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Educational Public Policy Formulation Process

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ABSTRACT

A public policy begins with a policy formulation process. This also applies to public education policies. This study aims to determine how the process of formulation of public education policies. The results of the study show that the formulation of public education policies is an effort to formulate various series of concepts and principles that become the outline and basic plans in the implementation of educational activities as well as a guideline for education management or managers in an effort to achieve the expected educational goals or objectives. In the process, several problems were found, including education policy makers lack of knowledge, information, information, and educational issues both conceptually and substantially, sources of reference for educational policy makers, both formal and informal, are different, because Therefore, a compromise/middle way is often taken as an alternative to accommodate it, and too much or too little information can result in unclear education policy statements.

Keywords: *public; policy; education*

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INTRODUCTION

The policy process is a process that includes planning, drafting, implementing and evaluating policies. In this case, we specifically discuss public policy, namely policies taken by the government for the public interest. The policy process involves various related parties, including: politicians, various government institutions, decision makers, interest groups, and other parties.

Policy formulation as part of the public policy process is the most crucial stage because policy implementation and evaluation can only be carried out if the policy formulation stage has been completed. In addition, the failure of a policy or program in achieving its objectives largely stems from imperfect management of the formulation

stage. The activities surrounding the formulation are the interaction of roles between participants in the formulation of educational policies, both formal and informal. Participants in the formulation of the policy really depend on how much the participants can play their respective roles in formulating policies. Thus, policy formulation is the work of a group, both groups that are the formal rulers or those who are partners and rivals. They intervened with each other, lobbied each other, and even bargained with each other.

The development of the education system in Indonesia demands adjustments in all matters that affect it. One thing that persists and is eternal that always gets the spotlight is the evaluation of student learning or the achievement of student learning outcomes. However, the achievement of optimal student learning outcomes will depend and always be influenced by the curriculum, learning facilities, teachers, and students themselves. In addition, government policies regarding the national education system also greatly affect the quality of education.

The Law on the National Education System Number 20 of 2003 stipulates that all components of education are interrelated in an integrated manner to achieve the goals of national education, namely to develop the potential of students to become human beings who believe and fear God Almighty, have noble character, are healthy, knowledgeable, capable, creative, independent, and become a democratic and responsible citizen. However, the educational problems faced by the Indonesian people are still increasing. One of the problems of education in Indonesia is the low quality of education at every level and unit of education, especially primary and secondary education. Various efforts have been made to improve the quality of national education, both through the development of national and local curricula, increasing teacher competence through education and training, procurement of books and learning tools, procurement and improvement of educational facilities and infrastructure, and even improving the quality of school management. However, the quality of education has not shown a significant improvement.

Seeing the reality, education needs to be formulated properly. The implementation of education needs to pay attention to the characteristics, aspirations, and needs of the community. Education should be able to provide contextual responses in accordance with the orientation of regional development. This means that the formulation of policies and the making of educational decisions should take into account the aspirations that develop in society.

METHODOLOGY

The method used in this research is a descriptive qualitative method with a study of documentation and explores several references from various sources that are arranged in an interesting way.

RESULTS AND DISCUSSION

A. Education Policy Setting Agenda Process

The stage of making a policy agenda (agenda setting) is a very important first step in policy making. This stage is a key step that must be passed before a policy issue is raised on the government policy agenda and finally becomes a policy. Without first being included in the agenda setting, it is impossible for a problem that exists in the community, how important the problem is, can be appointed as a policy by the government.

A problem is a condition or condition that can create dissatisfaction in most people and encourage them to fulfill their dissatisfaction or seek a solution. The problem is not something that stands alone. Educational issues, for example, can be related to the legislation, human resources (Kemendikbudristek, Ministry of PAN-RB, teachers, lecturers, researchers), as well as implementing organizations (Kemendikbudristek, Ministry of Finance, Provincial Education Office, District/City Education Office, SD/ MI, SMP/MTs, SMA/SMK/MA, PT) which sometimes raises a dilemma, namely attention to one particular issue will tend to ignore other issues.

B. Educational Public Policy Formulation

Education policy is part of public policy. Public policy formulation (formulation) is one of the stages in a series of processes for making and implementing a public policy. According to Dunn, policy formulation is the development and synthesis of alternative problem solving. Meanwhile, Budi Winarno stated that each alternative competes to be chosen as a policy in order to solve the problem. Tjokroamidjojo in Islamy mentions policy formulation as an alternative that is continuously carried out and never finished, in understanding the policy formulation process, we need to understand the actors involved in the policy formulation process.

Goal setting is a major step in a circular policy-making process. Goal setting is also the most important activity because only goals can give direction and reason to public choices. In reality, policy makers often lose their way in setting policy goals. Solutions are often seen as more important than problems. Whereas what often happens is the opposite where a good solution will fail if applied to the wrong problem.

Based on the understanding of the expert opinion above, it can be concluded that policy formulation is a way to solve a problem formed by policy-making actors in solving existing problems and from the many alternative solutions, the best policy alternative is chosen.

