DISTANCE LEARNING POLICY IN INDONESIA FOR FACING PANDEMIC COVID-19: SCHOOL REACTION AND LESSON PLANS

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ABSTRACT

The uncontrolled outbreak of the SARS-CoV2 novel coronavirus makes all countries confused. One of the impacts is the education sector so learning must be carried out online. This study aims to know the response of schools related to the COVID-19 emergency policy and preparation of learning conducted by teachers. This research is qualitative research with a phenomenological approach to defining school responses and teacher preparation for distance learning during the COVID-19 pandemic. The informants of this study were 49 high school teachers. The base of data collection is online using the Office Form and followed up with a private message to deepen the information. The stages of data analysis are to do data reduction, determine themes, explore engagement between themes, and make conclusions. The study conclusion is schools quickly adhere to government policies to implement distance learning. However, the follow-up at each school varied greatly. Each school interprets the government circular and adapts it to the situation of the school. Second, the teacher modified the existing learning design by considering local conditions and students' needs. Modifications to the design of learning were very varied because the needs of students and the character of the material were very versatile. The most difficult challenge was producing learning media and making fair assessment plans. The teachers were obstacles in making media because of the limited ability of IT and difficulty planning the assessment because they feel unable to see student activities carefully.

Keywords: COVID-19, Distance Learning, Education, Lesson Plan, School Reaction

1. INTRODUCTION

At the end of 2019, a new outbreak of pneumonia was discovered that had symptoms of dry cough, fever, and fatigue. The outbreak was first discovered in the seafood wholesale market in Wuhan, Hubei, China [1]. The outbreak has infected about 66% of staff in the market so that on January 1, 2020, the market must be closed. However, these steps did not stop the rate of spread of the virus. In January 2020, thousands of Chinese people were infected by the Plague [2]. The outbreak is known as the SARS-CoV2 novel coronavirus.

In the era of technology, human mobility is very fast. Then the spread of the virus more difficult to avoid. Kompas data (February 19, 2020) shows that the outbreak has spread beyond Hubei, even out of China. Some countries that have confirmed cases in their countries are Finland, Hong Kong, France, Japan, and Taiwan. The virus has infected more than 70,000 people and around 2,000 of them died. A month later the situation became less conducive
and the spread more massive. On 11 March 2020, WHO declared the coronavirus disease 2019 (COVID-19) a pandemic. By that time the plague had spread to 114 countries [3].

Eventually, the SARS-CoV2 novel coronavirus arrived in Indonesia. President Joko Widodo on March 2, 2020, announced that the first two cases of infection were found in Indonesia [4]. After the discovery of the first case, the number of cases of infection has increased. Based on official government data on https://www.covid19.go.id/, on April 27, 2020, there were 8,885 positive patients with details of recovering 1,107, 743 dead, and the rest are active cases.

One strategy to control the spread of viruses is to minimize interactions between people. One of the policies taken by the government is to close schools. According to [5] on 18 March 2020 that 107 countries had implemented national school closures related to COVID-19. Indonesia also implemented this strategy to control the spread of COVID-19. [6] stated that the results of their research showed that school closure showed a reduction in the spread of the SARS-CoV2 novel coronavirus virus was 5.6% (95% CI = 4.1-6.9), almost the same as H1N1 which was 7.6% (95% CI = 5.2-9.7) and H3N2 (95% CI = 3.1%; 2.5-3.2).

Beginning on March 16, 2020, almost all provinces in Java Island have made policies to close education facilities and change the face-to-face education format to online education. Then after a while, as COVID-19 cases increased, other provinces followed the home study policy. Then on March 24, 2020, the Indonesian government adopted a centralized policy through the Ministry of Education and Culture issued Circular Letter No. 4 of 2020 concerning the Implementation of Emergency Education Policy for the Spread of COVID-19. One of the circular points regulates the implementation of distance learning during COVID-19 emergencies.

The government made a decision very quickly to switch from the face-to-face education format to the online learning system. Even though up to now, there is only one government agency that has been authorized to provide online formal learning, namely an Open University. As for the school level, there is no single institution that uses online concepts in implementing formal learning. The continued impact of the COVID-19 emergency policy in education became an unusual thing and a very valuable experience. Under normal conditions, of course, the policy of changing the learning system suddenly is impossible. Rejection will occur in each region. However, the very dangerous threat of SARS-CoV2's coronavirus enabled this compelling policy acceptable to all. So far the research conducted is related to the implementation of e-learning in non-pandemic conditions. The conditions under which policies are always carried out with structured and systematic planning stages. Thus, research related to the implementation of e-learning during the pandemic is a new thing that needs to be described because of special conditions. How schools respond to policies and teachers in preparing teaching and learning is very interesting. Thus, this study aims to capture these two interesting things.

