Models of Policy Implementation in Islamic School Learning Systems During Covid-19

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Abstract

Covid-19 has had an impact on the management of learning. Principals must establish the right policies in dealing with COVID-19. The head of MTs Maarif NU Blitar City established an In-Out Learning System policy. The purpose of this study was to find out and elaborate on how the policy implementation model set by the head of MTs Maarif NU Blitar City in dealing with COVID-19. This research uses a qualitative approach with the type of case study research. Data were collected through observation, interviews and documentation methods, data analysis was carried out using interactive methods which included the stages of data collection, condensation, data presentation and drawing conclusions. The results of the research on the in-out learning system policy implementation model conducted by the head of MTs Maar NU Blitar City showed that there were five factors, namely, Oral and Written Communication (OCW), Tangible and Intangible Resources (TIR), Disposition process based on communication, positioning and incentives, Camouflage Bureaucratic Structure (CBS) and Leader and team commitment (LTC).
Keywords: Models of Policy Implementation, Learning Systems, Covid-19

Abstract

Covid-19 telah memberikan dampak pada pengelolaan pembelajaran. Kepala sekolah harus menetapkan kebijakan yang tepat dalam menghadapi Covid -19. Kepala MTs Maarif NU Blitar City menetapkan kebijakan *In-Out Learning System*. Tujuan dari penelitian ini adalah untuk mengetahui dan mengelaborasi bagaimana model implementasi kebijakan yang ditetapkan oleh kepala MTs Maarif NU Blitar City dalam menangani COVID-19. Penelitian ini menggunakan pendekatan kualitatif dengan jenis penelitian studi kasus. Data dikumpulkan melalui metode observasi, wawancara dan dokumentasi, analisis data dilakukan menggunakan metode interaktif yang meliputi tahapan pengumpulan data, kondensasi, penyajian data dan penarikan kesimpulan. Hasil penelitian tentang model implementasi kebijakan *in-out learning system* yang dilakukan oleh kepala MTs Maarif NU Blitar City menunjukkan bahwa terdapat

enam faktor, yaitu, komunikasi, sikap pelaksana, sumber daya, struktur birokrasi, dan komitmen pimpinan dan komitmen tim. Hasil penelitian ini berimplikasi terhadap tingkat keberhasilan pelaksanaan kebijakan.

Kata kunci: Model Implementasi Kebijakan, System Pembelajaran, Covid-19

Introduction

Since the outbreak of the Covid-19 virus in 2019 (Song et al., 2020) and its spread in many countries, including Indonesia, it has shifted learning in schools (Zahra Khusnul Lathifah et al., 2020). COVID-19 is a crucial problem that should get serious attention and handling that has a global and wide-ranging impact (Bleich et al., 2020). The school became one of the community activity units affected by Covid-19 (Marinoni et al., 2020). This happened in line with the emergence of government policy through the Minister of Education and Culture, who issued circular no. 15 of 2020, which contains the implementation of Education remotely. The policy is also applied in several other countries(Shingler-Nace, 2020) of the COVID-19 outbreak in the community (Bavel et al., 2020);(World Health Organization (WHO, 2020).

To cope with these conditions, the principal is required to be innovative and creative (Muslim 2021) in creating a conducive learning environment to students(Robbins & Judge, 2013);(Charalampous & Papademetriou, 2019). The principal has a vital and very decisive role in the continuity of the implementation of teaching and learning activities(Romero, 2021). The principal must decide the strategic steps in carrying out the leadership function and management of all school resources(Wahyuddin, 2017). The actual actions of principals and teachers will significantly affect the learning process(Price, 2012); (Hariri et al., 2014);(Muslim, 2020);(Indrioko, n.d.). The principal is faced with a complex situation(Berkovich & Eyal, 2020);(Shingler-Nace, 2020). Therefore, during the COVID-19 pandemic, solid and sustainable leadership (Pounder, 2021) is needed to overcome the existing challenges.

