The Structural-Pragmatic-Situational Approach in Policy Determination for Optimizing E-Learning in UIN Raden Mas Said Surakarta

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ARTICLE INFO	ABSTRACT
	The covid-19 pandemic that unexpectedly brought the education world almost stopped due to the ban on face-to-face learning. This research aims to find a suitable policy determination model to optimize e-learning in Islamic universities. This research uses a qualitative approach that combines interviewing, documentation, and focused group discussion in data collection and validation. This research has focused on UIN Raden Mas Said Surakarta, Indonesia, with key respondents being university leaders. Faculty leaders, postgraduates, institutions, units, e-learning managers, and admin staff are informants. The data validation use triangulation and data analysis with interactive models. The study provided findings that the process of policy determination applied is top-down by involving all elements of the leadership democratically. The policies-decision is applied using a structural-pragmatic-situational (SPS) approach. The contribution of this study is an SPS approach can overcome emergencies quickly and appropriately in policy-making.

How to Cite:

INTRODUCTION

The revolution in education has occurred since the arrival of the covid-19 pandemic. This revolution happened in Indonesia and almost all countries that experienced it. Some research findings point to various facts related to this. Among them is research in the United States (Aguliera & Nightengale-Lee, 2020); Vietnam (Pho et al., 2020); Singapore (Müller et al., 2021); England (Lorenc et al., 2021); Philippines (Joaquin et al., 2020), Trinidad and Tobago city (Kalloo et al., 2020); Jordanian (Al-Jedaiah, 2020); and other countries. Education sustainability in the pandemic period is the primary consideration for various strategic steps. Education is crucial for a country because the educational process can be an indicator of the quality of a nation (Nuryana et al., 2020).

The use of e-learning platforms in implementing education is the best solution today. Many media are used in different countries and institutions, considering many factors. This

condition appears from the following research results (Burgos, 2019; Kandri, 2020; Kumar & Bervell, 2019; Liu et al., 2020; Mtebe, 2019; Stanley-Clarke, 2020; Sulasmi & Agussani, 2021). Among the e-learning platforms used are the form of learning management system (LMS) based media such as moodle, google classroom, Instagram and others. Trinidad and Tobago developed an integrated technology called ScreencastOmatic (Kalloo et al., 2020). The use of technology in education has provided many benefits for colleges (Zabolotniaia et al., 2020). At UIN Raden Mas Said Surakarta, an online-based learning policy has also been established since the beginning of the Covid-19 pandemic. Lecturers are free to take advantage of various online platforms for learning. Respondents state this in the preliminary study (Resp. 01).

Appropriate policies addressing various restrictions in the pandemic period can ensure the effective and efficient implementation of learning. The results of the London study state that educational institutions and policymakers should consider the consequences of each set step provide full support for vulnerable students and those with special needs, and consider strategies to address gaps in education and health (Lorenc et al., 2021). In Indonesia, there are research results that there are no standards in formulating the policy of using specific virtual platforms for the online learning process (Sulasmi & Agussani, 2021). Thus, what is essential is established is the flexibility in utilizing online learning platforms. Educators can define their learning platform democratically with their students, as in Trinidad and Tobago (Kalloo et al., 2020).

The process of education policy-making can use many patterns. For example, we can use three empirical, evaluative, and normative approaches to analyze educational policy (William N., 2018). Another model is the cognitive model. The results of the research state that to develop higher education in Eastern Europe, use this model, can be used to strengthen state policies in the field of education (Filippova et al., 2020). Each condition requires a different approach to produce the appropriate policy. Therefore, an educational institution leader must understand and apply various decision-making approaches.

Universities are the best equipped to implement e-learning. Universities are pioneers in restructuring and innovation in learning (Miller et al., 2020). The research results in Serbia showed students' performance related to the digital media platforms used (Rakic et al., 2020). The same is true in Singapore, which states that during the COVID-19 pandemic, E-Learning has become a new tradition in higher education (Müller et al., 2021). Technological innovation in colleges has been one factor in improving the institution's professionalism. One of them found in research that analyzes the implementation of Moodle LMS can enhance the professionalism and efficiency of universities (Zabolotniaia et al., 2020). Research from Yaseen shows that students' performance in the UK and Jordanian universities have similar (Yaseen et al., 2021).

