



Policy process in the context of education: a content analysis

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ABSTRACT

Penelitian ini bertujuan untuk mengidentifikasi sebuah siklus baru dalam proses pembuatan kebijakan pendidikan yang mana dapat digunakan untuk menyelesaikan permasalahan publik di bidang pendidikan. Metode penelitian kualitatif digunakan, melalui analisis konten, untuk membuat siklus kebijakan pendidikan yang dibutuhkan. Hasil studi ini mengidentifikasi enam tahapan di dalam siklus kebijakan pendidikan, yaitu penentuan agenda, formulasi, legitimasi, sosialisasi, implementasi, dan evaluasi. Siklus kebijakan pendidikan ini dapat berkontribusi signifikan terhadap peningkatan pengetahuan para pembuat kebijakan, pemangku kepentingan, peneliti, dan pengimplementasi kebijakan tentang proses kebijakan pendidikan. Selain itu, siklus tersebut dapat digunakan sebagai panduan dan tuntunan untuk mengelola sektor pendidikan, terkhusus pembuatan berbagai kebijakan di level makro (pusat/kementerian), meso (provinsi/kabupaten/kota), dan lokal (institusi pendidikan). Selanjutnya, hal tersebut juga dapat membantu para praktisi pendidikan berpikir secara sistematis dan tepat dalam membuat dan mengimplementasikan kebijakan pendidikan. Penelitian selanjutnya sangat direkomendasikan menginvestigasi efektifitas dari siklus kebijakan pendidikan pada level mikro, meso, dan makro tersebut.

This study is aimed to identify a new cycle for making education policy which can be used to deal with the public problems (e.g. education). Qualitative research method was conducted, by a content analysis, to establish the educational policy cycle needed. The result of study identified six stages in the cycle of education policy consisting of agenda-setting, formulation, legitimacy, socialization, implementation, and evaluation. The cycle of educational policy contribute significantly to the enhancement of knowledge of policymakers, stakeholders, researchers, and implementers on the educational policy process. Moreover, the cycle can be used as a manual and guidance for managing the education sector, in particular making a new policy at the national level (center/ministry), meso (province/city/district) and local level (educational institution). Furthermore, it will help them to think systematically and properly for making and implementing the education policies. Further studies are strongly recommended to investigate the effectiveness of the education policy cycle in the micro, meso, and macro level.



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INTRODUCTION

Policy is a logical process that needs to be carried out in a serious way without a personal or group interest. Making policy is quite complicated and a challenging task. In the education sector, policymaking as a process happens both at ‘the up there’ or central government level, as well as at ‘the down here’ or district level (Bell & Stevenson, 2006), for instance at national context which takes place in the Ministry of Education and Culture. All things are carried out at schools and higher education institutions respectively through the involvement of policy-maker in making sense others policies—then making best policies for the new policy. In other words, when the government wants to establish a new policy in the context of education by the central level, the condition of education at the district or institutional level must be considered attentively and seriously.

From the national level, education policy is the result of a decision-making process by the government to deal with various problems in an education context. As part of public policy, education policy has a vital role in determining Indonesia’s global role in the future. To gain a better future, it is necessary to have a good education system that can produce proper curriculum and program by involving and ensuring the learning process occurring with the educational standards (Madjid, 2018). The education system, from a policy perspective, contributes to developing and strengthening skills for a better impact on citizens, and also to improve literacy and numerical skills that can ensure for completing middle education and then will ensure the effective transition to higher education or the workplace (OECD, 2015). Therefore, it is necessary to identify the broader policy and reforms principles that have a significant role in creating an education system (Sahlberg, 2007). This is due to the principles that “education systems are shaped to fit the contours of a nation’s political system, culture, and history” (Bjork & Raihani, 2018).

The education system associated with education policy in the Indonesian context requires serious attentions from the government, researchers, and stakeholders. This is because Indonesia faces various educational problems (Lumban Gaol, 2017; 2021). Particularly, those problems are related to the improvement of educational quality (Rosser, 2018). According to the report of PISA (Programme for International Student Assessment), the enrolments rates significantly increased in Indonesia’s secondary education, however, students’ achievement on mathematics, science, and reading is still poor (Schleicher, 2019). Previous studies found that the education problems which occurred in Indonesia were caused by the education system (Argina et al, 2014) and a lack of effective education policies, particularly at the districts level (Zulfa et al, 2019).