There has been much research on learning management at the time of COVID-19, which generally examines the management of online classes and the problems faced. Distance learning (online) has several obstacles, including difficulty with electricity networks, the internet, background noise, lack of digital content, not optimal interaction, short time, privacy and security, and inappropriate use of the software(Lathifah et al., 2020);(Arslan & Şumuer, 2020), So learning is can't maximal, and many students prefer face-to-face learning(Susanti et al., 2021);(Susanti et al., 2021);(Fauzi & Sastra Khusuma, 2020);(Lee et al., 2017). The above research

shows that learning during Covid-19 is more widely done online, and the impact of many students who have obstacles and learning becomes ineffective. This research is expected to provide an alternative learning solution during the Covid-19 pandemic. Existing research, more exploration related to the defense during the pandemic Covid-19 through online means, therefore study will focus on the offline learning system conducted at the time of Covid-19.

Research Method

This study used a qualitative approach to describe and investigate phenomena, events, situations, conditions, beliefs, thoughts and behavioral attitudes that occur in the process of implementing the principal's policy at MTs Maarif NU Blitar City. Therefore, this study used a qualitative approach (Jamshed 2014). This research was inductive as a characteristic of qualitative research, namely the process of drawing conclusions based on specific problems to general problems (Ghony, M. D., & Almanshur, F., 2016).

The type of research was case study, where research data was obtained by focusing on programs, events, or actions that involve individuals (Creswell, 2012). In this study, a comprehensive, detailed and in-depth description of the program, actions and activities of the principal of MTs Maarif NU Blitar City with regard to policy implementation. The determination of case studies as a type in this study aims to be able to conduct detailed, in-depth, and comprehensive investigations into the phenomena at the research site (Yin, 2014);(Johnson & Stake, 1996);(Meyer, 2001);(Forrest-Lawrence, 2019);(Flyvbjerg, 2006). Data were collected through observations of events and various phenomena seen in the policy implementation process at MTs Maarif NU Blitar City. The observed events were the conditions and situations of the teacher and student responses to the policies applied on going learning activities and the evaluation process carried out by school principals on policies that have been implemented (Crowe et al., 2011);(Jamshed, 2014b);(Baxter et al., 2008). Data were also collected through in-depth interviews with informants. The selected informants were people who had information in accordance with the research focus broadly and deeply, such as principals, teachers, employees, and students. Like Creswell (2012) statement that observations and in-depth interviews are conducted to explore in-depth and comprehensively the various information obtained from.

Research data includes primary and secondary data. Primary data were obtained from statements or actions taken by the principal of MTs Maarif NU Blitar City, while secondary data was in the form of supporting documents that can strengthen primary data, such as the principal's decision letter on policy determination, photos of policy implementation, data on policy evaluation results. (Lincoln et al., 1985); (Meyer, 2001). The data were analyzed using interactive techniques by collecting data, then proceeding with the process of condensing and presenting the data. After the process of condensing and presenting the data, then the conclusion-making process was carried out, according to the Miles, at.all (2014).

Results and Discussion

In - Out learning system is a class management system set by MTs Maarif NU Kota Blitar to deal with the conditions of the Covid-19 pandemic. This system managed classes conducted in the learning process by dividing classes according to health protocol standards—from an average class of 40 students, divided into two groups/study groups with a capacity of twenty students. The learning process was carried out inside and outside the classroom. Each group did the learning process inside and outside the classroom in turn. When one group learned in the classroom, then the other group did learn outside the classroom. Each group met with the same teacher within two weeks. The learning process in the classroom was designed by using a structured model where the names of subjects and teachers are made a special schedule. In contrast, the learning process outside the classroom was carried out in a flexible manner by teachers and students. So, the learning process in the classroom and outside the classroom was maintained by the teacher in a regular class and in a flexible class.

Implementation of in-out learning system policy in facing pandemic Covid-19 at MTs Maarif NU Blitar City through stages; communication, resources, dispositions, attitudes, bureaucratic structures, leadership commitments, and team commitments.

Oral and Written Communication (OWC)

To realize the Educational Institution's goals, the existence of the policy implementation stage becomes an important and crucial phase. The implementation stage becomes a connecting path from something conceptual with reality (Nugroho, 2017);(Henriyani, 2015). After the policy formulation process was carried out by the principals and produced a policy formulation in the form of a decree, the principals followed up the

stages of policy implementation. The principals involved all components of the academic community of MTs Maarif NU Blitar City to be directly involved while contributing actively to realize the achievement and implementation of policy (Nugroho, 2017);(Henriyani, 2015). The principals are responsible and committed to step together with the entire academic community in educational institutions to implement policies together. The implementation process must be carried out in total by mobilizing the resources owned by the Institution (Widiastuti, 2020).