2. METHOD

This research is qualitative research with a phenomenological approach. Phenomenology research is a study that examines daily experience as a phenomenon concept. The focus of research is to describe the things done by respondents or research participants (in this research are teachers) in addressing a phenomenon [7]. This study defines the school's response to government policies related to changing the education system into distance education and how teachers make lesson plans. The policy was taken to anticipate and control the spread of the Covid-19 outbreak. The research was carried out in April 2020, which is precisely when Indonesia has implemented restrictions on the movement of its people.

2.1 Participants and Research Data

The informants of this study consisted of 49 secondary school teachers from all over Indonesia who had conducted online learning during the Covid pandemic 19. The research was carried out during the Covid-19 pandemic so that the data collection method was carried out online. The online method was chosen because of government policies that require all citizens to remain at home (President's instructions: study at home, work at home, and worship at home). The researcher spreads open questions through the official form and then confirms (interviews) privately for a deeper search related to some participant answers. Thus, it is hoped that research will still produce large and in-depth data even though online-based data retrieval.

2.2 Data analysis technique

Research data in the form of answers to open questions and the results of follow-up interviews
with participants were analyzed using a model developed by [8]. This analysis step is the stage of data reduction, finding sub-themes, looking for relationships between themes and conclusions.

3. RESULT

Learning in the Covid-19 pandemic era took place in the online format. All teachers were expected to work from home (WFH) and students could learn from home (LFH). It aims to minimize the crowd so that the spread of the virus can be minimized. The rapid spread of the virus forces the government to take quick steps without any neat and structured preparation. Table 1 contains the data that illustrates the beginning of the implementation of online learning during the COVID-19 pandemic in Indonesia.

<table>
<thead>
<tr>
<th>Data reduction</th>
<th>Theme</th>
<th>Links between themes</th>
</tr>
</thead>
<tbody>
<tr>
<td>All schools get circulars related to distance learning</td>
<td>The teacher gets a circular related to WFH but further steps depend on school policy</td>
<td>The government provides circular regarding instructions for implementing online learning but the technical implementation of socialization varies from one school to another school</td>
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<tr>
<td>Some schools conduct teacher-to-face training on distance learning</td>
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<tr>
<td>Teacher socialization and discussion related to distance learning methods through WA and practice with various software</td>
<td>Students get a circular on the implementation of online learning, but strategies to ensure mastery of online learning competencies vary</td>
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<tr>
<td>Some teachers learn independently from online learning techniques</td>
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</tr>
<tr>
<td>Online learning circulars are delivered to students through WA and other online media</td>
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<td></td>
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<tr>
<td>Subject teachers provide online lessons and guide online technical instructions</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Subject teachers provide outreach and online learning training to students</td>
<td></td>
<td></td>
</tr>
<tr>
<td>There are schools that coordinate with students and parents online</td>
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</table>

March 16, 2020, was the beginning of the policy of closing teaching and learning activities in schools by the government who felt the area had been exposed to Covid-19 such as DKI Jakarta, Central Java, East Java, West Java, and several other regions. Two weeks later, all provinces in Indonesia took the same steps because the conditions for the spread of the virus were getting out of control. Such a situation is unpredictable by all group so that all sectors did not have the readiness to deal with it, including the education sector.

All schools, public and private, got circulars from the central, provincial, and regional governments to carry out distance learning. This circular is the only socialization conducted by the government at the beginning of the implementation of online learning. It is very different from the culture of education in Indonesia where change always begins with gradual socialization (socialization, workshop, the appointment of a pilot school, model school, to full implementation).

Each education provider and each government had a busy response to the emergency COVID-19 so that the circulation of distance learning implementation had minimal coordination. The situation made each school had a different interpretation and follow-up to the circular. There were schools that allocate time to organize training, some of them were limited to socialization, some schools even implement WFH directly so there was no preparation. The school policy was based on the local situation of the school.

Regarding school policy at the beginning of distance learning, there are three broad categories. First, there were schools that organize distance learning training for teachers. There were two training policies. (1) The school carried out training before the distance learning activity was carried out. This fact was found in several schools
that chose to conduct online learning after March 16, 2020. Some schools conducted studies and conducted online learning training to anticipate if distance learning policies were also implemented in their area. (2) The school conducts training for teachers on the first and second days of distance learning. The school held a coordination meeting and distance learning training to equip teachers in teaching. There were schools that take internal sources, namely teachers or IT departments and there were also schools that take professional sources from outside the school.

