



Problem Formulation of Education Policy Analysis

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Abstrak

Tujuan utama dari penelitian ini adalah untuk menunjukkan dengan tepat permasalahan-permasalahan yang perlu diatasi melalui kebijakan pendidikan dan untuk mendapatkan pengetahuan menyeluruh tentang penyebab mendasar dari permasalahan-permasalahan tersebut. Pendekatan penelitian ini adalah metode penelitian kepustakaan atau studi kepustakaan. Literatur yang relevan, yang meliputi buku, jurnal, dan makalah ilmiah tentang isu yang dipilih, dijadikan sebagai sumber data penelitian. Temuan studi ini menunjukkan bahwa, dari sudut pandang teknis, pengembangan kebijakan pendidikan merupakan aspek paling penting dalam proses analisis kebijakan yang sedang berlangsung. Oleh karena itu, ungkapan “lingkaran kebijakan pendidikan yang terus berputar” tidaklah mengherankan jika membahas proses pengembangan kebijakan pendidikan. Penting bagi kebijakan pendidikan untuk dirancang secara hati-hati untuk meminimalkan gangguan. isu-isu pendidikan baru yang melampaui isu-isu yang sudah ada yang perlu ditangani atau diselesaikan dalam hal kompleksitas, keluasan, dan kedalaman. Mengidentifikasi masalah yang benar tidak diragukan lagi diperlukan agar penyelesaian masalah berhasil. Konseptualisasi yang berbeda terhadap suatu kondisi permasalahan pendidikan dihasilkan dan diuji melalui pembentukan tantangan kebijakan pendidikan.

Kata Kunci: Perumusan masalah, Analisis kebijakan.

Abstract

The main aim of this research is to pinpoint the problems that need to be addressed through educational policy and to gain comprehensive knowledge about the underlying causes of these problems. This research approach is a library research method or literature study. Relevant literature, which includes books, journals and scientific papers on the selected issue, is used as a source of research data. The findings of this study indicate that, from a technical perspective, education policy

development is the most important aspect of the ongoing policy analysis process. Therefore, the phrase “the circle of education policy that keeps turning” is not surprising when discussing the process of developing education policy. It is important for education policies to be carefully designed to minimize disruption. new educational issues that go beyond existing issues that need to be addressed or resolved in terms of complexity, breadth, and depth. Identifying the correct problem is undoubtedly necessary for successful problem solving. Different conceptualizations of an educational problem condition are produced and tested through the formation of educational policy challenges.

Keywords: *Problem formulation, Policy analysis.*

Introduction

One of the main pillars in a country's growth is education. To ensure that every individual has access to high-quality education, effective education policies are essential. Planning, implementing, and assessing the success of educational policies all begin with the formulation of educational policy problems. In this case, it is clear that the results of the policies implemented have a significant impact on education. Regarding policies, Costantina (2018) explains that policies are formal and implementable organizational choices, expressed in writing, that regulate behavior in an effort to instill new ideals in society. In this case, the behavior of members of an organization or society will primarily be guided by policy (Dunn 2003). In general, policies are proactive and solve problems. Policies are more interpretive and flexible than laws and regulations, although they regulate “what is allowed and what is not allowed.” Policies must also have a broad focus without sacrificing regional characteristics (Darwis 2013). Policies need to leave room for interpretation given the unique conditions that exist today.

The current state of education, the long-term goals of national education, the difficulties and obstacles faced, as well as the demands and ambitions of society, are important factors that need to be considered when formulating education policy issues. Apart from defining the main issues that need to be addressed by education policy, the formulation of this problem also requires a thorough understanding of the underlying causes of the problem. Carefully considered educational policies, particularly those dealing with large or complex topics,

are based on a number of theoretical conceptions, such as: 1. Policy Development Regarding Metapolicy Aspects. Hodgkinson's approach (Solichin Abdul Wahab, 1997) argues that when meta-policy elements relate to essence (substance), point of view (attitude), and behavior (actual or hidden behavior of actors), then all forms of policy development are closely interrelated. to them. accountable. 2. Perspective of the Essence of Values in Policy Analysis. The metapolicy component will be touched by the issue of values in the discourse of public policy analysis. This is because value issues relate to the hidden or publicly proclaimed nature (substance), point of view, attitudes and actions of individuals tasked with making or implementing public policy. 3. Policy philosophy. Policies are often used to identify and prioritize the most important decisions to improve life in both the public and private spheres of organizational life. 4. Methods for Preparing Educational Policies. In theory, education policies are developed using a more factual and scientific rationale.