Furthermore, Sofo et al (2012) found three main problems that threaten school reform and the improvement of student achievement in Indonesian schools. First, it is the lack of management efficiency at both the local government and the local school levels. The second is the erratic change of education policies. The third is the professional competence and quality of Indonesia’s teachers. Making education accessible for all the citizens is important, however “the quality of education does not have to be sacrificed when increasing access to schooling” (Schleicher, 2019). In fact, success in any system, including the nation's educational system, requires more than best efforts and hard work by administrators and teachers (Horine, 1994). Suratno (2014) argued education reform in Indonesia must be a dialogue involving government, educators, and stakeholders to build an independent democratic society and social justice. Hence, for this to be attained, all actors must contribute to policy-making and provide extra efforts to establish excellent education policies in order to increase the quality of education.

Education policy improvement is viewed as a key to enable Indonesia to become excellent and grow in the international setting (Madjid, 2018). Indonesia needs various good policies (Rakhmani & Sakhiyya, 2019), including in the education sector. The education policy is more complex now that many stakeholders must be involved. Moreover, its tendency to decentralization and accountability is wider (OECD, 2015). Some researchers recommended Indonesia needs to pay serious attention to the education policy in order to improve the education quality (Lewis & Nguyen, 2018; Kurniawati et al, 2018; Kurniawati et al., 2018). In other words, this is a good time to evaluate various education policies which were published 20 years ago when the central

government delegated authority over the management of education to local governments (Zulfa et al., 2019).

Making policy in education is a complicated process. The processes of policy are “messy and in many ways relative,..., to be challenged” (Octarra & Hendriati, 2018). Policy-making is not perceived as the exclusive result of public administrator activity and thus it cannot be limited to the only public sector (Friedberg, 2017). Many stakeholders from different sectors of society must be involved to produce a general comprehension and to harmonize every concern they have so that the implantation of police can be conducted successfully. Consequently, policymakers are not the sole administrators of an essentially administrative process anymore. Instead, they are managers of the complicated process to facilitate all practitioners or stakeholders in implementing the policy.

Theoretically, in the context of Indonesia, it is still a lack of agreement on the need of policy cycle in practice. Blomkamp et al. (2017) concluded that it is impossible to identify a single policy cycle in practice in Indonesia. Furthermore, they argued the policmpy cycle is not a suitable regulation or a descriptive framework for making-policy in Indonesia (Blomkamp et al., 2017). However, the conclusion of Blomkamp et al. (2017) is contradicted with the policy cycle developed by Viennet and Pont (2017). They emphasized that policy cycle approach is still used continuously—even though there has been adaptation to it. This is because the policy cycle is considered as the easiest way to present a recommendation and analysis for policy-making and is a more simple way of creating forward action (Viennet & Pont, 2017). Accordingly, despite the difficulty of making a new policy, there is no existing a proper cycle of how to establish a new education policy in the literature. Therefore, it is urgent to -understand a new policy cycle for the Indonesian education context to help policy-makers, stakeholders, and scholars to have a better understanding on education policy. Moreover, identify the policy cycle in the education context is necessary because it can be used as a manual to make and properly implement each education policy.

This study does not explore the good policy which can be implemented in the education context. Instead, it provides the cycle of the policy process in education, so that practitioners and stakeholders can gain understanding how to conduct the education policy in a better way. According to Madjid (2018), now societies demand a change in policy formulation. The demand can be properly solve with the best policies which are generated by a clear cycle. Therefore, the aim of study is to understand an education policy cycle based on the literature review from previous studies. This present study contributes significantly by increasing the education policy literature, filling the gap on education policy cycle, and providing the understanding on how to conduct policy in practice. It is expected that the main purpose of education can become excellent through implementing the cycle of policy. Therefore, this study reviews the theory of policy cycle, education policy as a part of public policy, method, and exploring the cycle of the policy process in the education context based on published literature in both Indonesian and English.

Etymologically, the term policy originated from Greek (polis: city-state), Sanskerta (pur: city), and Latin (politia: state). In the English language, policie means conducting the public affairs or government administration (Dunn, 2004). The government refers to the institution and political process which makes policy through various choices. These institutions and processes give formal authority to the government to govern a group of people (Kraft & Furlong, 2018). In other words, a policy is associated with the implementation of public affairs involving the government. Hence, a policy is a written regulation that becomes a foundation or manual to act upon in solving problems.