Secondly, there were schools that did not have time to conduct training at schools then organize online learning training through the WhatsApp Group (WAG). The training process was carried out online which was guided by the school IT team. The use of applications that were trained depends on the insights held by the IT team so that each school uses various e-learning applications. The teachers were directed to practice using the application to be learned in a learning simulation. The scenario used was the teacher or the IT team who understands e-learning applications acting as instructors and other teachers acting as students.

Third, there were schools that are only delivering circular letters to teachers. Thus, teachers must explore independently to find out e-learning applications. Generally, in such situations, each teacher still exchanges information but was carried out informally, not carried out simultaneously, and structured in one school. Some teachers who had difficulty organizing e-learning would ask those teachers who had been able to organize online learning.

The following are some of the presentations delivered by study participants:

"Due to an emergency, there was no socialization, only each teacher took the initiative to make online lessons according to the teacher's abilities." (Stive)

"Knowing e-learning applications from WAG of teacher association and social media." (Shine)

"There was socialization. Every day the WA group of schools containing principals, teachers, and education personnel was always active." (Nick)

"There was an IHT on March 17, 2020, about online learning organized by schools using Webex and making questions online using Google forms." (Hildee)

"On March 16, 2020, remained at school even though students began studying at home. School principals and vice-principals in the curriculum field said that learning is done online." (Winkle)

The next sector that must be given socialization is students. Minimum socialization conducted by schools was to provide a circular which was a translation of the government circular accompanied by technical learning and learning schedules. Announcement of the implementation of distance learning suddenly made many schools unable to provide face-to-face socialization to students, especially the regions that implemented the policy on March 16, 2020. Thus, the circular was delivered by way of sending via private or group messages. Slightly different from the area that closed schools after March 16, 2020, they have observed other areas so that they have relatively little preparation.

Regarding coordination with students, each school had a very varied strategy. Schools coordinate online and generally use WhatsApp Group (WAG). Some schools coordinate with students, but some other schools also coordinate with parents. Coordination was done to provide an understanding of the rational implementation of distance learning, technical implementation, and collecting data related to the potential obstacles to the learning process.

Schools that were coordinated by the headmaster give responsibility to the teacher to provide orientation related to e-learning for students. There were two strategies found, namely (1) functioning homeroom teacher to teach students to use e-learning applications. It was expected that students have skills in using e-learning applications before starting distance learning classes. Such a strategy was carried out by schools that uniform e-learning applications. Uniformity of application makes all subjects use the same application. Therefore, the initial briefing on the use of applications by the homeroom teacher could be very useful to support smooth learning. (2) Giving a dual role to the subject teacher. The first role was as a subject teacher who teaches online and the second was teaching students in using e-learning applications that are used. This strategy occurred in schools that free up every teacher in choosing e-learning applications. Thus the learning began with an explanation of the use of the application. In addition, throughout learning, subject teachers provide services to students who had difficulty operating applications.
The following are some of the presentations delivered by study participants:

"Socialization to students was only through WAG. Explained to students and parents related to the procedure of implementing distance learning." (Roy)

"There were notification letters to students and parents. The socialization was delivered at the class WAG by the homeroom teacher." (Isnee)

"There was socialization through science subject teachers. Students were taught using the Zoom and Join application." (Damt)

"There was independent learning, assisted by the homeroom teacher through WAG." (Aloe)

When the government gave a circular, the consequence was running distance learning. The initial step taken by the teacher is to prepare the teaching and learning materials. This situation was actually very unique because learning had been running for 3 months in a face-to-face format, suddenly the teacher had to complete the one-semester with the online program. The portrait of teacher preparation becomes very interesting to study. Data on online learning preparation during the Covid-19 pandemic can be found in table 2.