This study uses various methodologies according to the theoretical framework chosen by each policy maker. Various stakeholders, including government, academics, educational practitioners, parents, and the wider community, are involved in the process of defining educational policy problems. To ensure that the final education policy is truly relevant, durable and acceptable to all relevant stakeholders, all parties must be involved. It is hoped that by developing reasonable educational policy challenges, subsequent policies will be able to provide

appropriate and practical answers to improve the standards and accessibility of education for all citizens.

Method

Researchers in this study conducted library research or used a literature study approach. Documentation techniques are techniques used for data collection. A number of references that cannot be separated from scientific literature. Theoretical studies and literature studies are interrelated. According to Loe (2017), there are three processes in literature research: 1) introduction, 2) main content, and 3) conclusion.

Relevant literature, which includes books, journals and scientific articles on the selected issue, is used as a source of research data. This data collection method for library research involves searching notes, books, papers, journals, and other materials to obtain information about various objects or variables. A list of groupings of research materials according to research focus, writing schemes or maps, and research note formats are research instruments used by researchers. The content analysis approach is a data analysis technique applied in this library research project. Cross-library checks and re-reading of the literature are carried out to ensure the continuity of the review process as well as prevent and overcome misinformation (human misunderstandings that may occur due to a lack of researcher expertise or a lack of bibliography authors). The preparation of this research report was guided by the concepts of convenience and simplicity. Considering the limited resources of researchers who have not been able to carry out a comprehensive and in-depth literature review, this principle was chosen. Apart from that, the aim of using the principles of convenience and simplicity is to facilitate readers' understanding of important information regarding the formulation of problems related to education policy.

Results and Discussion

The essence and challenges of formulating educational policy problems

The policy analysis step includes problem conceptualization. According to William N. Dunn (2004), defining a problem through the production of various facts about real conditions that give rise to policy challenges is the same as formulating a problem. Problem formulation begins with identifying public problems, for example educational problems that require government intervention. This is done by investigating potential solutions to educational problems that are important to society. defines policy problems in the field of education by establishing a better set of actions chosen in an effort to achieve consensus, agreement, compromise, and authorization of rules, guidelines, and group activities that may be agreed upon. Different conceptualizations of an educational problem condition are produced and tested through the development of educational policy problems (Fattah Nanang, 2013).

According to Russell L. Ackoff in William N. Dunn (2004), choosing the right challenges to solve is undoubtedly necessary to achieve success. We often fail to solve a problem because we try to deal with the wrong problem with the wrong answer. This fact shows clearly that making good and appropriate policies is the first step in solving the right problems. Binding policies are the result of the continuing process of generating policy problems on an issue or problem that is on the government's agenda (vote power) (Lester and Stewart, 2010).

Meanwhile, the educational policy analysis planning process also includes policy formation or the creation of alternative educational policies (Quade, 1984). One of the important steps in the policy making process is policy formulation. Because it concerns how policymakers choose between options, they often consider the immediate impact of

their major decisions. Power, mutual support, and attraction between diverse social, political, and economic interests are often expressed and distributed through this process.

Technically, education policy making is the most important aspect of the ongoing policy analysis process. Therefore, the phrase “the circle of education policy that keeps turning” is not surprising when discussing the process of developing education policy. It is important for education policies to be drafted carefully to minimize disruption. Compared to educational difficulties that need to be addressed or resolved, new challenges have greater complexity, breadth and complexity (Asmad Hanisy, 2013). Compared to the agenda setting stage which is more political, education policy formulation is more technical and involves the application of various technical analyzes to determine optimal actions (Hasbullah, 2015).