The first step that must be taken by the head of the madrasa in implementing the policy was to communicate. Communication steps were needed to socialize and to build a harmonious understanding of all policy implementers. With alignment and understanding of policy implementers, it could minimize the possibility of failure or failure of the policies that had been set and open up great opportunities to achieve a goal(Anderson, 1990);(Widiastuti, 2020).

MTs Maarif NU Blitar City, which has the goal of "The realization of a generation of Muslims who are kaffah, pious, reliable and environmentally friendly. Then it is explained through the madrasa mission, namely: 1) Developing secondary education institutions by combining formal and non-formal education, 2) Providing basic abilities for graduates to continue higher education and be ready to live in society and passionate about living a life that is always changing and full of challenges and concerns about the environment in a rapidly changing era, and 3) Preparing students who can internalize Islamic values in the style of *Ahlissunnah wal Jamaah An-Nahdliyah* in daily activities.

During the Covid-19 pandemic, learning activities must be limited and followed health protocols with the rules set by the government. MTs Maarif NU Blitar City continued to realize the vision and mission that had been set by making several breakthroughs. From the results of the study illustrated that principals seriously had realized the goal, for that after doing the formulation process, the principals followed up the stages of policy implementation. Implementation can be carried out effectively and adequately if each stakeholder has comprehensively understood the standard measurements and objectives of the policies to be set to achieve the objectives of the existing policies. MTs Maarif NU had made detailed formulations in the form of strategic and operational policies. This showed readiness in policy formulation and the need for socialization and communication to all components of the madrasa to provide a common understanding.

The efforts made by the principal to implement the policy began by communicating to all employees. Communication carried out by the principal was in the form of verbal, written and action. So, employees understood the policies set by the principal. The communication process was in accordance with the meaning given by Putra & Khaidir, (2019). Communication was considered as an activity that involved the process of interpreting ideas or ideas normally in the form of symbols, signals, or behavior. Verbal communication could be seen from the communication process in the form of sharing dialogue between school principals and employees in the preparation of activity program plans. Then communication in the form of behavioral attitudes could be seen from the serious actions of the principal to carry out good and optimal management by coordinating intensively and several times in responding to the Covid-19 pandemic situation.

From the attitudes and behaviors carried out by the principal, it indicated that the school principal had a high commitment to build communication with employees to formulate school policies. Communication between principals, teachers, employees, and students at MTs Maarif NU Blitar City had been going well, with the evidence of intensive coordination among madrasah elements. The head communicated to all elements through social media either directly or indirectly. With this communication, of course, it could be beneficial to prevent the incompetence of implementers in implementing the policies that have been set. This is in line with the statement of Wardhani et al., (2016), which explains that, in principle, communication contains elements of individual activities that can impact/result for others who do it. The act of interpreting ideas or ideals, especially something desired by the presenter of information, both verbally and in writing, through a (rampant) system with symbols, cues, and behavior. To maintain clarity of policy size and objectives, it thus needs to be communicated appropriately with implementers.

From the point of view of the communication made by the principal to the employees at the school, the principal did not necessarily build communication. There were several strategic things in its implementation. The communication process contains elements of message transmission that occur between the principal and employees. Transferring information between the head and employees related to the contents of the policy occurs in the form of giving announcements through coordination forums and issuing decrees. With the content transmission pattern, it minimized

employee misunderstandings about the policies set. The decision letter that is delivered to employees through oral and written means is carried out by the principal as an effort to avoid mistakes in understanding as well as an effort to provide clear information to employees. the contents of the policy are written in a systematic, simple manner using pointers. In this way, it is hoped that all employees will be able to accept, understand and implement the contents of the policies that have been set. The principal is also very consistent in overseeing the implementation of the policies that have been set. this is proven by the preparation of plans and the provision of various facilities needed as a form of commitment and consistency in realizing the policies that have been set.

The principals, who has communicated well and clearly to all components of the madrassa in MTs Maarif NU Blitar City, can positively impact the implementation of the policy by the common objectives. Winarno (2012) revealed an essential dimension in the policy implementation process: communication, influencing policy implementation. The dimensions of communication include transmission, consistency, and clarity.

