

EDUCATION POLICY ANALYSIS; *Literature Review*

Siti Mahmudah Noorhayati¹, Hidayatullah²

¹Mahasiswa Universitas Muhammadiyah Sidoarjo, Indonesia

²Universitas Muhammadiyah Sidoarjo, Indonesia

Abstract: *The author will examine education policy including the scope of education policy analysis, various and models of education policy analysis and the limitations of education policy analysis. literature study method by conducting in-depth analysis of various articles that have been published in the last 10 years (2013-2023). Education is influenced by the results of a policy determined by the government, therefore choosing the right policy formulation model can produce good policies. There are several education policy models which are divided into three parts, namely (1) formulation model, (2) analysis model and (3) implementation model. The formulation model consists of institutional model, system model, mixed inquiry model, process model, elite theory model, rational model, incrementalist model, strategic model, deliberative model. Meanwhile, educational policy analysis models consist of prospective, retrospective and integrative models. The implementation model consists of top down and bottom up models. The current educational policy analysis model combines prospective, retrospective and integrative analysis.*

Keywords: *Education Policy, Policy Model, Top Down And Bottom Up*

INTRODUCTION

National development is carried out in order to develop Indonesian people as a whole. This means that development is not only about external pursuits, such as clothing, food, housing, health, and so on. Development also does not only pursue inner satisfaction such as education, a sense of security, freedom to express opinions and so on, but also dreams of harmony, harmony and balance between the two. In order to create complete human beings, educational development is an important area to receive top priority. So education requires standard concepts so that the implementation of the education system can create ready-to-use human beings.

In our country there are three educational institutions, namely educational institutions in the family environment, school educational institutions and educational institutions in the community environment. Education in the family environment (informal) is the first and main educational institution. It is said firstly because education in the family environment has been undertaken by the child before the child is in a formal educational institution (school), while it is called the primary educational institution because it is the parents who actually have full responsibility for their child's education.

In general, formal educational institutions are the place that most allows a person to increase their knowledge and the easiest place to develop the younger generation, which is carried out by the government and society. So the three educational institutions above are very important in everyday life in order to improve quality human resources. So that the quality of human resources can

¹Siti Mahmudah Noorhayati, Email: noorhayatimahmudah@gmail.com

develop optimally, it is necessary to have teachers as creative educational personnel so that human resources (HR) can truly be prepared to face the challenges of the era of globalization and the development of science and technology.

As stated by (Fattah, 2012) that education policy analysis describes how the country plans and aims at education priorities, then the results of the analysis must be explained by the existence of global policy factors. (Dunn, 2016) states that policy analysis is an applied social science discipline that uses various research methods and arguments to produce and transfer information that is relevant to policy, so that it can be used at the political level in order to solve policy problems. Stokey & Zekhauser (1978), defines policy analysis as a rational process using rational methods and techniques.

In the year 4.0, we are required to make breakthroughs that are unthinkable for most people and to be brave in fighting political interests in order to realize educational goals in accordance with stakeholder needs. In 2019, Nadiem Makariem, who is the CEO of Gojek, became Minister of Education, with a background not in the world of education, which breathes a creative economy, which many experts did not expect, but his policies amazed people because he was brave in making decisions based on solving problems, not on taking sides with elites. politics, as for stakeholder responses, there are certainly pros and cons. From the problems mentioned above, the author will examine education policy including the scope of education policy analysis, various and models of education policy analysis and the limitations of education policy analysis.

LITERATURE REVIEW

Policy is the result of top management decisions made carefully; in essence, it is a set of goals, principles, and regulations that guide an organization, so that policy covers the entire organization's instructions. Therefore, policy can practically be understood as a government decision, as a decision of the government as a form of formal authorization, as a program as a program, as an output as an output, as a final result as an outcome, and as a theory or model as a theory or model as well as as a process. In the policy concept, Duke and Canady (1991) elaborated the policy concept with eight directions of meaning of policy, namely: (1) policy as an affirmation of aims and objectives, (2) policy as a set of institutional decisions used to regulate, control, promote, serve and other influences within the scope of authority, (3) policy as a guide to discretionary action, (4) policy as a strategy taken to solve problems, (5) policy as sanctioned behavior, (6) policy as a norm of behavior with consistency characteristics, and regularity in several areas of substantive action, (7) policy as the output of the policy making system, and (8) policy as the influence of policy making, which refers to the target audience's understanding of system implementation. Policy: rules that should and must be followed without discrimination, bearing in mind that whoever is meant to be bound by the policy.