However, educational institutions respond to national guidelines to organize online learning in a variety. Some accept and are immediately ready to implement because they already have the infrastructure and have implemented e-learning. Some institutions make with all swift efforts to adjust (Joaquin et al., 2020); (Zgheib & Dabbagh, 2020); and (Zabolotniaia et al., 2020). However, some institutions have difficulty implementing such policies due to limited resources. Research results show that some universities cannot implement the policy properly (Sulasmi & Agussani, 2021); (Makruf et al., 2022). The

study's findings confirm that many countries have difficulty implementing online learning during the pandemic. In different countries, there are also relatively similar problems.

Even various countries also experienced obstacles to organizing e-learning during the Covid-19 pandemic. In Brazil, for example, the results showed that students need psychological assistance because they have many difficulties, low interest in learning, and various technical conditions that hinder learning (De Souza et al., 2020). In the Philippines, there are also findings that there is no complete understanding of state policy. The study also compared universities in the Philippines, Thailand, Vietnam, and Indonesia (Joaquin et al., 2020). Another model is a training and mentoring model in the home to support online learning (Orlando et al., 2021). Studies of students' perception of online learning in pandemic times show many obstacles and are ineffective (Purwadi et al., 2020). Aditya's research results in Yogyakarta, Indonesia, show that educators are ready to carry out online learning. However, rural areas have more obstacles (Aditya, 2021).

Many educational institutions do not involve internal stakeholders in the policy-making process. In modern and democratic societies, multi-stakeholders involve in critical decision-making (Blühdorn & Deflorian, 2019). Experience from New Zealand universities successfully improves the quality of education because they include stakeholders in decision-making (Hemi et al., 2021). In learning, lecturers and students have a strategic role in determining learning success, including e-learning-based education (Coşkunçay et al., 2018). The involvement of stakeholders in decision-making is also one form of implementing democratic principles. Deliberative systems theory shows that a democratic society will work well when good communication between citizens and policymakers (Holdo, 2020).

Due to less careful considerations, top-down education policies are often difficult to implement and vulnerable to rejection. Top-down policy-making focuses on general policy formulation and generating consistent behavior patterns across all regions (Madjid, 2018). Melissa Leach found that many policies were top-down, rigid, and goal-oriented short-term or narrow-term in the pandemics (Leach et al., 2021). Policies not established by involving other parties will usually be more comprehensive and get strong support. However, not all top-down approaches will have difficulty implementing, and this method can also happen in policies in a bottom-up manner. The most crucial factor in minimizing resistance from stakeholders is to involve them in decision-making, although initiatives can arise from organizational leaders.

Many educational institutions could not organize online education during the Covid-19 pandemic effectively. The Learning Management System (LMS) can be one of the best and most widely used solutions in online learning (Coşkunçay et al., 2018). However, not all institutions can develop the LMS. Most educational institutions prefer to apply social media to online learning. A study in the USA showed that social media had become one of the models in learning integrated with the name of social media learning activities (SMLA) (Zgheib & Dabbagh, 2020). Viktor Shurygin, in his research, identified various universal platforms in e-learning (Shurygin et al., 2021). So varied the implementation of online learning, even the use of the term alone makes it difficult to distinguish between distance learning, e-learning, and online learning (Moore et al., 2011).

Not all stakeholders of educational institutions provide support to E-learning implementation policies. In every procedure, there is often resistance, and how to respond

to and overcome it (Vivolo, 2016); (Lockwood et al., 2019). The role of the leader in implementing the right leadership strategy will determine the successful implementation of the policies he sets. For this reason, leaders must draw strategic steps from the policy-making process, implementation, and evaluation. Therefore, it is necessary to find the right and rapid policy determination approach to optimizing the performance of e-learning in universities. This research analyzes the Structural-Pragmatic-Situational (SPS) approach to determine e-learning implementation policies during the covid-19 pandemic by focusing on UIN Raden Mas Said Surakarta.

LITERATURE REVIEW

Policy Determination

Policy determination is analyzing policy formulation, which is one of the stages of policy-making. The complete stages of the policy-making process include agenda setting, policy formulation, and policy adoption and proceed through policy implementation, policy assessment, and policy adaptation (William N., 2018). While policy determination is an analysis of policies related to how policy is made, why, when, and for whom policies are made (Parsons, 1997). Analysis of the policy-making process is important because policy formulation is related to problem-solving (Birkland, 2015). Thus analyzing the policy-making process will predict the success of problem-solving that will be applied.

