning from Home policy. In carrying out the study from home policy, there are several media used by educational units. As shown in the following diagram.
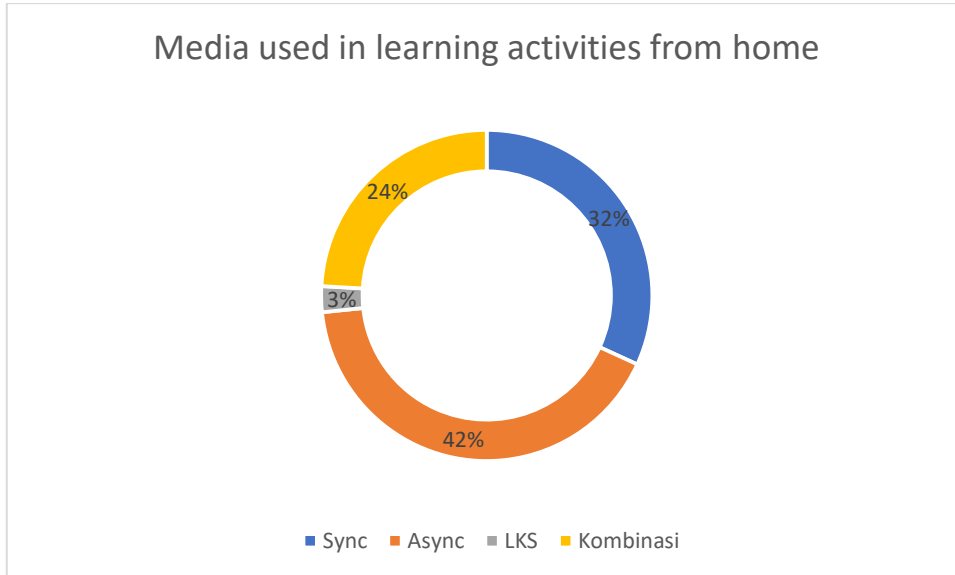
Figure 2. Respondent's responses to media used in learning activities from home
Source: Processed by Researchers

The majority of the media used in implementing the study from home policy is asynchronous online, namely 231 respondents or 42%. As many as 177 respondents or 32% stated that the media used was synchronous online. Furthermore, 134 respondents or 24% stated that the media used was a combination of asynchronous online, synchronous online and LKS work. While 14 respondents or 3% stated that the media used was only LKS.

The following is a discussion of each indicator which is carried out by analyzing the frequency of the distribution of answers given through the questionnaire.

a. Effectiveness Indicator

On the effectiveness dimension, the thing that is measured is how the policy achieves its targets and compares whether the policies that have been implemented actually achieve the policy objectives.

1. Achievement of policy targets/objectives

From the questionnaire that was given to 556 respondents, 366 respondents stated that the target/objective of the study from home policy had been achieved. While 190 respondents stated that the target/target of this policy had not been achieved. This can be seen in the following diagram.

Figure 3. Respondent's Responses to the Achievement of Policy Targets/Goals

Source: Processed by Researchers

From the diagram above it can be seen that only 65.8% of respondents stated that the policy goals/targets had been achieved, while another 34.2% stated that policy goals/targets had not been achieved.

2. Achievement of Policy Objectives

Analysis of the sub-indicators of achievement of policy objectives is divided into four sections according to the number of existing policy objectives, including the following.

a) **Ensuring the fulfillment of students' rights to obtain educational services during the COVID-19 emergency**