<table>
<thead>
<tr>
<th>Data reduction</th>
<th>Theme</th>
<th>Links between themes</th>
</tr>
</thead>
<tbody>
<tr>
<td>Setting up distance learning classes</td>
<td>The teacher ensures that students are ready for distance learning classes</td>
<td>Learning preparation is oriented to the needs and character of students, namely the scope, packaging, and technical delivery of the material.</td>
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<tr>
<td>Make students understand the technicalities and learning procedures first</td>
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<td></td>
</tr>
<tr>
<td>The teacher determines e-learning applications that are appropriate to the student's situation</td>
<td>The teacher makes a planning process and learning outcomes</td>
<td></td>
</tr>
<tr>
<td>Prepare learning scenarios with a variety of anticipations</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Set meeting schedules and targets</td>
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<td></td>
</tr>
<tr>
<td>Arrange materials and assessments according to curriculum then upload them to e-learning application</td>
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<td></td>
</tr>
<tr>
<td>Prepare material that is of interest to students</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Make instructions as clear as possible in the learning process</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Determine the type of material file (audio, video, or picture) as needed</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Determine the technical delivery of the material (text and file-sharing or video conference)</td>
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</tbody>
</table>

The initial preparation made by the teacher was to determine the e-learning application that would be used. By determining the application to be used, the teacher could create an online classroom and then invite students to join the class. This stage was not simply because the teacher must understand very well the foundation in selecting applications. The teacher must know media that can be posted in the application, what format the meeting can be facilitated, was there a form for holding quizzes and examinations, and various other techniques. Second, the teacher must ensure that all students have the potential to be able to attend the class. Keep in mind that the distribution of 4G signals, the ability of students to buy internet quota, and the specifications of the devices they have are not the same, so the determination of applications will greatly affect student participation in online learning.

After the teacher determines the online class with a particular application, the teacher made technical and learning procedures. There were many variations of online learning. Teachers must be clear in defining their learning, for example, the
model of delivering material through video calls or
text-based communication, technical presence, test
format, and various other variables related to the
learning process. This was important for students
to understand so students can prepare themselves
for learning.

Controlling situations in distance learning was
relatively more difficult than face-to-face learning.
Many teachers said that they had to prepare
various scenarios to anticipate if there were
problems in the learning process that were
generally related to the smoothness of the internet
network. However, when there was a problem with
the signal, some technical problems can happen,
for instance, material files cannot be transferred or
the application cannot function properly. This
problem not only had the potential to afflict
students but could also afflict teachers. Thus,
making several scenarios was a good strategy so
that the negative impact of problems that might
occur can be minimized.

The learning schedule is one of the things that
is strongly affected by the implementation of
online learning. Under normal circumstances, the
school organizes 8-10 hours of learning per day
(40 minutes per class for junior high school and 45
minutes per class for high school). However, in the
implementation of distance learning, schools could
not carry out rigid learning scheduling as during
face-to-face learning. Schools reduce learning time
to one meeting for each subject in one week. The
policy was taken by considering various technical
reasons and the lack of preparation of the learning
system due to the Covid-19 pandemic emergency.
As a result, teachers must consider learning targets
that might be achieved with minimal time
allocation. Based on the allocation of learning
time, subject teachers had an overview of the
learning process.

In preparing the material, the teacher was still
guided by the basic competencies listed in the
curriculum. The most obvious difference from
face-to-face learning was that the teacher must
upload e-material in the class that had been
prepared so that it could be accessed by students.
Some e-learning applications provide a publishing
schedule so the teacher can upload all material
before learning and then set the publish time.
However, some other applications do not provide a
publishing schedule so the teacher must upload the
material when it would be published.

The character of distance learning is different
from face to face learning. In face-to-face learning,
the teacher can rely on his figure to attract
students' attention. However, in online learning,
the teacher cannot rely on his figure in attracting
the attention of students. The keyword for
attracting students is attractive material packaging.
The teacher must be able to process the material so
students are interested, not bored, and feel the
material is easy to understand.

There are many material formats such as word,
pdf, ppt, mp3, mp4, and so on. While there are two
class formats, namely text sharing and video
conference. The teacher maps student needs based
on the compatibility of the material with these
formats. There are material characters that are easy
to learn when the teacher displays them in a text,
there are materials that require video simulations,
there are also materials that must be delivered in
via video conference. Related to the class format,
the teacher also considers the readiness of facilities
and infrastructure owned by students and teachers.
If it is not urgent, in general, the teacher chooses
file sharing because it requires less internet quota
and can run with less stable signals. The decision
to choose a combination of material and class
formats is entirely determined by the teacher
because the teacher best understands the situation
of the class.