According to Anderson, policy is defined as a purposeful direction of action that is carried out by policy actors to overcome a problem or affairs. concerned. Policies can also be interpreted as decisions taken to be formulated and implemented for the sake of realizing prosperity. However, even though there is a policy, at any time the applicable regulations or policy can be removed from someone with several considerations by the competent authority. This is called policy. Policy can be a consideration of reason; of course, a policy is not solely the result of a consideration of human reason. However, human reason is the dominant human element in making

decisions from various options in policy and policy decision-making, namely placing more emphasis on emotional and rational factors, which does not mean that a policy does not contain rational elements. In terms of terminology, the meaning of policy or policy put forward by experts, including Carter V. Good (1959), is that educational policy is a judgment, derived from some system of values and some assessment of situational factors, operating within institutionalized education as a general plan for guiding decisions regarding means of achieving desired educational objectives. Carter V. Good indeed sees policy as a process, not least when looking at education policy as a process where considerations must be taken in the implementation of institutional education. Public policy is a government policy that, with its authority, can force the public to comply with it (Syafaruddin 2008). Hough has made significant contributions to educational policy reviewers. This contribution mainly concerns conceptual and theoretical issues that are able to provide a complete understanding framework for educational policy analysis. According to him, policy can refer to a set of goals, plans or proposals, programs, or decisions, presenting a number of influences as well as laws or regulations. Starting from this conceptualization, for example, national examinations are a form of educational policy. National exams are sufficient to be categorized as policy because: (1) they are clearly intended to achieve a set of goals; (2) they always include an implementation plan; (3) they are a government program; (4) they are a set of decisions made by educational institutions and/or officials; (5) they present a number of influences, effects, impacts, and/or consequences; and (6) they are outlined in various laws and regulations of related institutions (Rahardjo 2010). Educational policy is the entire process and results of formulating educational steps and strategies that are outlined in the educational vision and mission for realizing the achievement of educational goals in a society within a certain period of time. The manifestation of this education policy is in the form of education laws, presidential instructions, government regulations, court decisions, ministerial regulations, and so on relating to education (Arif and Wiyono 2010). The substance of education is policy, as seen from the substance of the problem being discussed.

RESEARCH METHODOLOGY

This research uses a literature study method by conducting in-depth analysis of various articles that have been published in the last 10 years (2013-2023). The selected themes used in the search focused on published "education policies". Meanwhile, the analysis used by researchers in this research is content analysis, namely an analysis process based on themes in accordance with the research objectives.

RESEARCH RESULTS AND DISCUSSION

Various and Models of Education Policy Analysis

Institutional Model

The institutional model argues that the task of making public policy is the task of the government, so whatever the government has made in any way is public policy. This model is based on the institutional functions of government at each sector and level in policy formulation. According to Dye, government institutions provide policies with three main characteristics: (1) state institutions provide validation (legitimacy); (2) state policies are universal in the sense that only state policies can be disseminated; and (3) only the government holds monopoly rights to legally

impose policies on society (Dye 2011, 20). Thus, this institutional model is one that can be applied to making education policies at the government level.