The consistency or uniformity of standard measures and objectives of a policy is essential always to be communicated between communicators and communicants so that implementers understand the size of the policy objectives properly, thoroughly, correctly, and appropriately. The principals do this by constantly communicating intent, both in a formal and non-formal way. By formal means done through meetings or official meetings, non-formal media is done through social media group WhatsApp.

After the communication process is carried out, MTs Maarif NU seeks to prepare resources that are sufficient in the implementation of policies. The After the communication process is carried out, MTs Maarif NU seeks to prepare sufficient resources in the implementation of policies. The existence of resources that can correctly accept and understand the applied policies will significantly affect the implementation and achievement of policy objectives.

The description of the communication taken by the principal in implementing the policy can be summarized in the form of information transmission, information clarity and consistency in implementing policy implementation. The communication process carried out by the head is in line with what was formulated by Edward III, (1980) that there are three important things in the policy implementation process, namely,

transmission, clarity, and consistency. From the explanation described above, it can be concluded that the principal of MTs Maarif NU Blitar City carries out the communication process with employees in oral and written (OWC) forms with a clear and consistent transmission communication process.

Tangible and Intangible Resources (TIR)

The success of implementing policies by school principals is strongly influenced by the presence of resources. These resources can simply be grouped into two, namely tangible resources and intangible resources (Jancenelle, 2021). The success of implementing the policies set by the principal of MTs Maarif NU Blitar City had a relationship with resource management. Accuracy and availability of internal school resources were needed to support the success of policy implementation (Bakri, 2017). Elih Yuliah (2020) shared the same opinion that the existence of human resources was very important to support the success of policy implementation. Resources prepared by MTs Maarif NU include human resources and non-human resources (Ramdhani, 2016).

Human resources in MTs Maarif NU Kota Blitar include principals, deputy heads of madrasas, teachers, employees, and students. At the same time, non-human resources consisted of curriculum, IT facilities, computer networks, servers, learning facilities, learning media, and other supporting facilities. The person or individual involved in the policy implementation process, both as an informant and executor, was very decisive for implementing the policy. If the individual who has been given the responsibility to run the defined program experiences problems related to the lack of resources to support the implementation of the task, then there would no constraints on how clear and consistent the program implementation was and how accurate the communication can be.

The capacity of each implementer, the relevance and adequacy of information to implement a policy, and efforts to complement the needs of various sources related to the implementation process can ensure the program's implementation. The existing resources at MTs Maarif NU Blitar City include human resources and non-human resources. Human resources are one of the main factors for policy implementation. No matter how good the policy has been set, if it is not supported by resources that have skills by existing policies, it will be tough to be adequately implemented. The implementation of the policy at MTs Maarif NU Blitar

City was supported by human resources that include teachers, employees, and students.

The study showed that the number of teachers of MTs Maarif NU was 50. Their overall status was permanent teachers of the foundation. There are 17 male teachers (34%) and 33 female teachers (64%). According to their academic background, there are 43 teachers with a bachelor's degree (S1) (86%) and 7 teachers with a master's degree (S2) (14%). MTs Maarif NU Blitar City was also supported by other human resources, namely 19 education staff with job security included 9 people (48%) business arrangements, 5 security guards (26%), and 5 cleaning personnel (26%).

Besides teachers and education staff, the presence of students from TS Maarif NU Blitar City was also important. In practice, they were actively involved as subjects or objects of policies set by madrasas. For this reason, MTs Maarif NU Blitar City, in implementing the policy of providing education during the Covid-19 pandemic, also involved students to participate in implementing the policy actively. Therefore, at the time of socialization to students, the principal also provided opportunities for students to give suggestion on the learning process that would be carried out. Therefore, students' existence was one of the main human resource factors that significantly determined the success of policy implementation. According to MTs Maarif NU Blitar City data, the number of students in the 2019-2020 school year was 667. With this training, teachers and students have the knowledge and skills to support policy implementation.

The data above showed that human resources at MTs Maarif NU Blitar City, including teachers, education staff, and students, were optimally prepared in the policy implementation process. As explained by the Principals, Mr. Anang Priadi, S.Si, the point to succeed implementing education policies during the Covid-19 pandemic involved all resources owned by madrasah. These resources were teachers, employees, and students. In addition, MTs Maarif NU Blitar city also prepared other resources, namely infrastructure facilities, funding, and other resources. Teachers and students were given training related to skills in using Smart TV. They were given training related to skills in using Smart TV and training how to create technology-based learning media.