The following are some of the presentations
delivered by study participants:

"Preparing classes and uploading
materials, assignments, and assessments." 
(Dessy)

"Set the schedule and targets for each
meeting." (Enn)

"I made a learning scenario." (Arnold)

"Especially trying to understand the
technicalities and procedures." (Camri)

"Prepare material and exercises in the form
of word/pdf/video/recording in accordance
with the character of the material." 
(Umma)

The learning plan is the teacher's guide in
implementing learning. Actually, teachers already
have even semester learning plans that have been
prepared for the period from January 2020 to June
2020. However, changes in the learning system
resulting from the Covid-19 pandemic make
learning have to change to adjust government
policy. The data in table 3 is the data about the
lesson plan made by the teacher to carry out
learning during the Covid-19 pandemic.
Table 3: Lesson Plans During The Covid-19 Pandemic

<table>
<thead>
<tr>
<th>Data reduction</th>
<th>Theme</th>
<th>Links between themes</th>
</tr>
</thead>
<tbody>
<tr>
<td>Modify the Learning Plan so that it suits distance learning</td>
<td>Lesson plans are modified to suit students' conditions and online limitations</td>
<td>The teacher modifies the learning design so that it can be carried out online</td>
</tr>
<tr>
<td>Modifying the Learning Plan is structured or spontaneous</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Eliminating learning activities that are impossible</td>
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<td></td>
</tr>
<tr>
<td>Using context around the house to explain the material</td>
<td>Assessments are planned using the method that can be observed online</td>
<td></td>
</tr>
<tr>
<td>Reducing the emphasis on learning achievement targets</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Attitude is assessed from the discipline and process of delivering opinions</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Attitude assessment refers to the data of previous students' attitude values</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Knowledge is assessed by quizzes and assignments</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Skills are assessed with a video portfolio</td>
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</tbody>
</table>

At the beginning of the even semester, January 2020, the teacher had designed a learning process that includes learning scenarios in detail starting from the foundation of the material, targets, processes, and how to evaluate the learning process. But in March, the government took a quick step to change the face-to-face learning system for distance learning in an effort to control the spread of the COVID-19 outbreak. Emergency situations did not provide an opportunity for education providers to make proper preparations. The strategic step taken by the teacher to prepare the learning process was to look back at the lesson plans that had been made then make modifications. Field facts show that all teachers made modifications but some did it in a structured way that was changing the contents of the lesson plan before carrying out the distance learning process and there were those who did it spontaneously that was directly adjusting the learning process without making changes to the contents of the lesson plan.

In modifying lesson plans, the main thing that teachers did was mapping learning activities. The teacher examines which learning activities were possible, need adjustments, or might not be carried out with an online learning format. For example, in high school physics learning activities, in optical material teachers can convey basic concepts through explanations, and modules can be uploaded in the application. For the optical practicum, schools generally have complete practicum facilities in the Physics Lab. However, teachers must make adjustments so that students can do practical work at home that is utilizing a variety of household tools or does application-based simulation labs such as PheT, geophysics, Walter Fendt, or simulation applications made by the teacher independently.

At the beginning of the even semester, learning had been designed in various contexts with the assumption that the teacher could facilitate in opening students' insights. Changes in learning systems make teachers had to change various contexts in the material. The context of the material was changed to be as close as possible to the home environment or the environment known by students. Thus it was expected that students would be easier to understand the material. The Covid-19 context was also often included in the learning process because the context was very close and was able to increase awareness of the dangerous virus.

Learning achievement is another thing that must be modified by the teacher. Educational providers feel that the targets of distance learning outcomes cannot be compared to face-to-face learning processes. There are several reasons, namely (1) distance learning is carried out suddenly so that there is no proper preparation, (2) the duration of learning is different from the duration of learning in normal times, and (3) the condition of each student is very varied. The third
reason has a relatively complex description. One of the advantages of learning in schools is that there are standards for learning facilities so students are conditioned in relatively similar learning situations. Thus, the target of learning achievement becomes easier to determine. However, in distance learning, everything that is attached to students becomes very varied. Examples are home study facilities, smartphone specifications, internet signal stability, parental support in creating a conducive learning atmosphere, and various other technical issues. These variations make it difficult for schools and teachers to formulate achievement targets so that during the Covid-19 pandemic emergency, the emphasis on learning outcomes is reduced.

Related to assessment, teachers had a way of assessing each of the assessment domains. For the attitude domain, the teacher designs an assessment instrument that pays attention to student discipline and courtesy. Discipline is the on-time in the following classes and collecting assignments. Courtesy is the attitude of students in answering questions, asking questions, and expressing opinions. That is what is felt by the teacher can be observed. Planning knowledge assessment is easier than all. The teacher can use the assessment instruments in the lesson plan without making modifications. The teacher is only required to send questions to students and students send answers to the teacher. The format can vary depending on the e-learning application used by the teacher. For the skills domain, teachers generally try to design a video portfolio-based assessment of student activities.