The first objective contained in the study from home policy objectives, namely Ensuring the fulfillment of students' rights to obtain educational services during the COVID-19 emergency, was considered achieved by the majority of respondents. Namely, 477 respondents stated that students' rights to receive educational services during the pandemic had been fulfilled. Meanwhile, 79 respondents answered that students had not received educational services during the pandemic. The percentage of assessment of this sub-indicator can be seen in the following diagram.
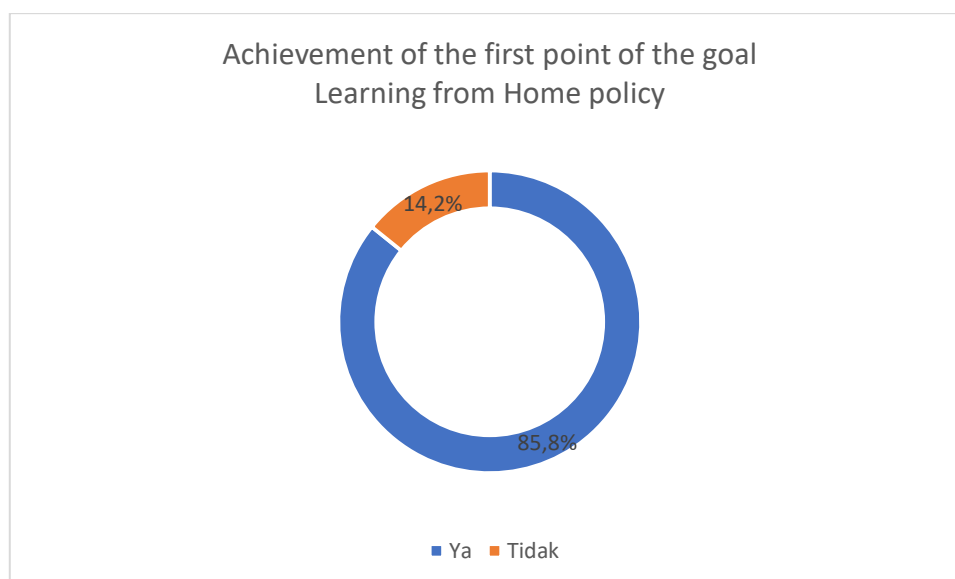

Figure 4. Respondents' responses to the achievement of the first point of the goal of the study from home policy.
Source: Processed by Researchers

Based on the results of interviews with policy implementers, namely Susilawati (Bukit Bestari Elementary Teacher) stated that there were obstacles in providing educational services during the COVID-19 pandemic, namely long distances and the ability of students' parents to use technology.

b) Protecting education unit residents from the adverse effects of COVID-19

From the questionnaire that was given, almost all respondents stated that the second objective of the study from home policy, namely protecting education unit residents from the adverse effects of COVID-19, had been achieved. This can be seen in the following diagram.
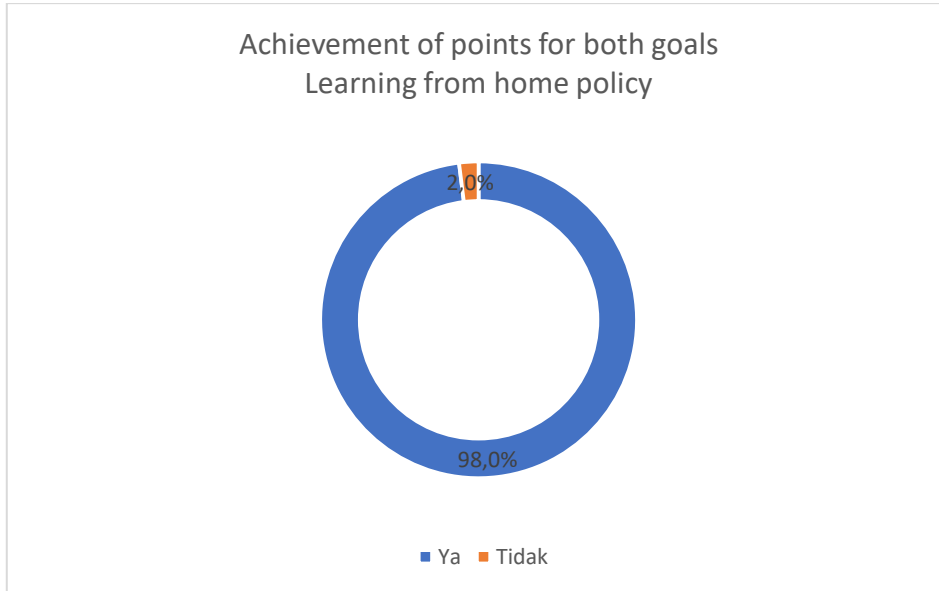
Figure 5. Respondent's responses to achievement of the second point of the leraning from home policy objective
Source: Processed by Researchers

From the diagram above it can be seen that 98% or as many as 545 respondents stated that the second goal of the study from home policy had been achieved. Meanwhile, only 2% or 11 respondents stated that this policy did not protect education unit members from the adverse effects of COVID-19.

c) Prevent the spread and transmission of COVID-19 in educational units

From 556 respondents, 97.5% or 542 respondents stated that the third objective of the study from home policy had been achieved. While 14 other respondents or 2.5% stated that this goal had not been achieved. This can be observed in the following diagram.

