

## **THE ANALYSIS OF AGENDA SETTING IN INFORMAL EDUCATION POLICY IN WEST SUMATERA**

**Fachrur Rozi, Masrully, Nugroho Wasispratama**

Andalas University

E-mail: fachrur.rozi230393@gmail.com, mas\_rully@ymail.com,

nugroho\_wasispratama@ymail.com

### **ABSTRACT**

This research analyzed the process of agenda setting in informal education policy in West Sumatera. It is based on the fact that there are no facilities for the practitioners of informal education from the government of West Sumatera, in this case is education agency that did not formulate any policy in the form of program activities in informal education for West Sumatera, the practitioners do not have the same right with the practitioners in formal education and nonformal, there is no data that is taken and there is no education fund for practitioners in informal education, the equality test for informal education practitioners is incompatible with their educational major. The theory that is used is agenda setting process by John W. Kingdon, where the agenda setting process is affected by three streams, they are problem stream, policy streams, and politics streams. The result of this research shows the weakness in reporting and demanding from the homeschooling communities Padang in stream of problem which informal education is not considered as public issue, from policy stream, the solution from the discussion of the informal education practitioners about informal education issue is ignored, and from politic stream, there is lack of role of public organizations, mass media, and political organization to advocate the informal education issue in West Sumatera to make the education agency formulate the educational policy operationally and make an agenda to discuss the informal education issue in West Sumatera.

**Key Words :** Analysis, agenda setting policy, informal education, West Sumatera

### **1. Introduction**

Hasbullah (2005: 4) says, "Education is a planned and conscious effort to bring an atmosphere of learning and learning process so that the learners can develop their self potential actively to have a religious, spiritual power of self-control, personality, intelligence, morals, as well as skills that treated them, community, the nation and the state". The aim of education is to explore and refine the personal uniqueness potential in order to make it useful for themselves or their environment. Everyone has a right to get an education then, parents is the first and main part that should provide education to their children. Parents have right to participate in choosing the education unit and get the information about the educational development of their children. In law number 20, 2003 about National Education System, Article 54, Clause 1, written that, "Education unit is a group of educational service which organizes the education on formal, non-formal, and informal in every level and type of education".

Informal education is one of the alternative in educational systems that is appropriate for the children needs. Informal education is included as educational model that is used an alternative to schools and can be an answer of the choices in educational program that is flexibel and conforms with the childrens' interest and talent. Informal education as one of education or learning system that is held at home as an alternative school that is placed the childrens as subjets and using family-based education approach. In this family-based

education, children can study comfortably because they can learn anything that they want, anytime, and anywhere like they were at home.

The role of the government is needed to make this informal education can work maximally, because based on Constitution of the Republic of Indonesia 1945, article 31, clause 1 says that "Every citizen have a right to get the education". So this writing tries to explain how is the problem that is faced by informal education practitioners to get an attention from the government. The case that will be analyze is how the provess of the agenda setting of informal education policy carried out by the local Government of West Sumatera in to accomodate the problems that appears in informal education practitioners in West Sumatera.

## **2. The Implementation of Infromal Education and Its Problems**

Based on the new paradigm in the law of Republic of Indonesia number 20, 2003 about nasional education system, there is fundamental change about education as a way or vehicle for the learners to develop their self potential in a educational process that is fit to education's purposes. Those educational path are formal education, nonformal, and informal that are complete and enrich each other. Formal education is an eucation that is held by the common schools. It has a certain level of education, start from basic education, secondary education, and higher education. Nonformal education is an education that is out of formal education that can be implemented in a structured and tiered. Nonformal education consists of courses institution, training institution, study group, comunity learning center, Islamic studies (*majelis taklim*), and similar education units. While informal education is family and environment-based education in form of independent studies. In Ibid articles 27-27 is written, "The result of informal education is the same with formal and nonformal education after the students pass the test that is based on national standard of education".