The principal of MTs Maarif NU Blitar City also prepared facilities and infrastructure. Infrastructure and facilities are very important in supporting the successful implementation of policy implementation. in the

field of facilities and infrastructure prepared for the successful implementation of policies carried out by the principals. The facilities and infrastructure provided by the principal to support the implementation of the policy are by preparing 26 32-inch Smart TVs. of the 26 pieces were installed in all classes with a total of 25 classes. one to serve as installed in the multimedia control room. The Smart TV is also equipped with internet network facilities, so teachers can use the smart TV for online learning tools. The tools that can be used for online learning are certainly very helpful for learning effectiveness (Tekege, 2017). The principal also prepares money to prepare the costs for implementing the policy.

Based on the description above, the principal of MTs Maarif NU Blitar City in preparing resources consists of two kinds, namely tangible and intangible resources. Tangible resources are smart TV and cost. While intangible resources are human resources and information technology resources (internet network).

Disposition

Disposition is an activity in response to the tendency to implement or not implement a policy shown by employees (teachers, staff, and students). Like as described by Elih Yuliah, 2020) that Disposition or Attitude is a tendency or attitude of the implementer in executing the policy. The tendencies and attitudes shown by all policy implementers will have an impact in realizing the success of policy implementation. Policy implementers at MTs Maarif NU Blitar City included teachers, staff and students. To ensure the implementation of the policy, the principal must ensure that all implementers had clearly understood and accepted the established policies. In this case, the implementers will have the motivation to carry out the policy with complete sincerity. On the other hand, they will have counterproductive behavior if they do not understand and detect the content of the policy. To build harmony and common ground in responding to problems that arise during the Covid-19 pandemic, the principals always open forums with education staff and students formally and non-formally.

The principal's efforts to ensure that all policy implementers have knowledge of and accept the policy, the principal conducted intensive socialization to all policy implementers. Then, the principal also periodically controlled the implementation of the policy. The form of controlling the principal was by supervising teachers in the policy implementation process. During the supervision process, the principal

provides an opportunity for the teacher to ask questions related to policies that have not been understood. In this way, the teachers as implementers had a deep awareness and understanding of the content of the policy and would have a positive attitude in its implementation.

In formal coordination, the elaboration and coordination process were carried out through Full Group Discussion activities officially at the madrasah level. In contrast, non-formal coordination was done through social media using WhatsApp's Group (WAG) platforms. Some existing WAG includes the MTs Maarif NU Blitar City group, which is joined by all leaders (Principals and head of the joint head of teachers and employees, then the Teamwork MTs Workgroup, which includes the head and deputy principals. The Head of MTs Maarif NU Blitar City can coordinate and equalize perceptions in implementing policies through the media.

The principal's efforts in building the tendencies and attitudes of the implementers to have a high commitment in carrying out policies are not only carried out through formal means but are also carried out in non-formal ways. The formal way is carried out by the principal through official meetings in the form of meetings or programmed supervision. While the non-formal way is to approach everyone personally who the executor of the activity is.

To ensure optimal implementation of the policy, the principal choose an implementing coordinator by appointing one of the teachers who really has high integrity in implementing the policy. The teacher appointed as the coordinator was given the authority to coordinate all teachers in technical implementation in the field. This method was quite effective in mobilizing teachers in every activity that supported the achievement of policy objectives. Accuracy in determining the person appointed as the coordinator of implementing the policy was very important to note, because it had an impact on the implementation of the policy (Sutmasa, 2021). The principal also provides special incentives in the context of implementing the policy. The form of incentives provided by the principal in implementing the policy is by providing transportation money to teachers and staff every time they come to school. By providing these incentives, teachers and staff are expected to carry out their duties optimally and optimally (Edward III, 1980).

From the description of dispositions that have been described above, it can be concluded that the principal seeks to foster employee attitudes through formal and non-formal approaches in the communication process.

Meanwhile, to improve the performance of policy implementers, it was done by choosing the right person in choosing policy implementers and providing additional incentives for policy implementers. based on these facts, the principal has carried out a disposition process based on communication, positioning and incentives.