Figure 6. Respondent's responses to the achievement of the third point of the learning from home policy objective
Source: Processed by Researchers

d) Ensuring the fulfillment of psychosocial support for educators, students and parents/guardians

Regarding the fourth goal of the study from home policy, namely the fulfillment of psychosocial support for educators, students and parents/guardians, 84.5% or as many as 470 respondents stated that it had been achieved. While 86 respondents or 15.5% chose the opposite answer, as shown in the following diagram.
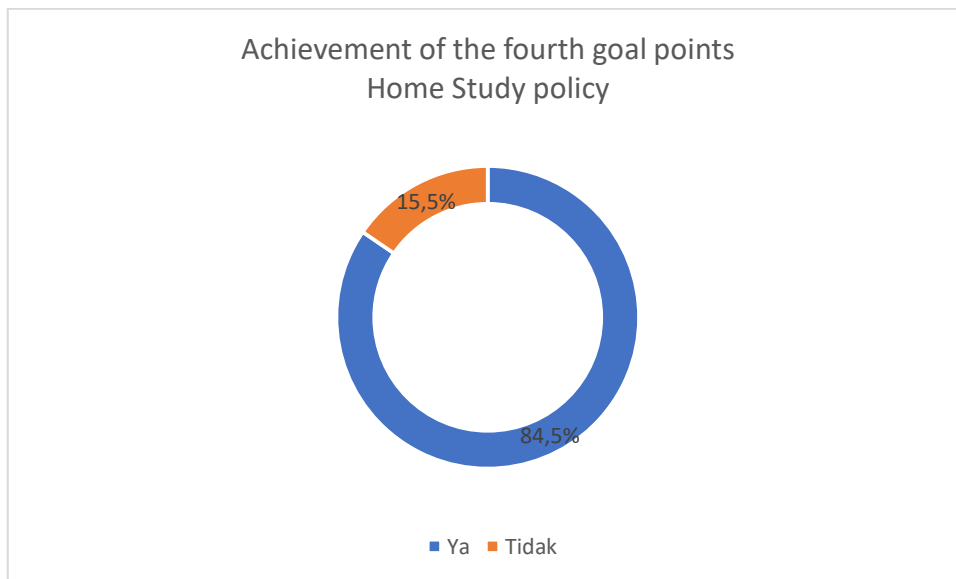

Figure 7. Respondent's responses to the achievement of the fourth point of the learning from home policy objectives
Source: Processed by Researchers

b. Efficiency Dimension

Measuring efficiency is closely related to the resources deployed in implementing the policy. In this study, the efficiency value that was measured was whether the costs incurred by students in carrying out the learning process from home were affordable. From the survey results, it was found that more than half of the respondents stated that the costs of learning from home were unaffordable. This is due to economic factors which dropped dramatically during the pandemic, while the implementation of learning from home requires a large amount of internet quota. This mapping can be observed in the following diagram.
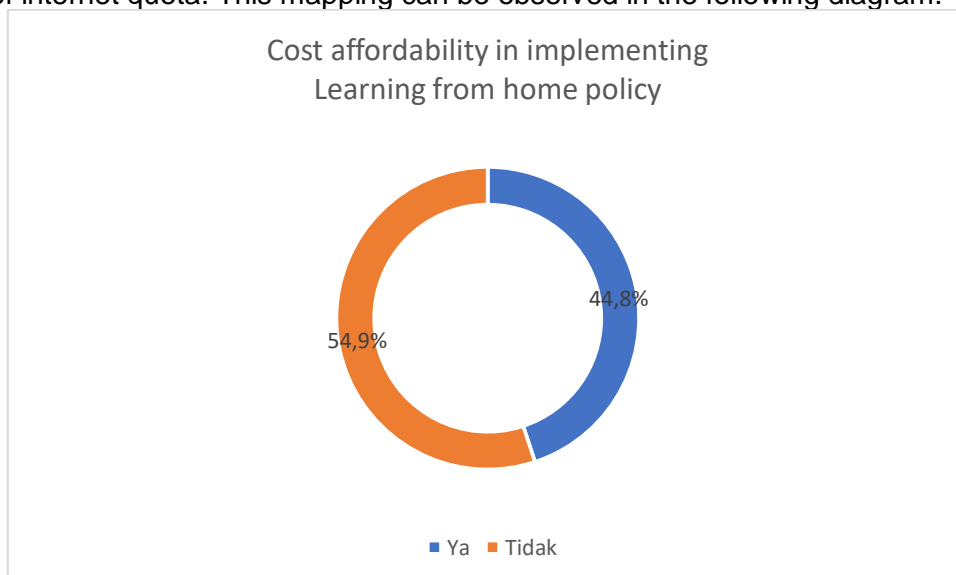