All policies are aimed to solve problems identified to be a part of the government’s agenda (Knoepfel et al, 2007). Although policy can be in the verbal form, the concept of policy in this study is interpreted as written policy. These written regulations are the result of an official decision of the organization (Arwildayanto et al., 2018). Accordingly, policy refers to a law or certain actions (Bell & Stevenson, 2006; Page, 2007) which are written based on the formal decision of an institution or an organization and when consistently followed will bind, control action, and create new values to lead a person or group in solving problems (Arwildayanto et al., 2018; Kraft & Furlong, 2018). The written regulation can be, such as a Constitution, Government Regulations, a Presidential Decree, Ministerial Regulations, a Regent Decree, regulations of regency and city, and

a decree of the Regent or Mayor (Arwildayanto et al., 2018; Kraft & Furlong, 2018; Taufiqurakhman, 2014). However, the objectives in public policy are not always clearly issued, and it can be difficult to determine the extent to which objectives have been achieved (Chompucot, 2011).

The birth of a policy was based on problems that come up which need to be solved. In particular, a public policy is derived from the result of the complex problems in society. Thus, to understand the concept of policy, the scope of the study must be adjusted to the policy area. Public policy is a government action to respond to public problems. It is associated with the aims and sense of policy which approved officially, and regulations and practices institution to implement various programs (Kraft & Furlong, 2018). “Public policy can be formulated as an action done by political actors as a strategy to solve public problems by doing considerations various obstacles and useful potency to gain the desired purpose” (Lukitasari et al, 2017).

Haddad and Demsky (1995) defined policy as an implicit or explicit decision or set of decisions which may determine the direction for guiding the implementation of previous and future policy by initiating or delaying actions. In other words, the policy presents decisions designed to guide (including by force) future decisions in future, or initiate and guide the implementation of previous policy (Haddad & Demsky, 1995). Public policy is what is done by the public official in government, as representatives of the citizens, by way of choosing to conduct or unperformed something toward public problems (Kraft & Furlong, 2018). “Policy-changes may be the result of demographic, social, economic, and political changes” (Heck, 2004). Consequently, the social condition, politics, government, and culture impact on public policy making in a state (Ben-Peretz, 2009; Kraft & Furlong, 2018). Public policy can be solved by government actions, personal actions, or a combination of the two parties, such as environmental degradation, lack of health service and education access, etc. (Kraft & Furlong, 2018).

Education as A Part of Public Policy

Policy is a political system in the government. As a result, the policy is about authority in determining what is done. According to Bell and Stevenson (2006) policy shapes those who can use it, what its purpose is, and who will act. Accordingly, a policy is focused on the achievement of goals or the resolution of problems by negotiation and compromise through a policy process that will produce a merging of views and values. Developing a policy can be done in a state or an institution. It depends on what the purpose of the policy is created. In general, the state is often the source of education policy. Many policies placed on educational institutions in both the public and private sectors are originated directly from the regulations and laws of the state (Bell & Stevenson, 2006).

Education policy cannot be separated from public policy. This is because education problems are often related to government problems and are public issues. Thus, in general, public policy can be understood as a structural process in solving problems led by the government (Blomkamp et al., 2017). Public policies do not merely reflect the most urgent values of society, but reflect the problems that are among those values (Kraft & Furlong, 2018), may be associated with education. Trowler (2003) identified five main issues associated with education policy, namely increasing the access of education, overcoming social disadvantages, increasing opportunities equally, improvement of the education profession, improving educational management, and the formation of a learning society.

Education policy can refer to the totality of different actions and steps, and education policies of a particular country (Page, 2007). Those actions and steps are taken to achieve a goal of the country. Education policy is often assumed as a set of statements which is written in a policy document (Trowler, 2003). Particularly, education policy can be defined as a specification of various principles and actions, which are followed or which must be designed to realize the desired goals (Trowler, 2003) in the education sector. Furthermore, education policy is about ideas which were born from public policy and implemented at schools and higher education institutions and are labelled globally as education (Heimans, 2012).

Policy-making in education is a challenging process, always characterized by conflict and complex dynamics (Ben-Peretz, 2009). Wherever policy is made, either at schools, the district or national level, there are three necessary stages, namely identification of problem, the proper

policymaking process, and the beginning of the political process (Trowler, 2003). Educational policies are specifically synchronized as approaches. It is because of the special logic of practice where educational policies are made, remade, and determined (Heimans, 2012). The stages are still not obvious, therefore the stages in policymaking are needed to establish. Educational policy planners should consider various policies regarding the use of time. The beginning of an educational policy idea depends rather not only on the social and political aspects of the moment given but also on "individuals—such as minister, key officials, or other influences who may play an important role in certain circumstances" (Ben-Peretz, 2009).