System Model

Paine and Naumes offer a model of the policy-making process, referring to the systems model developed by David Easton. According to Paine and Naumes, this model is a descriptive model because it tries to describe what actually happens in policymaking. According to Paine and Naumes, this model is prepared only from the perspective of policymakers. In this case, policy makers see their role in planning and coordinating to find solutions to problems that will (1) calculate opportunities and obtain or use internal and external support, (2) satisfy environmental demands, and (3) specifically satisfy the desires or interests of stakeholders. By referring to the systems approach offered by Easton, Paine and Naumes describe the policy-making model as an interaction that occurs between the environment and policymakers in a dynamic process. This model assumes that policymaking consists of open and dynamic interactions between policymakers and their environment. The interactions that occur are in the form of output and input (inputs and outputs) (Toha & Hilmy, 2020). The output produced by the organization will ultimately become part of the environment and will then interact with the organization. According to the system model, political policy is seen as a response from a political system to demands arising from the environment, which are conditions or circumstances that are outside political boundaries. The forces that arise from within the environment and influence the political system are seen as inputs to the political system, while the results produced by the political system, which are a response to these demands, are seen as outputs from the political system. To transform demands into policy results (public policies), a system must be able to organize conflict or conflict resolutions and enforce these solutions on the parties concerned. Because a system is built based on elements that support it, and this depends on the interaction between various subsystems, a system will protect itself through three things, namely: 1) producing output that is reasonably satisfactory; 2) relying on ties that are rooted in the system itself; and 3) using or threatening to use force (use of authority). Thus, if this system model is applied in the world of education, there needs to be broad community involvement to map the problems that arise so that the policy analysis issued becomes appropriate and wise problem solving.

Mixed Model Investigation

The models previously explained, namely the system model and the institutional model, basically have their respective advantages and disadvantages; therefore, in order to find a more comprehensive model, Amitai Etzioni tried to create a combination by suggesting the use of mixed scanning (Ismail & Sofwani, 2016). Basically, he agrees with the rational model, but in some ways, he also criticizes it. Likewise, he also saw the weaknesses of the incremental decision-making model. Etzioni introduced mixed scanning as an approach to decision-making that takes into account principal and incremental decisions (Mulyana et al., 2019), establishing principal policy-making processes that determine basic guidelines and processes that prepare decisions and implement them after the decision is reached.

Process Models

The process model assumes that politics is an activity and, therefore, has a process. For this reason, public policy is also a political process that includes a series of sequential activities: (1) identifying problems; (2) setting the agenda; (3) formulating policy proposals; (4) legitimizing policies; (5) implementing policies; and (6) policy evaluation (Dye, 2011). Thus, the author believes that the process model must always be applied in the world of education so that the policies provided follow the established path for producing good and appropriate policies.

Elite Theory Model

Elite theory developed from elite-mass political theory, which is based on the assumption that in every society there must be two groups, namely those who hold power (elites) and those who do not hold power (masses). This theory assumes that no matter how democratic it is, there is always bias in policy formulation because, in the end, the policies that are produced reflect the political preferences of the elite. In the elite model, it reflects the interests and values of the elite more than paying attention to the demands of the people at large (Masjithoh et al., 2020), so that changes in public policy are only possible as a result of reformulating elite values carried out by the elite. Alone. In this model, there are three layers of social groups: 1. The top layer, with a very small number of elites who always rule. 2. The middle layer is made up of officials and administrators. 3. The bottom layer (mass) has a very large amount as regulated. Thus, the author believes that the policy issues that will be included in the policy formulation agenda in the world of education are agreements and are also the result of conflicts that occur between the political elites themselves. Meanwhile, the public does not have the power to influence and create opinions about policy issues that should be on the political agenda at the top level, while bureaucrats and administrators only act as mediators for the flow of information from top to bottom. For this reason, there needs to be a wise attitude in determining policies so that the benefits are felt in the public interest.

Rational Model

Putting forward the idea that public policy is a maximum social gain means that the government, as a policy maker, must choose policies that provide optimum benefits for society. Rational models provide prescriptions for various decision-making procedures that will result in choosing the most efficient way to achieve policy goals. Rationalist theories are rooted in the schools of thought of positivism and enlightenment rationalism, which sought to develop scientific knowledge to improve human living conditions. These ideas are based on the belief that various social problems should be solved in a scientific and rational way, through collecting all relevant information and various alternative solutions and then choosing the alternative that is considered the best. Thus, the author argues that the rational model concludes that various public decisions in practice do not maximize benefits over burdens but only tend to meet the criteria set by decision-makers for themselves in the problem of concern as something that arises from the essence of rationality. limited humans.