Approach to Policy Determination

The educational policy-making process can use a variety of approaches. One of the policy-making approaches on campus is democratic, which uses the meeting process for decision-making. In addition to the democratic approach, there is also a situational approach (Arwildayanto, 2018; Filippova et al., 2020), top-down approach (Madjid, 2018), and pragmatic approach (White et al., 2020), which is understood to be different from the emergency approach (Aguliera & Nightengale-Lee, 2020). In modern and democratic societies, multi-stakeholders involve in critical decision-making (Blühdorn & Deflorian, 2019).

Three approaches can analyze education policy: empirical, evaluative, and normative (William N., 2018). An empirical approach is an approach to policy analysis that aims to answer the problem of facts. The same is done in an evaluative approach that seeks to find value over something. At the same time, the normative approach is further action on what the leadership must do regarding the policies formulated.

Optimizing E-Learning in University

Universities are the educational institutions that are best equipped to implement e-learning, and universities can be pioneers in using technology (Miller et al., 2020). E-learning has become a new tradition in universities since the Covid-19 outbreak (Müller et al., 2021). However, e-learning on campus is still a lot of emergency (Müller et al., 2021). Optimizing e-learning in universities needs a good decision, and decisions that are acceptable to all parties are needed. In this case, the decision-making process needs to involve all components on campus. In system theory, the relationship between policymakers

and society will be well established in a democratic society (Holdo, 2020). Nonetheless, in implementing new policies, there is usually resistance. College leaders must have the right strategy to overcome this resistance (Vivolo, 2016); (Lockwood et al., 2019).

METHOD

Research Design

The research uses a qualitative descriptive approach that focuses on policy studies (Cohen et al., 2018; Creswell John W, 2009). In its implementation, the study applies an empirical approach to reviewing events that have occurred. This approach aims to understand the research object (Cohen et al., 2018) and the policy formulation (William N., 2018). The study focuse at UIN Raden Mas Said Surakarta, Indonesia, from July to October 2021.

Subject and Data Collection

The subject of this study is 30 persons, including leaders at the university, leaders at the faculty, leaders at the institution level, lecturers, academic sections, and e-learning operators. University leaders include rectors, vice-rectors, and bureau chiefs (4 persons). Faculty leaders include deans, vice deans, and study program chairs (15 persons). The leaders of institutions or units consist of quality assurance institutions, information technology centers, and databases (2 persons). The academic part studied is the academic staff on the faculty (5 persons). The operators are the technical manager of e-learning at the university level and in some faculties (4 persons).

The data collection uses interviews, documentation analysis, and focused group discussions. The researcher collects documents from the university's website, archives, and respondents. At the same time, the interview is directly both individually and interview together in one forum. The interview uses semi-structured techniques, allowing new questions during the discussion. Interviews ask about the policy formulation process, the parties involved, and policy objectives.

Analyzing of Data

The data analysis is an interactive model consisting of data collection, display, condensation, and conclusion: drawing/verifying (Miles et al., 2014). This interactive process continues until data and analysis results are considered complete—the data validation and analysis using Focused Group Discussions (FGD) involving respondents (Cohen et al., 2018; Jason & Glenwich, 2016). FGD is a forum to explore data and triangulation through interviews to formulate conclusions. This FGD is conducted twice by inviting all research respondents, from leaders to staff operators (30 persons). The first FGD is to analyze data from respondents. In contrast, the second FGD discusses research and analysis findings to formulate conclusions. In the matrix, the design of this study is as follows:
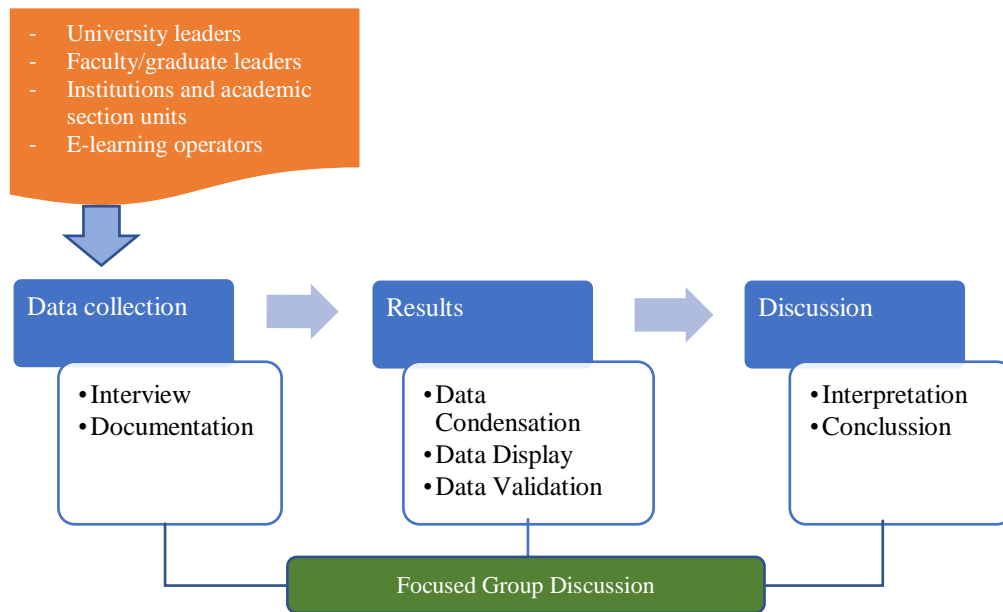
Figure 1. Process research design