So that alternative policies intended to overcome educational problems can be developed and implemented by authorized officials who are responsible for forming educational policies. To overcome complex problems in the field of education, alternative education policies recognize the importance of issuing presidential directives and making judicial and legislative decisions (Willian N. Dunn, 2004). Making plans for related activities that can be approved as alternatives, proposals, or options) in order to overcome educational problems is the process of formulating educational policies. Education policies are not always developed and then passed into law (Anderson, 2006). On the other hand, most of the standard policy plans for Education Policy Analysis (Applicative Study of Islamic Education in Indonesia) are designed to make significant changes to current policies.

Approaches to the formulation of educational policy problems

The methods used to prepare policies must be considered before starting the

policy-making process. This is intended as a benchmark in policy making, to ensure that the objectives of the process are not neglected. The following is how to formulate policy, in this case education policy (Rohman, 2009):

1. Social Demand Approach, is a method for developing education policies that take into account the needs, ambitions and other pressing problems of society. With this method, policy makers create educational policies that are appropriate to the existing situation after first identifying and understanding the ambitions that arise in society at that time. The social needs of society are considered before and after educational policies are developed and implemented, as demonstrated by this approach to social demands. Citizen participation at all levels of society is an important factor before, during, and after educational policy making. When educational policies are formulated using this model method, the process becomes passive; new policies can only be adopted in response to societal needs.

2. The Man-Power Approach is more rationally oriented than the social needs approach. This approach ignores the needs and expectations of society in making educational policies. Policy makers formulate education policies based on logical arguments and their own future projections. This strategy strengthens the government's position as the highest authority in determining education policy. This kind of strategy seems less respectful of democracy and more autocratic. However, this kind of approach also has benefits: it makes the education policy-making process more effective and long-term.

Another common method for solving education policy problems is top-down, where problems presented by superiors are analyzed. In addition, there is a social criteria method. Analysts look for ways the general public expresses unhappiness and attempt to identify social problems that need solving. There are several steps to

problem conceptualization in education policy analysis, such as: 1) Consider educational problems that need to be resolved; 2) establish parameters for the problem; and 3) collect data and facts related to the problem. 4) Creating goals and objectives that are relevant to the educational problems that need to be resolved, The steps taken to overcome an educational problem are as follows: 5) determine the policy scope for the problem; 6) calculate the costs and benefits of the problem; and 6) discussing the educational problem formulation that has been prepared (Sofian, E., 2001).

When creating challenges to educational policy, analysts may use situational methods, often referred to as pragmatic approaches, if they believe that they are necessary because of disagreement about the best way to address a problem and the existence of several solutions.

Stages of policy problem formulation and education policy formulation

A policy is formulated as a product of an institution and must go through many stages of development before it can be implemented in society. Public policy, including education policy, is formulated through a series of stages. Agenda setting, policy formulation, decision making, policy implementation, monitoring and evaluation are the five ideal processes that must be followed in policy formation (Dunn W., 1998). A clearer description of each stage is presented as follows:

1. Agenda Setting is an important strategic step in policy making. Before a policy is decided and implemented, decision makers must create an agenda and prioritize which issues should be discussed. Currently, a large number of policy-related issues are collected and then selected for further discussion. This procedure makes it possible to determine which issues are included in the public agenda as public issues and which can be classified as

public issues. A problem will automatically take priority over other problems when it has been designated as a public problem. Selecting community issues to highlight on the government's agenda is another aspect of agenda setting. Disagreements between policy actors regarding actions that will be taken or have already been taken give rise to difficulties or policy problems. Conflict of opinion regarding the nature or character of the problem itself has the potential to be the cause. According to Dunn (1990), policy concerns are the result or function of discussions about how to formulate, describe, explain, or evaluate a problem.