Figure 8. Respondent's responses to efficiency indicators
Source: Processed by Researchers

From the diagram above it can be seen that 54.9% or 249 respondents stated that they could not afford the cost of carrying out the learning process from home. Meanwhile, only 44.8% or 305 respondents stated the opposite.

The results of interviews with policy implementers Daifitria Guru SMP Muhamadiyah Tanjungpinanag stated that the inefficiency of the policy was due to the fact that a lot of time was wasted. In contrast to learning that is carried out face-to-face, both teachers and students have to spend more time in the learning process when learning is carried out at home.

c. Adequacy Dimension

A good policy is not only a policy that is stated to be able to achieve its goals, but the policy must also be able to answer problems that have been a problem in society. In measuring this adequacy dimension, it was found that most of the target group felt that this policy was sufficient to answer students' needs in learning during a pandemic.

The ability of learning from home policies to meet the needs of students
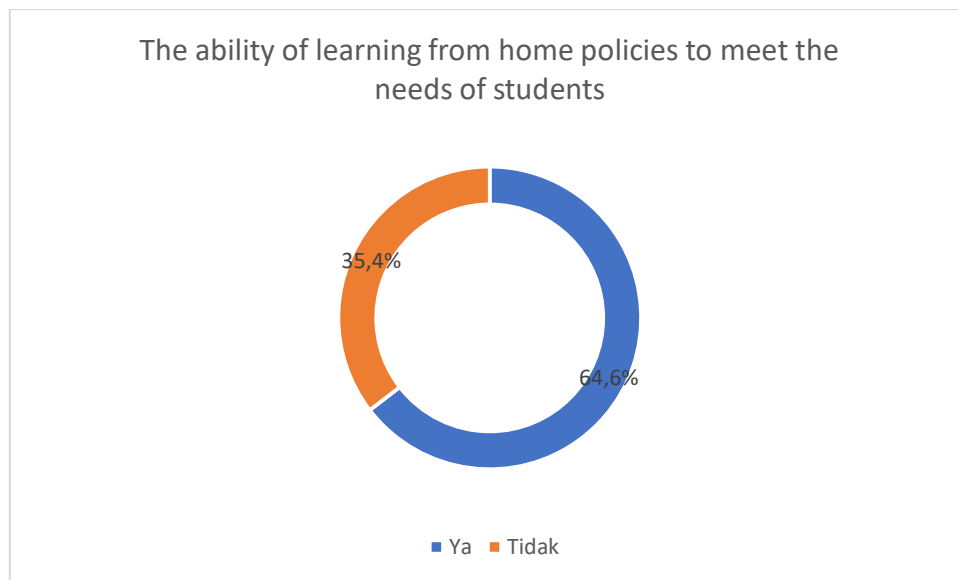
35,4%

64,6%

■ Ya ■ Tidak

Figure 9. Respondent's responses to the adequacy indicator
Source: Processed by Researchers

From the diagram above it can be observed that most of the target group feel that this learning from home policy has been able to meet students' needs for learning during a pandemic. Where those who agreed were 64.6% or as many as 359 respondents, while those who said they did not were 197 respondents or 35.4%. Based on the results of interviews with Yuni, parents of students in East Tanjungpinang District stated that students were often unfocused while studying at home.