FINDINGS

The first stage of data collection uses documentation analysis. Various documents are collected and identified and mapped. Then the document data is described and compared with the data of interview results. All can be ordered and presented in the following aspects. The following elements can explain the process of determining the implementation policy of e-learning based:

Completeness of Policy Documents

Based on data collected from documentation studies, the policy formulation related to e-learning implementation in UIN Raden Mas Said Surakarta is quite complete. This document includes the government's policy documents through the Minister of Religion Affairs, Minister of Home Affairs, Minister of Education, Culture, Research and Technology, and Minister of Health. Composed papers at the institutional level in rector decisions and circulars, vice-chancellor circulars, operational guidelines, and standards and procedures made as operational guidelines. This document has set up learning models during the covid-19 pandemic, provides a choice of platforms used in learning, and provides quality standards.

This e-learning implementation policy document consists of university, faculty, graduate, and unit levels. Each document governs according to its authority and binds to all parties concerned. Policy and regulatory documents are established and socialized directly to lecturers, staff, and students. The papers found many level documents. The first level is state regulation, including a joint decree of four ministers, a circular letter from the minister of religion affair, and a circular letter from the director of Islamic higher education. The second level is university regulation, including a rector circular, a letter of vice-rector for

academic and institutional development, several online learning guidelines, and the quality assurance of online learning.

The Process of Formulating Education Policy

Interviews with several respondents revealed that formulating online learning policies is happening quickly and nationally. The Covid-19 pandemic is the event behind the emergence of the policy. Respondents conveyed this data during the interview with the following statement: "This policy-making process is inseparable from the covid-19 pandemic that forced the adjustment of educational programs from offline to online. Restrictions with health protocols make the campus must facilitate online learning by utilizing a unique and free platform as chosen by lecturers" (Resp.01).

This interview focuses on knowing the policy-making process from preparing policy draff until the discussion in the leadership meeting. The researcher interviewed some respondents to collect data on the policy-making process. The respondents stated these data during the following conversation: "The drafting process involves the leaders of UIN Raden Mas Said Surakarta starting from the rector, vice-rector, dean, director, vice dean I of academic institutional development, and deputy director of postgraduate. Draff guidelines were prepared by the vice-rector in academic and institutional development. Discussions with leaders formally at the meeting or through informal sharing through The WhatsApp group and after finalization, then submitted to consideration by the Rector" (Resp.01).

After establishing regulations at the university level, faculty, postgraduate, and unit leaders draw up implementation guidelines. Drafting these guidelines also involves faculty leaders, study programs, and academic sections. The respondents stated this data during the interview (Resp. 03, 04, 05). So at every level, policy formulation and regulation are carried out in a participatory and collective manner. After the deciding document, the leader socializes with stakeholders through the website, WhatsApp group, and online forum meetings.

The interview obtained data that policy formulation at the institutional level involves leaders collectively, meaning involving leaders who will later be related to the implementation of the policy. The process can provide an idea that policy formulation is effective.

Considerations in Policy Formulation

Policy formulation takes into account a variety of related factors. Respondent 01 stated, "There are several considerations in formulating an e-learning policy. The consideration factors in formulating the policy of organizing e-learning-based learning are many. Among them are considerations of safety factors. Since 2020, there has been a covid-19 pandemic that requires the implementation of health protocols in all aspects of life. Including in the field of education, health protocols have been implemented that result in a ban on carrying out learning offline and must be diverted into online or online learning" (Resp.01).