2. Policy formulation. Policy makers then discuss the issues that have been put on the agenda. To find the best answer, the topic is discussed. The consequences of several policy choices or alternatives that currently exist are the answer to this problem. In order for various policies to be chosen as problem solving steps, policy makers (actors) must compete with each other at this stage. There are two meanings of formulation in policy formulation, namely as follows: a) An effective formulation is a formulation in which the recommended action is seen as a workable, reasonable and efficient answer. There is no longer a need to propose policy formulations if they are proven to be unsuccessful or impractical to implement. Then, to analyze its feasibility, other alternative formulations can be used as a replacement. This policy formation phase involves analysis, b) When a proposed policy direction has a high chance of being approved or confirmed by authorized decision makers, then that direction is considered adopted. In general, this

procedure requires a majority vote in the negotiation process. This means that policy formulation must be politically practicable. It is advisable not to offer a policy formulation from the start if there is a possibility that decision makers will reject it. The political stage in policy formation is what is called this stage.

3. **Decision Making:** Before a policy formulation is considered a genuine policy, it must go through many stages of review. As previously stated, policy formulation and several other options need to be studied carefully and carefully. Every aspect of policy formation is examined during the analysis, including contributions to society, implementation techniques, costs and benefits, and impacts and consequences. The policy adoption/legitimization process takes place at the decision-making stage, after selecting alternative policies to be determined. Ratifying policies in the government process is the goal of this legitimation procedure. A policy has a strong social foundation when it is ratified or legalized by the government, so that it can be accepted by all members of society.
4. **Policy Implementation:** Here, alternative policies that have been decided and given the green light will be implemented. At this point, implementing a policy often faces a number of challenges. This relates to the gap between what actually happens in the field and what has been planned and implemented. to work towards policy implementation. In order for the implementation of education to run smoothly and be successful, the problems that hinder it must be resolved immediately. According to Anderson (Wahab, 1991), there are

four factors that need to be considered when implementing a policy: (a) the implementing actor, (b) the structure of the implementation process, (c) compliance, and (d) the impact or consequences of implementing the policy.

5. **Policy evaluation,** Another definition of policy evaluation is an activity that involves estimating or assessing policies, taking into account their impact, implementation and content. Evaluation is believed to be a useful activity. In other words, evaluation is carried out at every step of the policy making process, not just at the end. In other words, the stages of policy issue creation, alternative programs to address policy problems, implementation, and policy impact stages can all be included in the assessment process.

Education policy formulation model

The paradigm used to formulate education policy involves choosing between several options. We often consider the advantages and disadvantages and effectiveness of educational policies when making decisions (complete rational model). Policy analysts in the education policy formulation model first describe a problem (input), transform it into an appropriate education policy, and then transform the results of the input into the policy output. However, society as policy beneficiaries has a significant influence on the input and output conversion process of environmental factors. Because a new policy model will be developed in the process based on the characteristics of the environment receiving the educational policy itself, such as schools, universities and Islamic boarding schools, when a policy is formed or rejected by the environment receiving the policy.

1. **Institutional Model,** The premise underlying this institutional

paradigm is that policy making belongs to the government (Wibowo, 2013). Public policy is everything produced by the government. The institutional role played by each branch of government in determining policy is the basis of this institutional model (Nurain et al., 2016). The government can monopolize and impose its policies on society, and state institutions provide legitimacy to the policies they provide. In addition, state policies are universal. This is in line with the view that the government formulates policies based on an institutional model (Fatem, 2020). Therefore, government education policies can be developed using this institutional model. This institutional paradigm offers the advantage that the government can direct society to adopt programs by coercion and the monopoly of legitimate authority, according to the author's analysis. However, this model has weaknesses because it ignores the relationships between institutions and the actual content of policies.

2. **Process Model**, Politics is assumed to be a process-driven activity in the process model. According to Thomas (2011), the steps taken in creating a policy development process model include problem identification, agenda preparation, policy design, ratification, implementation and evaluation. To create an ideal policy, implementing this process model in education policy can be done by following each step carefully. According to studies conducted by researchers, the process model has benefits, such as focusing on the irrational aspects of policy formulators by considering the needs of each

community. However, the weakness of this model is that it takes a long time to ratify a policy.