As the development of education itself is not easy, the educational policy-making process is also a process that is not easy to understand. In education policy-making, there are various parties involved, namely (a) central and local governments, such as the ministry of education, and the city/district government; (b) education stakeholders, for instance, teacher unions, school principals and students' parents, (c) organizations outside the education system such as the Supreme Court, scientists, political parties, and teacher education institutions (Ben-Peretz, 2009). Bowe, et al. (1992) as cited from Bell and Stevenson (2006) emphasize that policies are constantly being reconstructed, and therefore, policy development is not like a linear process, but should be seen as cycle, made from policy contexts. Various other factors also contribute to making education policy and cannot be ignored. According to Ben-Peretz (2009), there are four categories that influence educational policymaking, namely: research or studies, organizations, people, and other sources of information. Therefore, for the various parties involved in the policymaking process, a logical cycle is needed to understand the policy process.

The primary question of this research consists of what is the appropriate cycle of policy process that can be used in the Indonesian education context? In order to answer this question, this study discusses a rationale of why it is necessary to investigate the cycle of policy process in education and then does a literature review as provided in the previous section. The next part provides the research methods that were used, reports the findings and synthesizes its results.

RESEARCH METHOD

This study was conducted by using qualitative research, particularly content analysis. Content analysis is a qualitative research technique (Hsieh & Shannon, 2005) used for text analysis (Anandarajan et al, 2019). In content analysis, text data can be collected from books, journals, or manuals, etc. (Hsieh & Shannon, 2005). In other words, content analysis can be used on all types of written texts no matter where the material comes from (Bengtsson, 2016). Therefore, according to Anandarajan et al. (2019) "A population in the content analysis includes all text documents that are relevant to answering the research question". Whereas, "Sample is the relevant population of documents containing the text" (Anandarajan et al., 2019).

In this study, scientific resources, such as books, journals, working papers, and reports from professional institutions were used to establish and discuss the cycle of the policy process in the education context. Initially, content analysis was conducted by establishing the inclusion and exclusion criteria for selecting the resources. The inclusion criteria used to select articles were: (1) journal articles, text books, working papers, reports (e.g. OECD), (2) published from 2000 to 2018; (3) open access, and (4) relevant to education policy. Sources that were not deemed relevant and grey literature were excluded from this study. Some resources were published nationally, for instance Arwildayanto et al (2018), Madjid (2018), etc. Others were published internationally, for example Ben-Peretz (2009), Dunn (2004), and Viennet and Pont (2017), etc. Furthermore, in order to identify and explain the cycle of the policy process in education, this study was supported by theories both from the field of public policy and from the education context. Those contents of the sources were analyzed logically to establish the cycle. This is helpful to understand the framework of the education policy cycle in Indonesia.

RESULT AND DISCUSSION

Education policy is especially suited to an approach, because of the distinctive logics of practice where education policy is made, remade, and enacted (Heimans, 2012). It means that the cycle of policy using a logical approach is useful for the sector of education. Specifically, education policymaking is a complex process and requires consideration of various aspects so that each policy produced has benefits for many parties. “New policies are usually produced when the current situations and context are interrupted by problems, political decisions or reorganization schemes” (Haddad & Demsky, 1995), and new policy is needed to solve the problems that arise. Some important practitioners in schools and colleges, rather than being passive policy implementers are determined to be involved and are positioned to shape national policy at an early stage. This could be through their involvement in groups, professional associations or their privileged positions in government policy forums and think tanks (Bell & Stevenson, 2006).