The establishment of the Government Regulation number 17, 2010 about the management and organization of Education that one of them regulates about the management of the holding of informal education in operational policy is derived from the Act of *Sisdiknas* that give some regulations specifically about the implementation process of informal education, such as informal education that is held by the family and environment in form of independent studies. The result of informal education is the same as nonformal and formal education after it passed the equality test based on national standard of education that is held by government or local government based on their authority, and based on the law and regulation. In The Government's Regulation Number 17, 2010 about the Educational organization and implementation, Articles 116-117 state, "After that this equality test is held through equality test for the students in nonformal education as well as the rules in Article 115; and equality test is controlled by a regulation of the Minister for another informal education result that is in the outside of provision scope in Article 115".

In the implementation process of informal education is based on regulation of the national education minister number 63, 2009 about quality assurance of national education system. The quality guarantee of informal education is carried out by society either by an individual, group, and institutional. In The regulation of education ministry number 63, 2009 about the national quality assurance system, Article 9 is written, "This quality guarantee can be assisted and/or given the ease by the government and local government". In 2014, the ministry of education and culture set the ministerial regulation number 129, 2014 about homeschooling, which regulates the implementation of informal education. It set things like, on article 6 stated that homeschooling should register to the education agency service in district/city. On article 8 stated that the assessment of the homeschooling students' learning result that would follow UN/UNPK are held based on law and regulation. In the the

regulation of education ministry number 129, 2014 about homeschooling, it is written, “The assessment for homeschooling students would be done by the educators, nonformal education unit or formal education unit and/or by government”.

Informal education or also known as homeschooling is an educational system or learning process that is held in home as an alternative school that is placed the children as subject and using family approach. By using education at home, children can feel comfort in learning, because they can learn anything that they want, anytime, and anywhere just like they were at home. Even it is called homeschooling, it does not mean that children will always be at home. They can learn anywhere and anytime as long as the situation is comfortable and fun just like home. In homeschooling system, the time to study is flexible start from wake up in the morning, and back to sleep in the night. There is no any class just like in the formal education and the role of the teacher is to guide and lead the children's interest in the subject that they like, but this school placed the children as the curriculum's subject in common, not as curriculum's object.

Just like its name, learning process is centralized at home but commonly it is not only take place at home, but parents can use everything and everytime to do learning process, and also use all of the infrastructures and public facilities. It can use free facilities or paid facilities, such as educational facilities (library, museum, research institutions), public facilities (park, station, road), social facilities (mall, exhibition, restaurant, factory, plantation). Adilistiono (2015) says that the advantages of informal education are:

1. Children become learning subject. Through homeschooling, children were given a chance to decide the learning materials. The children become subject in the learning process, learning process that is held can be fun and comfortable. Homeschooling can be used to taking back the children from learning object become learning subject.
2. Object that is learned can be wide and real. Homeschooling can bring the children to learn in the real world, in an open nature. The object that is learned can be wide, as wide as the world that make the students learn anything freely based on their interest and anything that they like.
3. To make the children love to study. Children can learn everywhere, everytime and to whom who can make the parents realize that learning can be done anywhere, including at home, only parents may be the most feasible to make it happen.
4. Provide ease of learning because it is flexible. As a form of informal education system, the key organization of homeschooling is kind of flexibility, so do not be too rigid and structured as formal school does. When the curriculum is organized, then homeschooling will lose its main meaning.

Informal education through homeschooling is useful in developing the learner's skill with an emphasis on mastery of knowledge and functional skills and also the development of attitude and professional personality, as well as expanding access to primary and secondary education. Based on Rahmawati, the aim of homeschooling are:

1. To ensure the completion of the quality in primary and secondary education for students who come from the family that choose homeschooling as their children's education.
2. To ensure the fulfilment of the needs of learning for young and adults through the fair access in education programs and life skills.
3. To remove the gender disparity in basic secondary education.
4. To serve the students that need academical education and life skills flexibly to improve their quality of life.