Incrementation Model

This model is a criticism of the rational model. The incrementalist model argues that policymakers never carry out the process as required by the rational approach because they do not have enough time, intelligence, or money. There are

concerns that undesirable impacts will arise due to policies that have never been made before. This model tries to adapt to the realities of practical life by basing it on plurality and democracy, as well as the limitations of human capabilities (Dye, 2011). The basic rationale for this model is that incremental change provides the maximum level of security in the policy change process. All reliable knowledge is based on the only way to make decisions without risking by continuing policy in accordance with the direction of the old policy goals, limiting alternative policy considerations to policies that have a relatively small level of difference with the current policy in force. Thus, this policy model is one that does not carry out processes, while education requires a very long and continuous process, so in the researchers' opinion, this model is not appropriate to apply in the world of education.

Strategic Model

What is called strategic is that, in essence, this approach uses a series of strategic formulations as a basis for policy formulation. The formulation of strategic meaning is a disciplined effort to make important decisions and actions that shape and guide how the organization (or other entity) becomes, what the organization does, and why the organization does what it does. Strategic planning requires extensive gathering of information, exploration of alternatives, and emphasizing the future implications of current decisions. Strategic planning focuses more on identifying and solving issues, places more emphasis on assessing the environment outside and inside the organization, and is action-oriented. Thus, the strategic model is a model that can be applied in the world of education because, in essence, the policies made must be based on alternative solutions to problems that occur in the field, so that the accuracy of the strategy can bring improvements in the future.

Diliberative Model

In essence, public policies made by the government must be the choice of the public, who are the users (beneficiaries or consumers in economic concepts). Thus, the process of formulating public policy involves the public through interest groups. In general, this is the most democratic concept of public policy formulation because it provides broad space for the public to contribute their choices to the government before making decisions (Parsons, 2006). The "deliberative" model of the public policy analysis process is very different from technocratic models because the role of policy analysis is only as a facilitator so that people can make their own policy decisions for themselves. This deliberative model is also known as the argumentative policy model, which is a model of policy formulation involving arguments from parties or studying written arguments from various parties as a basis for formulation. The argumentative or deliberative model was developed from the beliefs of the Sophias in ancient Greece, who believed that truth could be achieved through intense discussion and debate between parties. In the deliberative model, the role of the public is needed; without the public, the policy process will be dry and very technocratic, so the author believes that the deliberative model is a model that can be used by the government in determining and formulating appropriate policies with multiple stakeholders in the world of education.