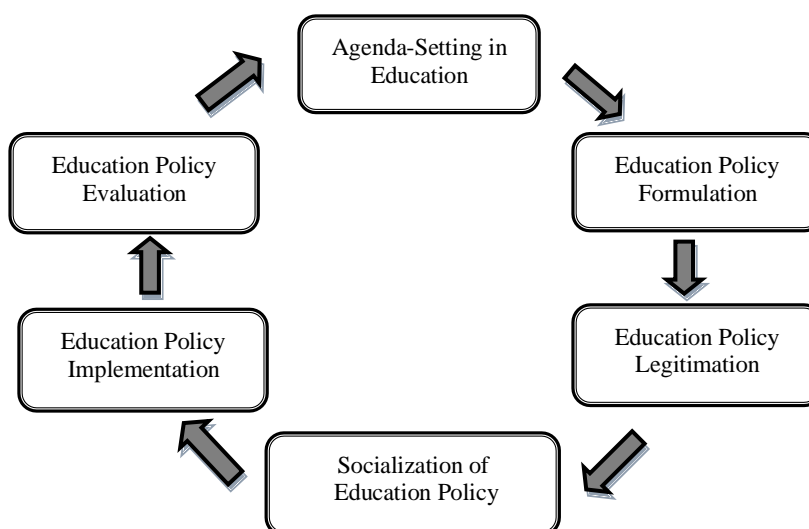


Figure 1. The cycle of education policy process (Arwildayanto et al., 2018; Ben-Peretz, 2009; Dunn, 2004; Madjid, 2018; Viennet & Pont, 2017)

Jann and Wegrich (2007) identified four stages in the policy process including: (1) agenda-setting; (2) policy formulation and decision-making; (3) implementation; and (4) evaluation and termination. In order to make sure that the cycle of policy-making runs well, Viennet and Pont (2017) developed a new policy cycle theory by combining the work from both Jann and Wegrich (2007) and (Cairney, 2013). As a result, the cycle of policy includes agenda setting, formulation and decision-making, legitimation, implementation, evaluation, and policy maintenance, succession or termination. Besides this, Barkenbus (1998) conceptualized a simple cycle of policy-making that includes agenda-setting, policy formulation, implementation, evaluation, and feedback toward the agenda-setting, formulation, implementation of the policy.

Arwildayanto et al. (2018) stated that some aspects in policy analysis, namely: formulation of educational policy issues, implementation of educational policies, evaluation of educational policies, and education policy socialization. Also, Madjid (2018) concluded that in policy analysis, it is necessary to discuss the formulation of education policies, the legitimacy and communication of education policies, and the implementation of education policies mentioning aspects of policy analysis. Furthermore, Dunn (2004) classified the stages in policy making, namely setting the agenda, formulating the policy, adopting the policy, implementing the policy, and evaluating the policy.

Even though many studies explore the cycle of policy as mentioned above, there is a lack of an education policy cycle. This study identified a new education policy that was developed by synthesizing the theories of policy and discussing it with the previous study to understand the process of policy in education context. The education policy cycle consists of six stages as shown

in the Figure 1. These are agenda setting in education, education policy formulation, education policy legitimacy, socialization of education policy, education policy implementation, and education policy evaluation (Arwildayanto et al., 2018; Ben-Peretz, 2009; Dunn, 2004; Madjid, 2018; & Viennet & Pont, 2017).

Agenda Setting in Education

Agenda setting is the first step in the cycle of education policy. In this stage, various problems related to education are collected to identify the main issues or things which need to be solved. Cairney (2013) emphasized that agenda-setting is the discovery of various problems which the government must be aware to decide which issues deserve attention and to define the nature of the problem. An agenda is a collection of problems, an understanding of the causes of problems, symbols, solutions, and aspects of public problems that are of concern to society and government (Birkland, 2007). Therefore, in outlining, all relevant central government ministries, such as ministry of education including the leading group, the working group, and the drafting team have aims to accommodate and coordinate their priorities and interests when certain issues affect them. Whereas the interests of the local government are channelled mainly through research teams (Han & Ye, 2017).

Two important things need to be considered in the preparation of the agenda [for educational policy], namely identifying problems and choosing issues (Jann & Wegrich, 2007). Educational policymakers need to understand the problems that are occurring in the context of education, then problems must be known in-depth and comprehensively. These following questions must be addressed well consisting of, first, what aspects intersect with these educational problems? Second, can these aspects affect the education policy that will be taken? Thus, with this understanding, deciding when a problem becomes an agenda, it is necessary to pay attention to the complexity of the problems that occur in the field of education. Therefore, to examine the issue of educational policy, it is necessary to first examine the situation or conditions that develop in the community (Arwildayanto et al., 2018) which is related to the sector of education.

After the problem is known and determined, the next action is to include the problem as an agenda for serious consideration and to get a public response. It cannot be denied that the agenda setting is more political (Arwildayanto et al., 2018). Thus, when a government agenda presents a focus on agenda-setting, ways and mechanisms for identifying and recognizing issues closely linked to a social problem that is recognized and accepted by the media and public agenda (Jann & Wegrich, 2007). Thus, the preparation of the agenda can be done based on the analysis of the issues that have been done.