West Sumatera have communities who choose informal education. It is proved by the existence of a community for the practitioners of informal education in West Sumatera. This community is called Padang Homeschooling Community. Geographically, West Sumatera lies on a line 00 54' North latitude up to 30 30' South latitude and 980 36' up to 1010 53' East longitude with the total area of approximately 42297.30 Km<sup>2</sup> or 4,229,730 Ha including  $\pm$  391 large and small islands in the vicinity. West Sumatera consists of 12 districts, 7 cities, 176 subdistricts, 303 *kelurahan*, and 711 villages. Administratively, the province with Padang as the capital city is bordered by:

1. To the North with the province of North Sumatera.
2. To the South with the province of Bengkulu.
3. To the East with the province of Riau and Jambi.
4. To the West with the Indian Ocean.

In the process of organizing informal education, government needs an instrument such as the organization that served the realization of all the existing consensus. To organize the education problems in province, West Sumatera Provincial Office of education have a role as the instrument of government agencies that have a duty to perform the coordination to the district/town government in the equalization of education quality. This is according to the main job and function of West Sumatera Provincial Office of education that is written in regulations of the governor of West Sumatera Number 41, 2012 about the details of main job, function, and job description of West Sumatera Provincial Office of education articles 2, which the main job of West Sumatera Provincial Office of education is to do the government affairs in education. To do that main job, Provincial Office of education have some functions, they are 1) Formulation of policy on technical education, 2) Conducting the affairs of the government and the ministry of public education, 3) Coaching and facilitation of educational sphere of province and districts/cities, 4) The implementation of secretarial service, 5) The execution of the tasks in basic education, secondary education, PAUD and PK-PLK, Nonformal and informal education, 6) Monitoring, evaluating, and reporting in education, 7) The implementation of another limited duties by the governor in accordance with the tasks and fuctions.

In the structure of Department of Education in West Sumatera is devided into some fields based on its job and fuction. Each fields is led by a head of the fields and have responsibilities to the head of department. Fields within the organizational structure of Department of Education of West Sumatera include:

1. The secretariat
2. Basic education
3. Secondary education
4. PAUD and PK-PLK
5. Nonformal and informal education
6. UPTD
7. The functional position, schoo superintendent

The field that have authority or the duties and functions to handle the issue of informal education in West Sumatera is Nonformal and Informal education field. Nonformal and Informal Education field (PNFI) has a duty to carry out the technical preparation of formulating the policy, coaching, and implementation in the educational field and educators, nonformal education, course and institutional, and also public education. The details of job and tasks in nonformal and informal education are:

1. Organizing the study of the working program in nonformal and informal education fields.
2. Organizing the study of coaching technical policy and the development of nonformal and informal education.
3. Organizing the study of the facilitation materials for nonformal and informal.
4. Organizing the coordination in nonformal and informal education.
5. Organizing the coaching facilities and the development of nonformal and informal education.
6. Organizing the preparation in making a consideration for the leader.
7. Organizing the coordination with related working units.
8. Organizing the coordination in the implementation of the program in the districts/cities.
9. Organizing the reporting and evaluating of the programs in nonformal and informal education.
10. Organizing another tasks based on its main tasks and its function.

To carry out the tasks, Nonformal and Informal education field (PNFI) has some functions, they are 1) Preparing the formulation of technical policy, coaching, and developing the nonformal educators, 2) Preparing the materials for the formulation of technical policy, coaching and developing the courses and institutionals, 3) Preparing the materials for the formulation of technical policy, coaching and developing public education including woman education, 4) implementing another tasks that is given by the head of department based on their job and function.

Even in the fact, Nonformal and Informal education field (PNFI) have not handle the problems that is happened in the implementation of informal education in West Sumatera. This is also not followed by the government of West Sumatera that has made education as one of the priority in development. As contained in the policy document RPJMD of West Sumatera, year 2010-2015. There is none of programs and activities in PNFI until now, is caused by there is no technical guidance from the central about the implementation of informal education and the assumption of the willingness of the people in West Sumatera in choosing this informal education is not really high. In fact, West Sumatera has some people who choose this informal education, that is gathered in one community, that is known as *Komunitas Homeschooling Padang* (Padang Homeschooling Community).