Camouflage Bureaucratic Structure (CBS)

The existence of MTs Maarif NU in Blitar City as an educational institution cannot be separated from the relationship with the government. MTs Maarif NU Blitar City is structurally under the authority of the Ministry of Religion of the Republic of Indonesia. Therefore, all activities and policies set by schools must be in line with the policies of the Ministry of Religion of the Republic of Indonesia. The harmonious relationship between MTs Maarif NU in Blitar City and the Ministry of Religion of the Republic of Indonesia has had a huge impact on policy implementation (Edward III, 1980).

Bureaucratic structure is one of the factors that must be considered to realize the success of policy implementation. Although all components involved in the implementation process understood how to implement policies, they will experience obstacles if they are not supported by a good Bureaucratic Structure, where the explanation is in accordance with the opinion Sitorus (2007) and Nalien (2021). . The practice carried out by school principals in establishing communication and synergizing these bureaucratic policies, namely by conducting intense communication and coordination with policy makers. then also carry out tactics on the policies that will be set so that they do not conflict with bureaucratic policies.

Government policy through the Circular of the Minister of Education Circular Letter Number 3 of 2020 regarding the prevention of the spread of Covid-19, one of the ways is by closing schools as well as face-to-face and replacing them with distance learning and socialized by the Ministry of Religion of the Republic of Indonesia. As a school under the authority of the Ministry of Religion of the Republic of Indonesia, the head of MTs Maarif NU Blitar City must also obey and follow this policy. For this reason, the principal communicates intensely with the Ministry of Religion in Blitar City to organize a direct or face-to-face learning process. Finally, from the results of the communication and coordination, an alternative solution was found for the implementation of face-to-face learning by diverting the learning process to be carried out under the authority of the

Islamic boarding school, with the condition that it still adheres to health protocols.

The principals said that coordination with the Covid city group was carried out to ensure and maintain MTs Maarif NU Blitar City students in shat conditions and madrasah environment conducive to learning activities during the pandemic. In addition, with the coordination of the Covid-19 task force team in Blitar City, the continuity of education at the ministry will always be controlled and monitored. Coordination both internally and externally, which is carried out by the Head of Madrasa and the Team with related parties, is carried out sustainably and gradually. To facilitate and improve the smooth implementation process of existing policies in MTs Maarif NU, the principals has coordinated intensely with the relevant institutions. Coordination with tiered parties directly relates to MTS Maarif NU Blitar City and other agencies supporting policy implementation, such as coordination with the Covid-19 task force and the Government of Blitar City.

The principal's actions in coordinating with the bureaucracy and setting tactics in making decisions to continue to carry out face-to-face learning without violating the rules are a form of the principal's commitment to the bureaucracy. On the other hand, the principal applies a camouflage strategy in order to continue to carry out learning at MTs Maarif NU Blitar City.

Leader and team commitment (LTC)

In situations that are difficult and limited, the presence of a committed leader is needed. The principal as a leader must still be able to create conducive learning situations and conditions for teachers and students (Robbins & Judge, 2013);(Charalampous & Papademetriou, 2019). The principal as the main actor has a big responsibility in overseeing the successful implementation of policies (Romero, 2021). Principals are faced with complex ethical situations (Berkovich & Eyal, 2020), (Shingler-Nace, 2020). the head of MTs Maarif NU shows his dedication in overseeing the implementation of the policies that have been set. This can be seen from the principal's commitment in preparing various resources that can support the implementation of policies. The principal also prepares special strategies in maintaining the implementation of policies, such as in the communication process, preparing resources, coordinating bureaucracy, and conditioning implementers. As explained by Wahyuddin (2017), that the principal must have a strategy to manage all members of his school.

All actions of principals and teachers will greatly affect the learning process (Muslim, 2020).

Regarding the process of implementing an in-out learning policy based on classroom assistance to increase the effectiveness of learning, the madrasah principal and his team had formulated a policy and disseminated it to the entire academic community and then transformed it to all school administrators. The function of implementing the madrasah principal's policy was to develop a policy implementation planning program through several operational steps, namely classroom arrangement to determine study groups according to the established capacity by considering health protocols and the implementation of teaching and learning activities inside and outside the classroom. After that, the class was arranged and prepared. The next step was that the teacher prepared all teaching materials and resources related to the subjects they master. After preparing teaching materials and resources, the next step was to create a strategy for implementing teaching and learning activities during the Covid-19 pandemic.