An effective policy formulation process takes into account the alignment between policy proposals and the government's grand design and agenda. Through consultation and interaction, the policy formulation stage emphasizes consistency so that the new policy does not conflict with the current government agenda and programs. Then, Islamy in the book *Principles of State Policy Formulation* expressed his opinion that there are four steps in the public policy-making process, namely:

1. Formulation of the problem (defining problem). Understanding the problem can help uncover hidden assumptions, diagnose causes, map possible goals, integrate conflicting views, and design new policy opportunities. Problem formulation is the

source of public policy. With a good understanding and identification of problems, policy planning can be prepared. Problem formulation is carried out by those who are affected by the problem or other people who have responsibility and policy makers must have the capacity to do so. The public policy process begins with the activity of formulating the problem correctly because success or failure in implementing this policy formulation will greatly affect the process of making this activity and will greatly affect the subsequent policy making process.

2. **Policy Agenda.** There are so many common problems that arise that only a few get the attention of public policy makers. The choices and inclinations of policymakers' attention lead to the emergence of a policy agenda. Before problems compete to be included in the policy agenda, these problems will compete with other problems which will eventually enter the policy agenda.
3. **Selection of Policy Alternatives to Solve Problems.** After public problems are well defined and policy makers agree to include these problems on the policy agenda, then the next step is to make problem solving. In this stage, policy makers will be faced with alternative policy choices to solve the problem.
4. **Policy Determination Stage.** After one of the policy alternatives is decided to be taken as a way to solve policy problems, the final stage in policy makers is the determination of policies, so that they have binding legal force. The policy-making process cannot be separated from the process of establishing or ratifying policies.

C. Education Policy Ratification Stage

1. Understanding Legitimacy

Legitimacy comes from the word "legitimacy" which means giving power and authority (authorization) on the basis of the operation of the political system, the planning process, proposals to solve problems that grow in society. In addition, legitimacy also comes from the word "legitimation" which means a specific process in which government programs are authorized or ratified (Hasbullah, 2015: 83). Meanwhile Nor Hadi (2011: 87) in his book *Corporate Social Responsibility* (Yogyakarta: Graha Ilmu, 2011) defines legitimacy as a psychological state of partiality of people who are very concentrated on the symptoms of the surrounding environment in the form of physical and non-physical. Legitimacy theory is important for organizations because legitimacy theory is based on norms norms, values and social rules, so that the organization feels its existence and activities are legitimized.

Based on this understanding, there are two meanings. First, it concerns the granting of authority to provide a proposal or an activity (legitimacy). Second, it concerns the granting of authority to implement the proposed programs (legitimacy). From these two meanings, it can be understood that legitimacy gives the authority to propose, and legitimacy gives the authority to implement, so that legitimacy is carried out first and then legitimacy (Imron, 2012: 53).

2. Legitimacy Type

Hasbullah (2015: 84) says there are several types commonly used by the government in legitimizing a policy, namely:

- a. Legitimacy by the legislature as the embodiment of the people as the highest legitimacy holder in the life of the state.
- b. Administrative regulations and procedures, by enforcing certain regulations set by the government.
- c. Judicial institutions with a view to protecting citizens in the form of legal provisions.
- d. Legitimacy by the community through a direct process such as a referendum.

3. Legitimacy Process

A policy that has been formulated will be consulted directly to the people, and the people are asked to provide support. However, sometimes policy makers ask for support directly from non-formal figures or key figures in the community. This is intended so that non-formal figures or key figures will seek support from the masses or the people.

These non-formal or key figures exist in various lines of life, for example in the fields of religion, professions, culture and arts, economics, agriculture and even the service sectors. Even though they do not have any position in government, these informal figures have a large mass and the masses place great trust in their figures. In fact, in certain cases, the masses or the people will listen to whatever the key figure has to say.

In countries that follow a liberal system, the guiding principle in legitimacy is coalition, with the doctrine: majority-coalition-building. This doctrine is considered practical because what is voiced by the majority of the people is what is seen as the voice of the people and must be supported and ratified. However, the president, especially in the United States, still has the right to veto the majority of the people's votes expressed through his representatives in parliament. Because the parliamentary vote which is considered a reflection of the people may not reflect one hundred percent of the people's vote. Unless parliament is supported by two thirds of its members then they can veto the president again.

In Indonesia, voting by using the most votes is considered a last resort if it is not possible to reach an agreement. The deliberation carried out by the representatives of the people is sought to reach consensus so that in the deliberation there is no majority or minority group. Efforts made to reach this agreement include lobbying each other.

Policies that have been formally formulated and endorsed are not final. However, it is still possible for revision, improvement and refinement. In the context of this improvement, legitimacy is carried out so that when it is implemented there will be no obstacles, because the people will convey something according to their aspirations and expectations. Legitimacy activities are carried out to seek support as well as improve

policies, while the final result of legitimacy is a formulation that is already valid and is considered final.