There is no facilities for the practitioners of informal education in West Sumatera, have the implications in the appearance of many problems, one of them is there is no data about the informal education practitioners so that they did not get the NISN (*Nomor Induk Siswa Nasional*), the right that is got by informal education practitioners is not the same with formal and nonformal practitioners such as the right to get the education fund. Main problems in the implementation of informal education is equality test for informal education practitioners should join the test package (nonformal education) through PKBM.

Lack of role from government of West Sumatera in identifying, giving respond, and managing the issue in the implementing of Informal education in West Sumatera, it needs to do an analysis in the stage of of public policy in informal education field. Analysis in the stage of public policy is started from the formulation of policy problems. Dunn (2000: 213) says, "Policy problems is a thinking product that is made in an environment, an element of problems situation is abstracted from this situation by the analyst." James E Anderson in Ismaily (2004: 80) give an overview that a new problems can be a policy problems if that problem can make many people to take an action about that problem. Some of the problems

or issue can be not really interesting to the people to make an action for it. The choice not to take an action is also an important process. The activity, making public problems become policy problems is usually called as agenda setting. Widodo (2008: 52) says, "It is started by the activity of agenda setting, that make the policy that need to get the respond from politics system in the environment".

### **3. Agenda Setting Process of Policy in Informal Education Problems**

Abidin (2004: 22) says, "Public policy in that words have three connotations, they are government, community, and public. This meaning spectrum includes subject, object, and society of the policy". Syafaruddin (2008: 75) says, "Public policy as something that is produced by the government can be a public policy, technical policy, and operational policy in the lower level". While Dye (1978: 3) states, "Government's choices to decide one of the alternative policy become a public policy and not to decide is the scope of public policy". Nasucha (2004: 37) states, "public policy is the responsibilities of the government in making a policy that is used in the law". This policy is useful to get the social dynamics in the society, that will be the source in formulating the policy to build a good social relationship. Making process of public policy involves many process and variables that should be studied. Because of that, the policy experts divide this policy process in some steps to make it easy to study it. In Winarmo (2012: 83), it states the process of public policy:



The first process of formulating the public policy is agenda setting. Nelson in Ibid page 83 says, "Process of Agenda Setting is started when the public officials learn about new problem, deciding to give a personal attention and mobilize their organization to give a respond about those problems". Agenda setting can be said as the process where the owner of the agenda organize many things and activities in a priority scale that is based on the needs of the agenda's owner. Santoso (2010: 72) says, "Agenda setting can be understood as the process to put the problems in the first line so the government can handle it, it is selected to be handled by the government and searching and filtering an issue".

Analysis of agenda setting in the policy is an important part to be done in the formulating process of the policy. It is happened because in this process, the problems that is happened in the society will be filtered and then it will be a policy problem and will be found the solution. The theory that is used in analyzing this research problems is the theory of agenda setting flow process from John W. Kingdom. Principle of agenda setting meetings take place as (coupling juncture) of three streams, they are problem stream, policy streams, and politics streams. Coupling juncture is organized and decided by interaction between the parties concerned that is also known as policy entrepreneur. Their role is to open an opportunity or policy window for the sake of the realization of the agenda. There are three main approaches or variables that is used in this theory, they are problem stream, policy streams, and politics streams. That three variables will be described below.

## 1). Problem Stream

Agenda setting process will be affected by problem stream where there will be appeared some problems in the society. Not all of those problems can be put in the agenda setting process. This is due to the turmoil that would happen in the society related to the important problems to be solved first.

### a. The measurement that is used in measuring the levels of problems

The conditions of people in West Sumatera that varied with the complexity life can cause many problems. One of the best solution to solve this problems is by using the role of the government in solving this problems. Those problems that appear in the society can be solved by the local government by classifying those problems based on the level or the affect of those problems.