3. **Elite Theory Model**, According to elite theory, there are two types of groups in society: ruling/elite groups and non-ruling/mass groups (Suryono, 2014). According to this elite thesis, when democracy is fully established, prejudice will be permitted when making policy. This is because the resulting policies reflect some of the elite's political tendencies (Sjoraida, 2017). The interests of elite groups are given greater weight in this concept than the demands of society. Therefore, differences of opinion and agreement among political elites determine the policy issues that will be covered in the policy-making process related to education, and the general public does not have the authority to influence the decisions taken.. Therefore, in order for political elites to take policies that are beneficial to the public interest, they must have intelligence. The researchers' studies show that the elite model has the advantage of producing policies more quickly and based on the concepts and theories of experts; However, because these policies are not implemented from below, the public is only made aware of the existence and need for these policies.
4. **Rational Model**, Policies that maximize societal benefits are a rational model. This means that the government's rational model must be able to maximize benefits for society (Latifa, 2016). This theory suggests many ways to make judgments based on approaches that are considered

effective in creating policy. The rational model comes from positivism and rationalism in science (Susanto, 2016). This is caused by the rational model's belief that a reasonable and scientific approach can be used to solve problems. Therefore, it can be said that although human reason has limitations, public judgment only serves to meet the needs of policy makers and not optimize its advantages over freedom.. Investigations carried out by researchers show that although the rational model has advantages, such as ensuring that policies are made in accordance with field conditions, the rational model also has weaknesses, including the intellectual and reasoning limitations of policy makers.

5. Incrementalist Model. One way to criticize the rational model is to provide an incrementalist model. This model assumes that due to time, intellectual and financial limitations, policy makers cannot implement a process similar to the rational model (Handrian et al, 2021). This approach adapts to human limitations and heterogeneity as well as the realities of democratic life. The basis of this model is the idea that when policies change, slight adjustments will result in a security process. The foundation of all reliable knowledge is the only method to make judgments without increasing risk (Maulana et al., 2018). Therefore, in general it can be said that the incrementalist model is a model that does not carry out processes so that it is not appropriate to use in the process of formulating educational policies which is a continuous and time-consuming

process. The incrementalist model has the advantage of producing policies more quickly because it only considers the most appropriate option without considering other options, according to a study conducted by researchers . However, this policy has a weakness, namely that the policy can only be applied to routine problems.

6. Mixed Investigation Model, A mixed investigation model, which combines elements from two methodologies and two points of view, is another name for a mixed investigation model. According to Mulyana et al. (2019), the mixed investigation model requires policymakers to apply comprehensive incrementalism and rational theory while still taking into account various circumstances. Although incrementalist strategies are better suited to certain situations, comprehensive approaches are better suited to others. By making assessments in a gradual and logical manner, the education policy process can benefit from implementing a mixed investigation model (Ismail, 2016). Research studies reveal that the mixed investigation model has the advantage of examining two primary and specific aspects when formulating policies, resulting in more detailed policies. However, this is a weakness because the problem targeting is narrowly focused and does not cover many areas.

Conclusion

Identifying the correct problem is undoubtedly necessary for successful problem solving. Different conceptualizations of an educational

problem condition are produced and tested through the formation of educational policy challenges. Binding policies are the result of continuing the process of determining policy issues on an issue or problem that is on the government's agenda. Technically, education policy making is the most important aspect of the ongoing policy analysis process. It is important for education policies to be drafted carefully to minimize disruption. In contrast to the agenda setting stage which is more political, education policy formulation is technical, utilizing various technical analyzes to determine optimal action.

There are various methods used in the process of implementing policies in the education sector. The first strategy is the social demands approach, which prioritizes the needs, goals and interests of society before making laws. This strategy ensures that policies are carried out and implemented in accordance with community needs. The second strategy, known as the human power strategy, is more concerned with the political potential of the government. This strategy increases the effectiveness and democracy of the government by legitimizing its ability to make policies. The third strategy, known as the top-down strategy, examines the educational problems facing the government and legislative bodies. This strategy has also drawn criticism for its lack of community involvement and ignorance of socio-economic issues that require attention. The situational method, sometimes referred to as the pragmatic approach, offers several approaches to solving problems and allows a deeper understanding of the problem. The paradigm used to formulate education policy involves choosing between several options. The input is then transformed into a policy formulation model to produce an acceptable education policy, and the output of this input is transformed into policy.

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