The following are some statements made by study participants:

“Modifying the existing lesson plan was adjusted to the condition of students, the media, and duration.” (Umma)

“Not modifying or making lesson plans again, only modifying explicitly.” (Semy)

“Just modifying it a little. There was a lost learning process that needs to be replaced.” (Sunny)

“Knowledge assessment was given a matter of knowledge in the form of application questions in the surrounding environment.” (Vea)

“Referring to the instructions of the provincial government, I did not pursue the target of completing the material.” (Mommy)

“The skills assessment I took from the video assignment I asked to send in this case was assessed process.” (Teas)

4. DISCUSSION

The closure of schools is one of the steps taken by the government to control the spread of COVID-19. [9] states that school closures can reduce influenza transmission. [6] showed that school closure also showed an influence on the spread of H1N1, H3N2, and also the SARS-CoV2 novel coronavirus. Various scientific considerations and experiences from other countries are considered by the Indonesian government to take the policy of closing schools.

In general, Indonesia is changing the education system gradually. An example is curriculum change. The change process is carried out starting from socialization, conducting training and workshops, implementing at model schools, then implementing national scale [10]–[13]. Changes in the learning system due to COVID-19 are implemented immediately and without preparation. One of the biggest challenges is to uniformize the understanding of schools and teachers in responding to government policies [14]. Thus, it becomes natural if the attitude of schools in responding to policies is very diverse.

At present the curriculum that applies in Indonesia is the 2013 curriculum. The curriculum regulates that formal learning is carried out in schools [15] with the duration of time per subject that is arranged rigidly [16], [17] and the learning process is guided directly by the teacher. The character of distance learning is very contradictory namely the separation of teachers and students [18]. Currently, there are many technologies that can offer flexibility when, where, and how to distribute subject matter [19]. In the current technological era, various visual representations can be packaged virtually. These technological facilities can assist teachers in providing understanding to students [30]. Distance learning can rely on many technologies and features such as multimedia, audio, and video streaming, web conferencing, instant messaging, peer-to-peer file sharing, and so on [20].

[21] said that teachers are concerned with the transition from face-to-face learning to distance learning due to IT-based abilities and managing learning. Teachers have weaknesses in producing
attractive and communicative IT-based media [22]. In addition, many teachers complained about the lack of enthusiasm of students in the learning process [21] although the silence of students in online learning cannot be concluded unilaterally that students are not enthusiastic [23]. These two concerns are common in Indonesia because long-distance chasing at the school level is only once implemented.

In addition to the teacher aspect, there are several other factors that challenge the implementation of distance learning well. [24] revealed that one of the problems in the implementation of the Computer-Based National Examination was the lack of IT ability of students and the uneven distribution of internet networks in Indonesia. It also must be an obstacle in implementing online learning.

Learning orientation for student teachers is urgently needed [25], even if it is limited [26]. The statement from [25] should be a special consideration as a form of anticipation if such conditions force the country to hold long-distance education. The ability of teachers to design learning is an important factor that must be guaranteed. Good learning design can determine the quality of the implementation of e-learning [31]. Even if well designed it can increase motivation and achievement [32]. [27] states that school and government collaboration is a very important factor. Furthermore, e-learning environments have got a positive impact on human cognitive development [28, 29] if it is used properly.

5. CONCLUSION

The government gives circulars to each school. Schools quickly adhere to government policies to carry out distance learning during COVID-19 emergencies. However, the follow-up at each school varied greatly. Each school interprets and adapts to the environmental conditions around the school. The teacher makes a learning plan by modifying the existing learning plan by considering the conditions and needs of students. Learning design policies are different because the conditions and needs of students and the character of the material vary so the teacher must make a distance learning plan that can facilitate the majority of students. The most difficult challenge teachers have is producing media and making fair judgments. The teacher is hampered in making media because of the limited ability of IT and the teacher has difficulty designing the assessment because he feels unable to see student activities carefully. The results of these studies can be the basis for improvement the implementation of distance learning at this time and can be used as a reference for future application, in Indonesia and other countries.

There are two limitations to this study. (1) This research is limited in direct observation because the research process was carried out during the co-19 pandemic. Thus, researchers have not been able to see directly the phenomena that occur in the field. (2) This research has not studied in depth related to the online learning process. Exploring the distance learning process during the co-19 pandemic is very important to see the implementation of the learning plan and the details of the deficiencies that need to be addressed.

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