Education Policy Analysis Model

William Dunn, like Nanang Fatah, made an understanding of policy analysis by stating that it is an applied social science discipline through multiple methods of inquiry and argumentation in order to produce and utilize policy information in accordance with a political decision-making process, so as to be able to solve problems in policy (Khoiruddin, 2016). Analysis activities are used to involve basic human understanding in practical problem-solving efforts. It is no longer just a rational argument. According to Dunn, there are three forms or models of policy analysis, namely prospective, retrospective, and integrative models. A prospective model, namely a policy analysis model carried out before a policy is implemented, Based on this understanding, this model is then identified as a predictive model, or, in other words, it is called forecasting. Because of its predictive nature, the model predicts the possible implementation of the policy that will be proposed. Meanwhile, the retrospective model, which is the opposite of the prospective model, shows what happens after the policy is implemented. This model is often called an evaluative analysis model, analyzing the impact on policy implementation. The integrative model, which combines the two models above (Khoiruddin, 2016), This model is also called a comprehensive or holistic analysis model because the analysis is carried out on the consequences before and after a policy is implemented. This model usually uses integrative forecasting and evaluation techniques. In line with the demands of the times, the madrasa curriculum is also facing very tough challenges. If the existing madrasa education curriculum is not reformulated, the existence of madrasas will gradually become obsolete, which in turn will be left behind by the people who are interested in madrasa education. Islamic education has actually been going on for centuries, with the Islamic learning tradition as a root. Even Islamic boarding school education, which later had a madrasa system, has been widely recognized as a characteristic of authentic Indonesian education. The modernization of madrasas began with the arrival of colonialists from European nations, especially the Dutch, who implemented a classical education system, or, some people say, secular-based education. Islamic boarding school education with a learning curriculum for naqliyah sciences such as the Koran, hadith, monotheistic sciences, fiqh, and the history of the Prophet Muhammad, as well as mantiq, which are studied traditionally and carried out as is, The rote memorization system is the prima donna of learning in almost all Islamic boarding schools, in which, of course, madrasas have been running since the Islamic boarding school existed until today (Khoiruddin, 2016). So the author concludes that the current educational policy analysis model combines prospective, retrospective, and integrative analysis. Because policy in the world of education is a serious policy to build improvements in the world of education in a comprehensive and integrative manner, The article aims to: (1) answer the problem formulation and research questions; (2) show how the findings were obtained; (3) interpret the findings obtained; (4) link research findings with established knowledge structures; and (5) generate new theories or modify existing theories.

CONCLUSION

Education is influenced by the results of a policy determined by the government; therefore, choosing the right policy formulation model can produce good policies. There are several education policy models, which are divided into three parts: (1) formulation model, (2) analysis model, and (3) implementation model. The formulation model consists of an institutional model, a system model, a mixed inquiry model, a process model, an elite theory model, a rational model, an

incrementalist model, a strategic model, and a deliberative model. Meanwhile, educational policy analysis models consist of prospective, retrospective, and integrative models. The implementation model consists of top-down and bottom-up models. The current educational policy analysis model combines prospective, retrospective, and integrative analyses.

REFERENCES

Anderson, G., & Herr, K. (2015). New public management and the new professionalism in education: Framing the issue. *Education Policy Analysis Archives*.

Basya, M. R., & Puspasari, D. (2021). Analisis Pengelolaan Arsip di Kantor Kecamatan Bungah Kabupaten Gresik. *Jurnal Pendidikan Administrasi Perkantoran (JPAP)*, 9(2), 439-453.

Darling-Hammond, L., & Sykes, G. (2003). Wanted, a national teacher supply policy for education: The right way to meet the " highly qualified teacher" challenge. *Education policy analysis archives*, 11, 33-33.

Fatmawati, E. (2019). Kebijakan Pendidikan Dalam Perspektif Peran Birokrasi Dan Partisipasi Masyarakat. *JIEMAN: Journal of Islamic Educational Management*, 1(1), 58-76.

Lester, J. N., Lochmiller, C. R., & Gabriel, R. (2016). Locating and applying critical discourse analysis within education policy. *Education Policy Analysis Archives*, 24, 102-102.

Miron, G., Jones, J. N., & Kelaher-Young, A. J. *education policy analysis archives*. *Education Policy Analysis Archives*, 19(17), 2.

Munawwaroh, L. (2018). Analisis Peraturan Menteri Pendidikan Nasional Indonesia Nomor 70 Tahun 2009 Tentang Pendidikan Inklusif Yang Ramah Anak. *Al-Bidayah: jurnal pendidikan dasar Islam*, 10(2), 173-186.

Suprapti, S. (2021). Evaluasi Arsip Elektronik Pada Dinas Pendidikan Dan Kebudayaan Kota Dumai (Doctoral dissertation, Universitas Islam Riau).

Sutcher, L., Darling-Hammond, L., & Carver-Thomas, D. (2019). Understanding teacher shortages: An analysis of teacher supply and demand in the United States. *Education policy analysis archives*, 27(35).

Yuliah, E. (2020). Implementasi Kebijakan Pendidikan. *Jurnal At-Tadbir: Media Hukum dan Pendidikan*, 30(2), 129-153.