The researcher did the interviews related to the consideration of decision-making with several respondents from the elements of the college leadership. The results of this interview are that other consideration factors are technological, economic, and psychological. The first reason is a security consideration: to avoid transmission of covid-19. Both reasons for

technology, namely the public, already know technology and have the means for online learning. The third is the economic reasons; education must continue to run so that the economy does not stop. Fourth is psychological consideration, namely to maintain the growth and development of learners following their age. Thus, education must continue and not stop (Resp.01, 02, 03).

Leaders at the faculty and institution levels reinforce the e-learning policies for pragmatic reasons. The granting of freedom of use of e-learning platforms to lecturers and students considers more aspects of the continuity of the learning process. Thus the covid-19 pandemic factor is the main consideration in determining the technical online learning used. (Resp.04,05).

Implementation of E-Learning Policy

A good policy can provide guarantees against the optimal implementation of e-learning. The interview results found data that the leaders of UIN Raden Mas Said Surakarta implemented E-learning flexibility. Every lecturer must facilitate students' online learning performance with various media alternatives. The campus has prepared LMS as the leading platform, but at the beginning of the implementation of online learning, the campus did not use LMS in full. The LMS platform named Sikulon can be accessed at the Url: https://sikulon.uinsaid.ac.id/. Lecturers can use other platforms to support learning. The media used are WhatsApp Group, Google Classroom, Zoom Meeting, Google Meet, and others. (Resp. 01, 05).

The statement of respondent 01 also corroborates this; "The formulation of the policy of implementing e-learning using social media is to make it easier for lecturers and students. This policy is because the LMS (Learning Management System) is still unfamiliar and not ready for infrastructure. Lecturers are free to choose the platform used in learning." (Resp. 01). Respondent 02 also stated that implementing this e-learning policy ensures that the lecturers implement online learning. While the media used is not limited to one platform, lecturers can use various media according to their learning characteristics and freedom (Resp. 02).

Targets of E-Learning Implementation Policy

Based on the results of interviews (Resp. 01, 04, 05) and documentation studied, the e-learning implementation policy targets all the institution's stakeholders. Therefore, the policy objectives are university leaders, faculty and study program leaders, lecturers, staff, e-learning admins, students, IT development teams, and quality assurance teams.

Based on the data of the policy documents analyzed, we know that each goal of this policy already has its duties and responsibilities. The leader is responsible for preparing regulations, guidelines, and technical instructions for learning. The lecturers can develop an online learning design assisted by the e-learning admin team. The IT development team creates a Moodle-based LMS (Learning Management System). At the same time, the quality assurance team develops standards, monitoring, and evaluates online learning implementation.

DISCUSSION

Before conducting the analysis, the researchers invited the informants to follow the FGD. The researcher presents all the documents and interview results collected in this activity. Then FGD participants give their opinions to strengthen existing data or explain the initial data collected. Analysis of all the existing data is after completing this process. This analysis process discusses theory and practice to formulate conclusions correctly.

Several documents show a top-down process in policy formulation (Madjid, 2018). The Circular Letter of the Minister of Religious Affairs number 3 of 2020 has become a solid foothold for draft regulations at the university level. Guberskaya (2019) defines college policy as an integral component of state policy (Filippova et al., 2020). Making policy on campus is done democratically by holding a meeting before deciding. While the policy formulation approach used is situational (Arwildayanto, 2018). In this case, the university uses a pragmatic approach to policy formulation. Practical decisions use MOOCs, collaborating with external platform providers, and reputational risks associated with educational institutions (White et al., 2020). Lorenc's research also states that the mitigation process for obtaining learning solutions in pandemic times is pragmatic to maintain social distancing despite changing existing behavioral habits (Lorenc et al., 2021).

The arrival of a pandemic is unpredictable. This situation has forced all education actors to take rapid steps to overcome the education problem, namely with the implementation of online-based learning. Muller called e-learning during this pandemic an emergency (Müller et al., 2021). Although emergency, pragmatic, and situational, a complete policy document has made the policy implementation process work well. Pragmatic considerations are different from emergencies because emergency remote teaching (ERT) appears unprogrammed and planned in implementing distance education models (Aguliera & Nightengale-Lee, 2020).