D. Problems in Education Policy Formulation

Education policy formulation is the second stage in the education policy cycle. As the second stage, policy formulation by itself cannot be separated from the agenda setting stage. Fundamentally, this stage occurs when the government recognizes the existence of public problems and recognizes the need and demand to do something in order to overcome these problems. Even though a policy has been passed, it does not mean that the policy formulation is free from various problems. Many problems arise around the formulation or statement that is less or not clear. These problems stem from the following:

1. Education policy makers lack knowledge, information, information, and educational issues, both conceptual and substantial.
2. The sources of reference for education policy makers, both formal and informal, are different, therefore a compromise or middle way is often taken as an alternative to accommodate them. This fact makes the formulation of education policies often floating and unfocused.
3. Too much or too little information can result in unclear education policy statements. This is because the lack of information causes the problems and alternatives chosen to be too simple. While the amount of information causes educational policy makers to be faced with difficulties when they intend to synthesize problems and alternatives to be chosen (Hasbulloh, 2015: 83).

E. Actors in Public Policy Formulation

Actors are people or actors who are involved in the process of formulating policy formulations that will provide support and demands and become targets of policies produced by the policy system. The most dominant actor in the policy formulation stage with internal demands, in the sense of having the power or authority to determine the content and provide legitimacy to the policy formulation, is called a policy maker. Meanwhile, actors who have other qualifications or characteristics with external demands are known as interest groups, political parties, professional elite leaders, and others. To be able to survive playing in the system, they must have a commitment to the rules of the game, which were originally formulated jointly by all actors. At this level the commitment of the actors will make them obey the rules or norms together. In addition, compliance with this norm even becomes a necessity because it is assumed that the achievement of the system's goals will be realized if all actors adhere to the common norm.

In Indonesia, the influence of elite actors in the policy-making process is very large. These actors can come from formal institutions such as legislative and executive institutions or from non-institutional institutions such as interest groups and political parties. Sharing power only occurs at the policy fundamental level, but does not occur

at the empirical level, in the sense that sharing power is the source of power domination by these key actors.

The actors involved in the education policy formulation process are divided into:

1. Legislature.
2. Executive.
3. Administrators.
4. Political Parties
5. Interest Groups
6. Community Organization
7. College
8. Individual figures.

F. Factors Affecting the Public Policy Formulation Process

Several factors that influence the policy formulation process are:

1. The influence of external pressures. Although there is an approach to policy formulation with the name "rationale comprehensive" which means that administrators as decision makers must consider alternatives to be chosen based on rational assessment alone, the process and policy formulation cannot be separated from the real world, so that external pressures also have an effect. to the policy formulation process.
2. The influence of old habits. Old organizational habits such as the habit of investing in capital, resources and time for the activities of a particular program tend to always be followed, even though these decisions have been criticized as wrong and need to be changed, especially if an existing policy is deemed satisfactory.
3. The influence of personal traits. Various kinds of decisions made by decision makers are much influenced by their personal characteristics, such as in the process of accepting or hiring new employees, often the personal characteristics of decision makers play a large role.
4. The influence of outside groups. The social environment of decision makers is also very influential, and often decisions are made by considering the experiences of other people who were previously outside the policy formulation process.
5. The influence of past circumstances. Previous training experience and work experience influence decision making or even people who work at the head office often make decisions that are not in accordance with the conditions in the field, this is due to concerns that the delegation of authority and responsibility to others will be misused

CONCLUSION

Based on the description above, it can be concluded that: (1) Policy formulation is part of the public policy process and is the most crucial stage because policy

implementation and evaluation can only be carried out if the policy formulation stage has been completed, in addition to the failure of a policy or program in implementing the policy. achieving its goals largely stems from imperfect management of the formulation stage. (2) Educational policy formulation is an effort to formulate various series of concepts and principles that become the outline and basic plans in the implementation of educational activities as well as a guideline for education management or managers in an effort to achieve the expected educational goals or objectives. (3) Some of the problems that occur in formulating educational policies, including: a) education policy makers lack knowledge, information, information, and educational issues, both conceptual and substantial; b) sources of reference for education policy makers, both formal and informal, are different, therefore a compromise/middle way is often taken as an alternative to accommodate it. This fact makes the formulation of education policies often floating and unfocused; and c) too much or too little information can result in unclear education policy statements. This is because the lack of information causes the problems and alternatives chosen to be too simple. While the amount of information causes educational policy makers to be faced with difficulties when intending to synthesize problems and alternatives to be chosen. (4) The actors involved in the education policy formulation process are: the legislature, the executive, political parties (political parties), interest groups, community organizations (ormas), universities, and individual figures. (5) Several factors that can influence the policy formulation process are: 1. the influence of external pressures; 2. the influence of old habits; 3. the influence of personal characteristics; 4. the influence of outside groups; and 5. the influence of past circumstances.

As a suggestion, before formulating public policies, the government must have information and data that are in accordance with the problems to be solved. Misinformation and data obtained will result in decisions in policy making will also deviate from the problem because information and data on the root cause of the problem are inaccurate

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