Based on national regulation about national education systems that confirms that there are three kinds of education in Indonesia, they are formal education, nonformal education, and informal education, some problems also happened in education. West Sumatera also have those problems. In the implementation of informal education, problems that is faced by the practitioners is they do not have the same right with formal and nonformal practitioners, it should take into account by the local government, so that this problems can be solved.

Problems that is happened in informal education seems like it did not have any data, there is no NISN (*Nomor Induk Siswa Nasional*), did not get any education fund and the problems about the equality test that is based on their educational background that is affected to the certificate that will be got, it had been reported by one of the informal education practitioners in West Sumatera to the education agency in Padang. Related to the problems about the implementation of informal education that is faced by the society is too complex, so it needs more attention from the government to take into account on this problems. It is important to make the solving process of this problems can affect to the society that is faced it.

It needs an intense action or continued to bring the problems in the implementation of informal education to take the local government's attention and become a serious problems that need to be solved. The informal education practitioners had asked orally that there are informal education practitioners in West Sumatera. Those problems that is faced by informal education practitioners can get the government's attention when they report it continuously, it can be a measurement for the government that the problems that is faced by the society is big problem and need to be solved.

In fact, one of the informal education practitioner's family in West Sumatera from Padang homeschooling community had reported to the education agency about the existence of informal education's practitioners in West Sumatera and also the problems that is faced and it need the attention from the local government because it had been guaranteed by the constitution to be taken care by the government. But in West Sumatera, especially in education agency that have responsibilities in formulating a policy that is operationally to solve the education problems that is happened in the society, so it needs an attention when there are a mass report from people in West Sumatera.

### b. Accident that makes the decision maker focus on the problems.

The implementation of informal education that is done have many problems. This problems is too complex, because every family that choose informal education have their

own problems. From the problems that appear, sometime there some problems that is faced by most of the informal education practitioners that need to be solved together with the government as the policy maker to decide the problems solving. The complexity of the problem that is happened in informal education make the practitioners should devide the problems that need a special attention from the local government to get the decision maker's attention, those problems affect widely if it did not get the solution.

Related to the problems and big issue that is faced the informal education practitioners about the equality test where the informal education practitioners should follow a package test to get the certificate. It becomes a problem when the test is not the same with their educational background. Then the problems in equality test is hoped can take the decision maker's attention, because basically the informal education practitioners have the same right with formal education practitioners. So that it needs an action such as the reporting or demanding to make this equality test has its solution.

Problems that is happened in the implementation of informal education that is too complex such as there is no data about the informal education practitioners, there is no NISN, there is no fund for them just like in formal education and the important problem is the equality test for the informal education practitioners that is not the same with their background knowledge, it cannot get the decision maker attention in other words, the government did not focus to solve the problems about the implementation of informal education in West Sumatera. It is happened because local government will work together or solve the problem that is happened in the society if there is an action and strong demand from the informal education practitioners.

c. Feedback that give the performance information.

Problems that is happened in the society that have a wide effect need the role of the government to solve it. To solve those problems, government devide those problems based in the its fields and based on the tasks and fuction of the field that have been exist.

In informal education problems context, so that have responsibilities to this problems is education agency. In the structure of education agency, there is a field that handle the informal education. So the people that choose informal education will be taken care by this field if there is a problems in the implementation. One of the informal education practitioner's in West Sumatera had reported to the education agency in Padang.

Education agency in Padang that handle this problem is the field of early childhood education nonformal and informal education. Based on the regulation of Padang government in 2012 about the details of the main tasks and function of education agency, in the article 7 is written that the field of early childhood education nonformal and informal education has a responsibilities in handling the problems in the early childhood education nonformal and informal education. To do this function as well as it mean, the field of early childhood education nonformal and informal education have some functions, they are:

1. Formulating the technical policy in the early childhood education nonformal and informal education.
2. Handle the problems and public service in early childhood education nonformal and informal education.
3. Coaching and implementing the tasks in early childhood education, the equality and the guidance of courses and coaching.