d. Equal Dimensions

From the results of a survey related to the distribution of facilities and infrastructure in implementing the study from home policy, it was found that the majority of respondents, namely 422 respondents or 75.9%, stated that facilities and infrastructure were evenly available. While 134 respondents or 24.1% stated that facilities and infrastructure were not evenly available. This is felt by the ownership of supporting tools to support learning that are not owned equally by students' parents. There are still parents of students who do not have cell phones with the specifications needed to study from home.
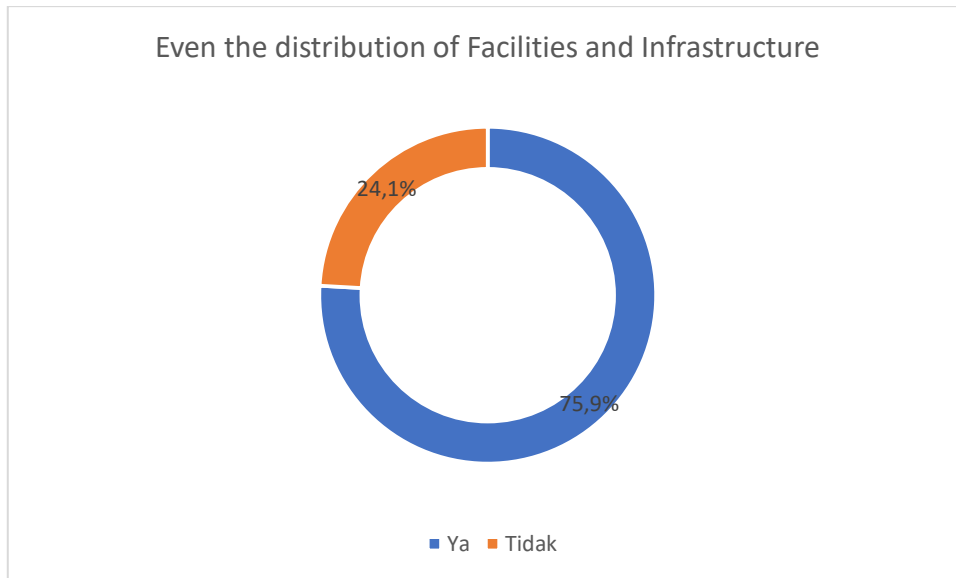
Figure 10. Respondent's responses to learning facilities and infrastructure
Source: Processed by Researchers

In addition to measuring how the facilities and infrastructure are in the process of learning from home, equity indicators are also measured by looking at how fair the learning from home policy is for the target group. The results obtained were that the majority of respondents stated that this policy fulfilled the element of justice. This can be seen in the following diagram.
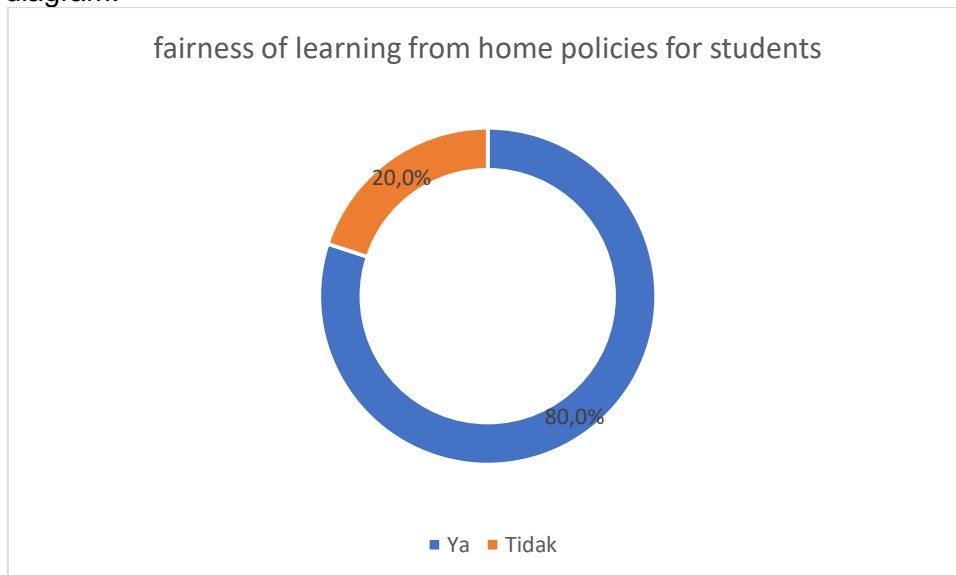

Figure 11. Respondent's responses to policy fairness
Source: Processed by Researchers