From the explanation above, some of the main factors that the head of a madrasah carried in implementing policies were communication, resources, disposition, and bureaucratic structure. In line with Edward III (1980), four aspects of implementing a policy are communication, resources, disposition, and bureaucratic structure. However, the communication aspect was emphasized in this study because it was based on the object under study. In addition to these four factors, to examine more detail and in-depth, the implementation of policies carried out by the head of MTs Maarif NU Blitar City, there were still other factors, namely the commitment factor of the leadership team and team commitment.
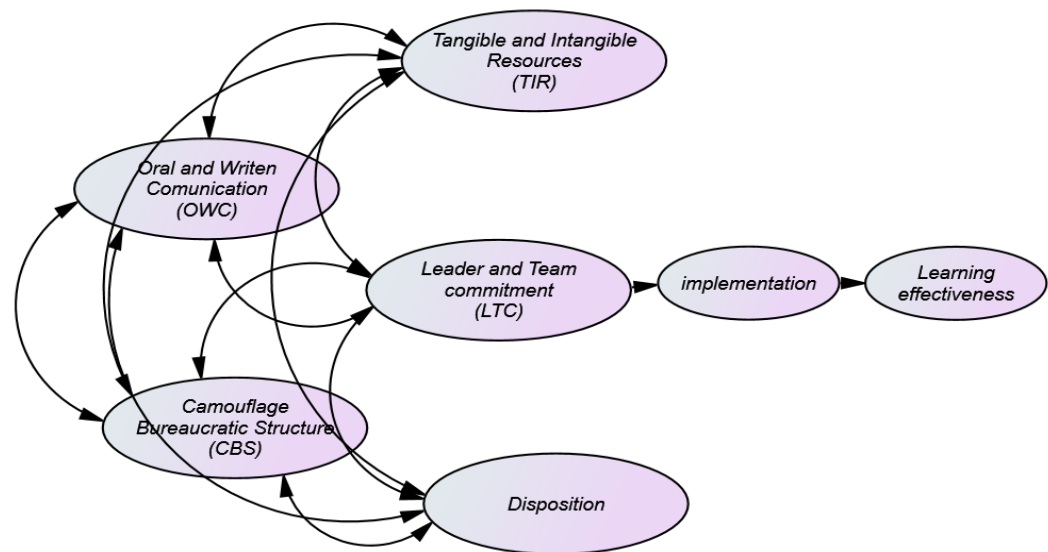
Figure 1. Policy implementation model for the principal of MTs Maarif NU Blitar City

The leadership's commitment can be seen through the earnest effort and desire to find solutions to face the increasingly widespread outbreak of the Covid-19 virus. This is in line with what Hardiyansyah offered in his research (Hardiyansyah & Effendi, 2014). From the results of the uni research, other factors appear in the policy implementation process other than those described by Edward III (1980) and Hardiyansyah & Effendi (2014). That factor was a team commitment. The team's commitment can be seen from implementing existing policies at MTs Maarif NU Blitar City. As in exposurefigure.1. all elements starting from the head of a madrasah, the directorate of Maarif NU Blitar City, deputy head of a madrasah, teachers, education staff, and students synergize to realize a joint policy(Hardiyansyah & Effendi, 2014).

Conclusion

The process of implementing the policy of the head of a madrasah (in-out learning system) in improving the effectiveness of learning during the Covid-19 period in MTs Maarif NU Blitar City tends to be the concept formulated by Edward III, with some main factors consisting of four determinants of success in the policy implementation process with the following details, namely communication factors, implementation or implementing attitude factors, resource factors and factors of bureaucratic structure. Based on the results of an in-depth study with a comprehensive analysis, it was known that other factors that drove the success rate of

policy implementation in MTs Maarif NU Blitar City use Oral and Written Communication (OCW), Tangible and Intangible Resources (TIR), Disposition process based on communication, positioning and incentives, Camouflage Bureaucratic Structure (CBS) and Leader and team commitment (LTC).

Suggestion

This research was conducted using a qualitative approach and in an emergency situation, so it needs to conduct further research using a quantitative or mixed approach. Research also needs to be carried out under normal circumstances. This research was conducted in schools managed by the boarding school system, so it needs to be done in formal educational institutions that are not in Islamic boarding schools.

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