To help in designing the policy agenda, educational experts should provide frameworks that politicians can use in many situations and that can be incorporated into public communications. To build relationships, academics must present their work to politicians before they discuss with politicians. Lastly, academics should translate research evidence to the politician's specific context (Garcia, 2018) so that the result of study can be used properly. It is because the new education policymaking process involves central government and other departments at different levels (Han & Ye, 2017). For example, several non-university intermediary organizations including advocacy groups, civic groups, and professional organizations, foundations, philanthropists, mass media, and school reform organizations play an intermediary role in shaping educational policy (Garcia, 2018).

In designing the policy agenda, politicians are the people in charge but are not the policymakers. According to Garcia (2018) politicians set the policy agenda while policymakers select alternatives to carry out the policy agenda. Unlike policymakers, politicians are novices concerning education policy. Consequently, teachers' unions were traditionally one of the more powerful advocacy groups, making significant contributions in the shaping of education policy. Besides teachers' unions, state school board associations, school administrators' associations, parent-teacher's organizations, and assorted centres for education policy would traditionally also confer with legislative and gubernatorial education staff (Garcia, 2018). Therefore, in the agenda-setting stage, there is no final decision made by any parties. The next stage will determine to which the best decision will be chosen.

Educational Policy Formulation

Policy formulation is the second steps in the educational policy cycle. The education policy formulation cannot be separated from the agenda-setting in the previous stage. Policy formulation refers to the process in which possible policy initiatives are developed (Gültekin, 2014). Oyelola (2015) recommended that stakeholders, especially the teacher should be consulted and be involved in the educational policy formulation. Policy formulation is a critical phase of the policy process (Sidney, 2007). Formulating the set of alternatives involves identifying a range of broad approaches to a problem, and then identifying and designing the specific sets of policy tools that constitute each approach. Policy formulation is setting objectives, identifying the cost, estimating the effect of solutions, choosing from a list of solutions and selecting policy instruments (Cairney, 2013).

When formulating a policy, the basis for taking alternatives in solving problems is sourced from the preparation of the agenda. Formulation of policy includes in setting of goals (what is to be achieved from the policy) and considering various alternative actions (Jann & Wegrich, 2007). Madjid (2018) concluded that the formulation of education policy is a way of solving the problems that are made by policy makers. This is done by choosing the best policy from various solutions available. The aspects proposed by policymakers in terms of policy formulation are a set of actions to reach agreement, consensus, compromise, and authorization of regulatory, directive and collective action that can be mutually acceptable (Arwildayanto et al., 2018). In other words, educational policy formulation is the formulation of various policy alternatives with the aim of resolving educational problems.

The formulation of educational policies is more technical because various analyses of the problems must be carried out and continue directly to determine solutions to make the best policies to solve the existing educational problems. At this stage, various policy proposals are formulated as part of solving problems that occur in the education sector. The policy formulation stage is when the government recognizes the existence of various public problems, and those problems lead to awareness of the need and demand to do something to resolve the issue (Madjid, 2018).

The stage of policy formulation has a significant impact on the cycle process. Failure to formulate a policy can hamper the success of the objectives of education policymaking. Therefore, in the formulation stage of education policy, it is necessary to pay attention on various aspects of life that will later determine the direction and direction of education at regional, national, and global level (Madjid, 2018). Officials always formulate alternative policies to deal with a problem. Then, alternative policies are assumed the form of executive orders, court decisions, and legislative acts (Dunn, 2004). The actors involved in the process of educational policy formulation consisting of the legislative agency which is held by the Indonesian parliament, such as the People's Consultative Assembly (Majelis Permusyawaratan Rakyat – MPR), People's Representative Council (Dewan Perwakilan Rakyat – DPR), The Regional Representative Council (Dewan Perwakilan Daerah – DPD) for national level (Blomkamp et al., 2017). Whereas, at the province or district level, legislative agency which is held by the Regional People's Representative Council (Dewan Perwakilan Rakyat Daerah-DPRD). Furthermore, the executive agency are President, Ministers, Governors, Regents, Mayors and Heads of Services), administrators, political parties, interest groups, community organizations, universities, and individual figures (Madjid, 2018).

Educational Policy Legitimation

After the policy formulated, an urgent next step conducted is to legitimize the policy. Each policy formulation that had been produced needs to get recognition from the community (Madjid, 2018). Policy legitimation stage refers to selecting one of the proposed policies and enacting it by political support (Gültekin, 2014). Education policy will be implemented properly with the support of the community. Therefore, community representative institutions can make recognition of the educational policies that have been formulated. For example, the House of Representatives Commission X (DPR) can handle the education sector by providing supports for the legalization of policies. "After having formulated policy solutions, one of the proposed solutions draws the attention of decision-makers" (Gültekin, 2014).