From the diagram above, it can be seen that 80% or 445 respondents stated that this learning from home policy fulfilled the element of justice for students, while 111 other respondents or 20% stated that this policy was not fair for all students.

e. Responsiveness Dimension
The level of responsiveness of the learning from home policy, namely seeing the suitability between the policy and the wants or needs of the target group, can be seen in the following diagram.
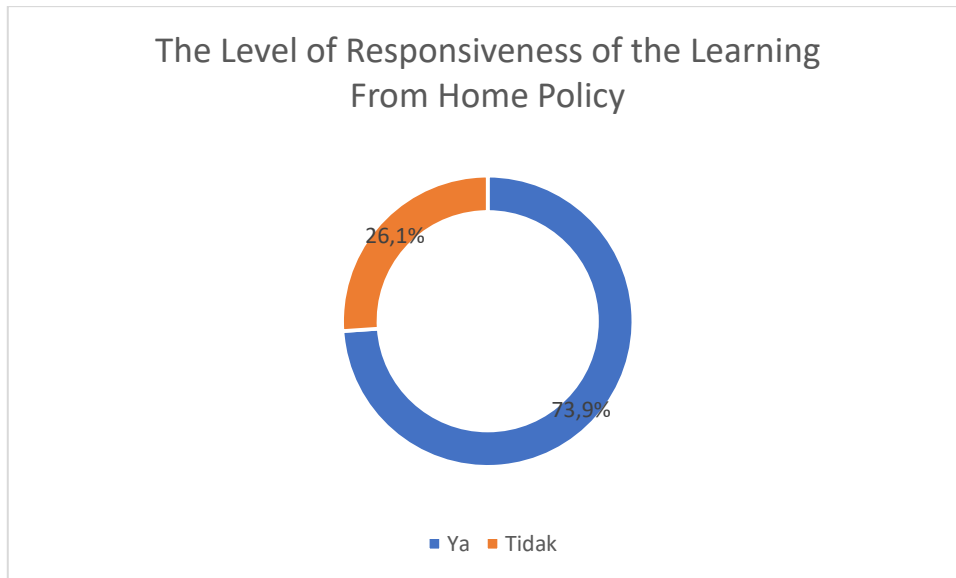
Figure 12. Respondent's responses to the level of policy responsiveness
Source: Processed by Researchers

From the diagram above, it can be seen that 73.9% or as many as 411 respondents stated that the study from home policy was not only appropriate in dealing with COVID-19 but also enabled students to study well. Meanwhile, 145 respondents or 26.1% stated that the study from home policy had not been responsive. This is because students are not focused when studying from home.

f. Dimensions of Accuracy

In the accuracy indicator there are two things that are measured, namely whether all students have benefited from the implementation of Learning from Home activities and whether the learning from home policy is right on target. Regarding the benefits obtained, it can be seen in the following diagram.
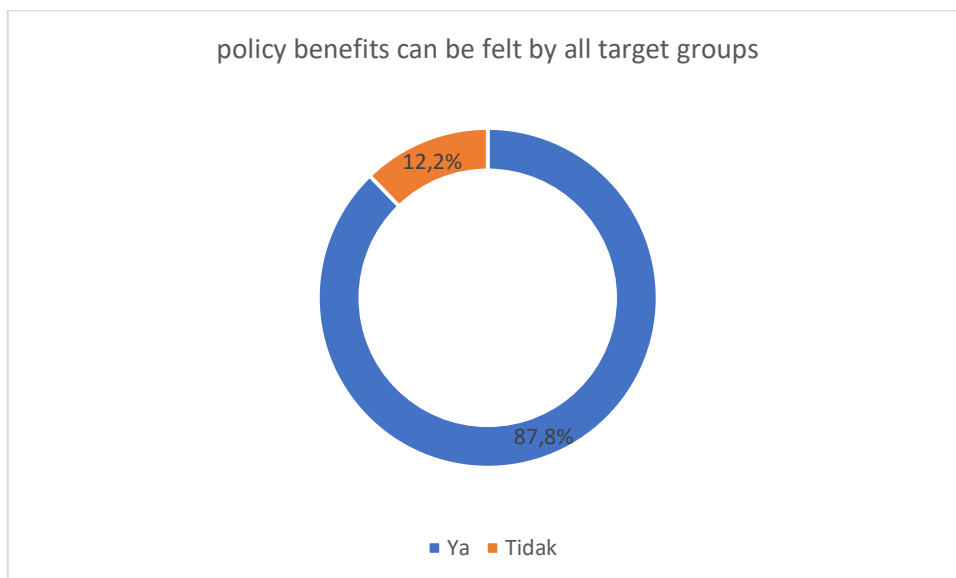