Data findings in values, facts, and educational actions have followed with a practical program to get out of the problem at hand. The involvement of all compatriots on campus to formulate policies and implement them has changed the mindset of some lecturers who consider online learning ineffective. A study in Vietnam shows the impact of the covid-19 pandemic on online learning in higher education (Le et al., 2021). Long before the pandemic, some research has demonstrated the effectiveness of online learning (Balakrishnan & Gan, 2016; Bariah & Sidik, 2019; Ghilay, 2013; Ketut Sudarsana et al., 2019; Lee et al., 2016; Ni, 2013). Research in Israel shows the effectiveness of technology in learning (Tzur et al., 2021). The research findings also prove that the application of e-Learning is the potential for practical education in the long term (Meinert et al., 2021). Almost the same results obtained by Rakic in his research show a significant relationship between student performance and e-learning platforms in learning (Rakic et al., 2020). A study from Siron shows that several variables affect students' activeness: students' experience, computer anxiety, and perceived self-efficacy (Siron et al., 2020).

Involvement in making policy is a separate force from the resulting policy. Community participation in decision-making can affect the quality of education, ranging from planning to implementation of educational programs (Rosnon et al., 2021). Psychologically, the people or parties involved in decision-making will support and strive to carry out in earnest. Participatory policy formulation can accommodate all the interests and aspirations of

stakeholders who will later become the object of the policy (Madjid, 2018). This engagement is also designed systematically and structured so that e-learning can quickly become the knowledge and skills of lecturers, staff, and students.

From the policy formulation process implemented at UIN Raden Mas Said Surakarta, we know it follows a pragmatic approach to theoretical principles of policy-making. This practical approach is to find several other studies (Aguliera & Nightengale-Lee, 2020; Chou, 2020; Gobat et al., 2021; Lorenc et al., 2021; White et al., 2020). Findings in the FGD also corroborate the data from documentation studies and interviews. The top-down policy-making process is structured, starting from a policy at the university level with the rectors' decision, then lowered to the faculty, graduate, and other related units. The document data also shows a pretty good policy process and complements each other. The findings of the FGD also indicate that the policy document is considered sufficient. However, policy documents are still regarded as incomplete in regulating technical matters in implementing online lectures, especially in learning assessments. One finding indicates that the assessment process is less programmable and systematic because the lecturers can decide it, each with a format, standard, and assessment system that is also very flexible. This finding then becomes one of the recommendations to improve the quality assurance document of the implementation and assessment of online lectures (FGD, September 25th, 2021).

The policy determination model applied at UIN Raden Mas Said Surakarta is considered successful in optimizing e-learning in learning. This model can be called the Structural-Pragmatic-Situational (SPS) approach, which implements top-down and democratic processes. This model can quickly take policies according to the evolving situation, and a top-down or instructional approach supports decision-making speed. In this process, the highest leadership has a more dominant role in initiating and taking strategic steps at the central level (Madjid, 2018).

Similarly, leaders at the middle and lower levels take quick actions in making decisions. This step is possible because the policies set at the top management level are instructive and binding on all parties. This finding is almost the same as the results of research from Priatna, which states that the key to the success of e-learning implementation policies is setting policies that are binding on the academic community to carry out e-learning (Priatna et al., 2020)

The involvement of the leadership of educational institutions in an institution is crucial to strengthening the legitimacy of policy. In the context of UIN Raden Mas Said Surakarta, university leaders have applied democratic principles in formulating policy by involving faculty, graduate, and institution or unit leaders. Faculty leaders also do the same in developing various guidelines and technical instructions for implementing the policy. The process demonstrates a participatory top-down approach (Arwildayanto, 2018).

The Structural-Pragmatic-Situational Approach (SPS) can also speed up the policy formulation process because the policy needs to review and revised. Contextual factors of the procedure can affect its implementation, and these contextual factors are structural, cultural, and international (Madjid, 2018). Pragmatic approaches can formulate swift action in a short time as needed today. With these considerations, policies are also not developed through complete stages. The primary policy determination process concerns how to make the policy, why, when, and for whom (William N., 2018). The SPS approach is relevant to

use in emergencies and under normal conditions. The policy formulation process generally requires a fast time.

CONCLUSION

Determining the policy of implementing e-learning in UIN Raden Mas Said Surakarta Indonesia during the Covid-19 pandemic applies a Structural-Pragmatic-Situational (SPS) approach. Policies are formulated top-down by involving all elements of the leadership democratically. The primary consideration in policy formulation is the practical needs adapted to the development of the situation. This pattern of policy formulation can implement quickly and effectively. Thus, this research contributes to developing a policy formulation model. The SPS approach has overcome educational problems in the covid-19 period, and the SPS approach can also rapidly formulate education policy in various situations. This approach can be an interesting study material for further research.

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