There are three modes of policy legitimation (Tveit & Lundahl, 2018), namely: collaborate, agency, and consultancy. Even though some political actors have different solutions, however one policy solution must go through the legitimating process. In democratic countries, policy legitimation is performed by parliaments or governments (Gültekin, 2014). Thus, a policy is adopted with the support of a legislative majority, the consensus among agency directors, or a court decision (Dunn, 2004). Legitimacy is ensuring that the chosen policy instruments have support. It can involve one or a combination of legislative approval, executive approval, seeking consent through consultation with interest groups, and referenda (Cairney, 2013).

The purpose of making a policy recognition is to avoid rejection from the communities while the policy will be implemented in future (Madjid, 2018). Supports for this legitimacy can come from a legislative agency, government regulations, state justice institutions, and the referendum process (Hasbullah, 2015). In other words, the legitimacy is conducted to gain supports and improve the quality of policies. Thus, formulation is valid and considered final after getting the final result of legitimacy (Madjid, 2018). Public participations at legitimacy process greatly influence the success of the policy to be implemented. In particular, in the context of education, education stakeholders play a vital role in this process of legitimacy. Supporting from the parties can enhance the process of the next stage before obtaining the goal of policy. Therefore, in the legitimation process, it is crucial to involve the related parties to confirm that they accept the policy made without rejections in future.

Socialization of Educational Policy

Socialization is the fourth step in the cycle of educational policy. The socialization stage may refer to deliver an education policy to stakeholders who will take part in implementing the new policy. According to Dictionary Cambridge (2019), "Socialization is the process of training people...to behave in a way that others in the group think is suitable". On the other side, Madjid (2018) argued that after the policy has been legitimized, the next step is to communicate the policy so that people know and consider the policy as a part of their lives. The word of socialization and communication is equally to emphasize on the importance of new information of policy to be understood by others. Therefore, the term socialization is used to make obviously on how a new education policy may be delivered in Indonesia.

In the education context, people who take part in the socialization of policy can be teachers, principals, district official, student parents, and other stakeholders. Those parties are crucial to understanding what, why, and how education policy must be done. Particularly, when conducting socialization of education policy, this following things must be concerned including policy formulation which consists of its considerations, contents, and explanations (Madjid, 2018). In that case, conducting socialization of education policy will simplify them in implementing a new policy made. If those parties do not know exactly on the education policy, it will lead to face various difficulties in the next steps. Therefore, every relevant party must realize that a policy is aimed to solve the current education problems.

Socialization or communicating educational policies is the act of educating the public about the legitimated education policy formulations. The actor who disseminates education policy is the formulator of educational policy. While those who receive education policy socialization are practitioners and societies—stakeholders (Madjid, 2018). For instance, education policies can be disseminated to teachers, education personnel, and parents of students. While socialization the new policy will be done, many things must be considered, such as how well the condition of audiences. For instance, an assessment should be established to make sure that the audiences can understand what the new policy is. Therefore, a new education policy cannot be implemented before all educational stakeholders can comprehend its meaning, reasons, and strategies related to the policy.

Educational Policy Implementation

After education policy has been delivered to its stakeholders, and then policy implementation can be conducted. It is crucial to be done because when a new policy perfectly planned, good implementation is required, otherwise the policy will fail (Lukitasari et al., 2017). The process of

implementation is aimed to establish or employ that an organization take responsibility for the implementation, ensure that the organization has the resources (such as staffing, money and legal authority) to do so, and confirm that policy decisions are carried out as planned (Cairney, 2013). Particularly, policy implementation is an act of cooperation between the government and the private sector to carry out the policies that have been set at an earlier stage to achieve the goals set (Lukitasari et al., 2017). Policy implementation is to adopt the policy which is carried out by administrative units that mobilize financial and human resources to comply with the policy (Dunn, 2004).

