

1. Introduction

Education is expected to be able to equip every student with knowledge, skills, and values and attitudes, where the learning process does not only reflect knowledge-based but reflects the pillars of education. The pillars are: learning to know, learning to do, learning to live together, and learning to be. That learning to know by combining a fairly broad general knowledge with the opportunity to study in depth on 6 aspects of early childhood development. Thus this pillar also means learning to learn so as to benefit from lifelong educational opportunities.

At the beginning of 2020 a virus that came rapidly throughout the world took all countries by surprise. The virus is the Corona Virus or commonly called Covid-19 (Corona Virus Disease 2019). Something that had never been predicted before caused changes in all aspects of human life. This rapid change in almost all sectors of life has affected the country and society, including the education sector in Indonesia. So many school, which are closed during this pandemic. This impact greatly worsens the condition of education in Indonesia. One of the most visible impacts of changes in the world of education, especially in early childhood education. The Covid-19 pandemic has changed the pattern of learning that should be face-to-face to distance learning or commonly called online learning.

With this condition, the central and regional governments must synergize in issuing policies related to learning during the pandemic, especially online learning. The implementation of online learning policies as many limitations, both supporting infrastructure and others. Limited knowledge of the use of technology is one of the obstacles in this online learning system. The conventional learning system implemented by some teachers is slowly being replaced by various online learning applications that can provide space for direct interaction between teachers and students without having to meet in person. Teachers and students and even parents are forced to adapt quickly to this method. Indeed, in the midst of this situation, online learning is considered the most appropriate solution to do.

However, the implementation of online learning has the potential to create learning loss due to teacher and student factors, network learning and instructional factors in the form of lack of teaching aids. Constraints commonly faced by teachers in the implementation of online learning such as quotas and inadequate signals, even some students who do not have good smartphone, the creation of communication in student learning activities does not occur in its entirety because between teachers and students occurs distance, cannot establish optimal learning communication, even though face-to-face learning activities in early childhood education have a very substantive role value in helping students achieve success in learning.

There are many obstacles during the Covid-19 pandemic, including education, especially early childhood education. In online learning at Pembina State Kindergarten East Kutai regency, the obstacles faced are the readiness of educators to master information technology, the availability of support facilities and how to overcome them.

2. Literature Review

Public Policy Implementation

The theoretical study used regarding the implementation of early childhood education learning policies during the pandemic uses several implementation models. First, policy implementation according to Van Metter and Van Horn is a top-down model, namely an appearance that is basically a deliberate performance of a public policy implementation to achieve public implementation performance that is in line with expectations that takes place in relation to various variables. The variables used are the size and objectives of the policy, the source of the policy, the characteristics of the implementers, the attitudes or tendencies of the implementers, communication between organizations and activities, as well as the economic, social, and political environment.

Furthermore, the implementation of the policy by Merilee S. Grindle that implementation is determined by the content of the policy and the context of its implementation. The basic idea is that after the policy is transformed, then the implementation of the policy is carried out. Success is determined by the degree of implementability of the policy. The contents of the policy include the following: (1) interests affected by the policy; (2) types of benefits generated; (3) the desired degree of change; (4) the position of policy makers; (5) who is implementing the program; (6) resources deployed. And the last is the implementation of policies developed by George C. Edward III with a top-down view with 4 variables that are very decisive for the success of a public policy implementation, including communication, resources, disposition, and bureaucratic structure.

Early Childhood Education

Early childhood according to the NAEYC (National Association for The Education of Young Children) is a child aged 0 to 8 years who are included in educational programs in day care, family child care home, pre-school education, both private and public state, kindergarten and elementary school (NAEYC, 1992). Early childhood is children aged 0-8 years who are in a very rapid stage of growth and development, both physically and mentally, so proper stimulation is needed in order to grow and develop optimally.

Law Number 20 of 2003 concerning the National Education System explains that early childhood education is a coaching effort aimed at children from birth to the age of six years which is carried out through the provision of educational stimuli to help physical and spiritual growth and development, so that children have readiness to enter further education.

The implementation of early childhood education through formal education is in the form of kindergarten, Raudhatul Atfal (RA), and othe equivalent forms, which use programs for children aged 4 – 6 years. The implementation of early childhood education trough non-formal education is in the form of: (1) Child Day Care, which use programs for children aged 0 - < 2 years. (2) Early Childhood Education activities for aged group 2 - <4 years. (3) Early Childhood Education activities for age group 4 – 6 years. (4) parenting activities for children aged 0 – 6 years which are carried out after activities (1), (2), and (3) are completed.

3. Methods

Research Design

This study uses a qualitative method approach, namely an approach related to the implementation of Early Childhood Education learning policies during the pandemic and the supporting and inhibiting factors of the policy.

Research Location

The location of this research was carried out at the Pembina State Kindergarten, East Kutai Regency.

The Focus of Research

The focus in this research is as follows:

1. Implementation of the policy on delaying face-to-face learning during the pandemic based on the Circular of the East Kutai Regent Number 366/001/Edaran.PB Covid-198/1/2021.
2. Supporting and inibiting factors for the implementation of the policies in delaying learning during pandemic.

Method of Collecting Data

Data collection carried out in this study are as follows:

1. Observation
As the main method for collecting data on the application of government policies in the field of early childhood education during the pandemic at the Pembina State Kindergarten, East Kutai Regency.
2. In-depth Interview
In-depth interview conducted on the head of the kindergarten, kindergarten teachers, parents, and students.
3. Documentation
As a supporting method to obtain data/facts in the field. The data collected is about: (1) teacher's data, (2) children's data, (3) data on play equipment in the classroom and outside the classroom, and (4) data on the child's parents/families.

Data Analysis Technique

The data were analyzed using several steps according to the theory of Miles, Huberman, & Saldana (2014), namely analyzing the data with four steps: data collecting, data condensation, data display, and conclusion drawing/verification.

4. Results

The results of this study indicate that the Circular Letter of the East Kutai Regent Number 366/001/Edaran.PB Covid-198/1/2021 concerning postponing the implementation of face-to-face learning for all school levels is implemented well and with high compliance. The obstacles that occur in the implementation of the readiness of educators in implementing distance learning, mastery of technology, can be overcome by conducting training (in house training). So that learning can still be maximized to avoid losing the meaning of learning (loos learning), although it is still realized that there is a missing value due to the reduced psychological relationship between children and teachers due to distance learning.

5. Conclusions

Based on the results of research and discussions compiled regarding the circular of the Regent of East Kutai Number 366/001/Edaran.PB Covid-198/1/2021 concerning Postponing the Implementation of Face-to-Face Learning for All School Levels, especially early childhood education, there are many obstacles, both from in terms of technology and in terms of the education itself, but in its implementation the appeal is going well.

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