Figure 13. Respondent's responses to the benefits of the policy
Source: Processed by Researchers

From the diagram above it can be seen that most of the respondents, namely as many as 488 respondents or 87.8% stated that all students had benefited from organizing Learning from Home activities. While 68 respondents or 12.2% stated the opposite. This is because

there are also students who do not understand what they are learning. In line with the data above, regarding whether the learning from home policy is on target has also been answered with positive responses from respondents. As shown in the following diagram.
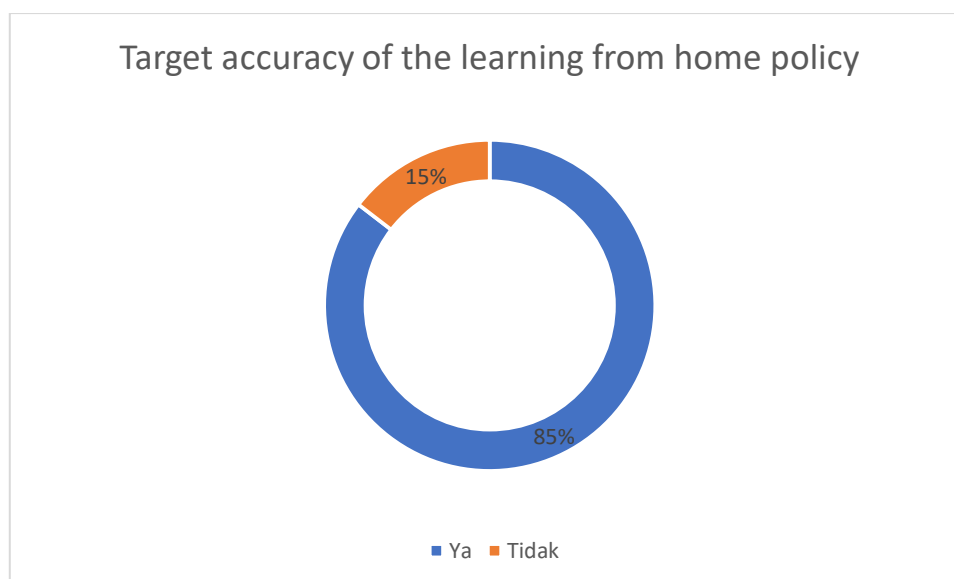

Figure 14. Respondent's responses to the accuracy of policy targets
Source: Processed by Researchers

From the above it can be seen that as many as 475 respondents or 85% answered that the stay at home policy was right on target. While another 15% or as many as 81 respondents stated the opposite.

CONCLUSION

The analysis of the six indicators evaluating policies for implementing learning from home, the relatively high indicators are effectiveness, accuracy, and equity with the equity sub-indicator. In comparison, the indicators of efficiency, adequacy, responsiveness, and equity with the sub-indicator of equal distribution of infrastructure are still relatively low. From the six indicators analyzed, the implemented learning from home policy has achieved its effectiveness following the initial objectives set in the policy formulation, with more than 80% of respondents agreeing. The core objective of this study from home policy is to minimize the transmission rate of COVID-19. However, more than this policy is needed, responsive and efficient to the needs of students following the big goals of education itself. Law Number 20 of 2003 states that national education functions to develop capabilities and shape noble national character and civilization to educate the nation's life, aiming at developing the potential of students to become human beings who believe and fear God Almighty, have a noble character, healthy, knowledgeable, capable, creative, independent, and become a democratic and responsible citizen.

Meanwhile, from the results of the analysis of adequacy and efficiency indicators, only 64.6% and 44.8% of respondents agreed, the reason that during the pandemic, many students were not focused while studying at home, resulting in some of the target groups not benefiting from the policy of organizing study from home. Various obstacles faced by implementers and target groups include those related to the economy and infrastructure. Learning from home requires a lot of money, and access to facilities and infrastructure still needs to be improved for some people.

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