The sources of the implementation problems can arise from political, economic, and socio-cultural factors (Lukitasari et al., 2017). Overcoming the implementation gap requires an approach that focuses on the quality of the policy to ensure the policy following the needs of the target (community). Government, private sectors, and community must collaborate to overcome this implementation gap (Lukitasari et al., 2017). Therefore, when planning to implement a new education policy, several issues related to the process of implementation must be considered seriously, for instance the practical relevance and benefits. “New education policy planners should carefully consider the specific systems where, [when, and how] the policy is implemented” (Ben-Peretz, 2009:72). To ensure the successful implementation of policies, four things need to be considered, namely communication, resources, disposition, and bureaucratic structure (Lukitasari et al., 2017). Moreover, these following questions are crucial to be addressed including (a) is the policy implemented only in schools? (b) Is the policy aimed at other target populations? (c) What is the possible role of the media in promoting the new policy? (Ben-Peretz, 2009).

Furthermore, a new educational policy should be tested by the ideas put forward in pragmatic terms by asking: Can the policy be implemented in current practice or is there a massive change in schools a requirement for policy implementation? Will the proposed policy be applied and effective under current conditions regarding schools and previously established policies? Therefore, planners of education policy must consider the role of long-term and short-term goals that play a role in policies and the ways in which teachers can be motivated to follow the principles of new policies (Ben-Peretz, 2009). When a policy is not carried out properly, there will be an implementation gap which is interpreted as “the difference between written law and practice in the field” (Lukitasari et al., 2017). This situation leads to other problems that influence the quality of education.

In the education sector, professional groups are based primarily by university personnel and scientists who can provide specialized knowledge and advice to government institutions (Han & Ye, 2017). Chompucot (2011) found aspects that have an impact on the effectiveness of education policy implementation, namely: focus on security, resources, the ability of institutions to implement, economic conditions of students, and cultural factors that support parents in determining interests. Because education involves a variety of fields, it is the main area for various groups to express their needs and put forward the main for various groups to express their needs and submit requests. Responding to these more specific demands, leading groups form various sub-sector focus groups, which cover everything from basic education to tertiary education (Han & Ye, 2017).

Evaluation of Education Policy

The last stage of the education policy process is to assess a policy made. Evaluation policy may refer to the process of understanding on the result of policy implementation conducted—whether it obtained the settle goals or not. The effectiveness of a policy will be measured by determining the extent of the policy can provide solutions to various problems that are happening (Madjid, 2018). Assessing the effectiveness of policy implementation can be recognized as a part of policy evaluation (Chompucot, 2011). Assessing the extent to which the policy was successful or the policy decision was the correct one; if it was implemented correctly and, if so, had the desired effect (Cairney, 2013). Agencies are responsible for evaluation and oversight to determine (rightly or wrongly) the policy (Dunn, 2004). According to Chompucot (2011) there are five criteria for effective evaluation, namely achieving policy objectives, efficiency, customer satisfaction,

customer response, and maintaining system. They are so important to consider because the policy must be examined comprehensively.

When evaluating the policy there are three possible results founded, namely policy succession, policy termination, and policy maintenance (Cairney, 2013). Policy succession is the agencies taking responsibility for evaluating policies, along with policymakers themselves; acknowledge that a policy is no longer needed because the problem dissolved. Policy termination is to maintain and redirect toward a new problem, goal, and objective (Dunn, 2004). Policy maintenance refers to the assumptions that the policy can be continued. Appropriate policies are required government officials to translate broad agreements into specific decisions (Chompucot, 2011). Therefore, at the evaluation stage of educational policy, researches and studies are needed to conduct in order to find the best result.

CONCLUSION

This paper aims to understand a new policy cycle in the education context. The education policy cycle is useful as a manual and guidance to help governor, practitioners, stakeholders, and researchers in order to obtain the specific goal of education by making the best education policy. Particularly, the cycle is a fundamental process which needs to be understood by policymakers at the central, district and school level. Also, education policy practitioners need the cycle for avoiding misconception on the education policy process. It is very important due to educational policies can impact on the advancement of education. Thus, to enhance the quality of education by educational management practices, the cycle of education policy process must be conducted with serious attention.

This study identified six stages in the cycle of educational policy consisting of agenda-setting, formulation, legitimacy, socialization, implementation, and evaluation. The cycle of the education policy may contribute to flourishing the literature on the field of policy, particular in the context of education policy. Further research, it is recommended to investigate the effectiveness of each education policy stage, such as agenda-setting in education, etc. Moreover, the next study may examine the effectiveness of the educational policy cycle at central or local government and institutional context, such as school, college, university, and etc. Finally, exploring the education policy cycle by other review methods, for instance using systemic reviews based on the Scopus and Eric database, may improve the usefulness of the education policy cycle in practice and theory.

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