4. Another tasks that is given by the head of the agency based on its tasks and functions.

Related to the report from one of the informal education practitioner's family in West Sumatera from Padang homeschooling community that had reported to the education agency about the existence of informal education's practitioners in West Sumatera, they can take an action if there is a big demand from the society related to this problems.

In West Sumatera the institution that handle the informal education problem is education agency of West Sumatera that had been devide based on the field. It has Nonformal and Informal Education Field (PNFI) that coordicate to the education agency in the districts/cities to handle the problems in informal education. education agency of West Sumatera as the agency that coordicate to the education agency in the districts/cities to handle the problems in informal education should facilitate all of the problems that is faced by the society with the tasks and fuctions that they had including the problems in informal education.

In fact, the practitioners in informal education already knows that to take this problems they can report it to the education agency that handle informal education but the demand and the report that had been done by the informal education practitioners in West Sumatera have not make the decision maker take an action for it. It happened because the field that handle this problem will work based on their tasks and functions if there is a strong demand from the society to facilitate this problems and coordinate with central government related to the implementation of informal education in their area.

- d. The way of the decision maker see the condition as problems.

In the process of making policy that aim to solve the problems, it should be done the identification process first. Identification of the problems is important to be done because the policy that will be formulated would solve the problems that can give a wide effect to the society. The decision maker have their own perspective in seeing the condition in the society. The problems in the societty can be called as policy problems if it has a wide effect.

In the implementation of informal education, there are many problems that appear. The problems that is faced by informal education practitioners will give a direct effect to the implementation of informal education that is done so that it need an attention from the decision maker. Even if from the quantity of the society that choose the informal education in West Sumatera, it still in a small number of the society that know and get the experience in informal education.

The decision maker should have a wide knowledge to see the condition in the society effectively. So that the decision maker can decide the problems that is happened correctly. In seeing the problems in the implementation of informal education, not all of them can understand the meaning of informal education and its problems. In the research process, the researchers find out that not all of the employees that handle nonformal and informal education in education agency in West Sumatera know and understand the meaning of this informal education.

Based on the quantity, there are small amount of people in West Sumatera that choose the informal education, so that the informal education issue become not popular and just have an affect to them who choose informal education. Meanwhile, the way of the decision maker see the problems in the implementation of informal education as the problem that need to be

solved is by seeing how many people that would be affected to this problems, it can be seen from the demand and report that come to them. Then the phenomena that is happen is the employee in the education agency did not understand the condition that is faced by the practitioners, so its common to say that there is no any role that is taken by the government in West Sumatera as a public problems that should be solved.

From the explanation above that is related to the effect of problems stream through the problem to get into or not the process of agenda setting policy can be explained that the implementation of informal education in West Sumatera that is faced by the practitioners is there is not much people that choose informal education so that it cannot count as public problems by the education agency because its lack of action to delivered this problems to the education agency so this problems become not really popular and not all of the people knows this problems.

## **2). Policies Stream**

In the process of agenda setting according to John W. Kingdon, there are the policy that affected the problems that come to the agenda setting policy. In this condition, there will be a discussion, or some views about the solution that is related to the problems.

### **a. Alternative solution**

Problems that is happened in the society will always develop. This developing in the society will reach the point where there would be a debate among people about the solution that can be done to solve this problems. It would make the decision maker interested in this condition so that the problems can come to the agenda setting policy.

In the formal education problems, problems that appear among the practitioners is develop since long time. Even in fact, there is no response from the local government about the problems that they faced. It cause some of the practitioners reported it to the education agency to give their views about the solution that can be use to solve the problems in implementation of informal education.

The discussion that is happened in the society, especially in the informal education practitioners related to the problems in the implementation of informal education to find the solution or alternative solutions to solve this problems. Solutions that is come from the society about this problems can be a references for the government and the government can provide a place to take the input from the society in solving this problems.

In Padang homeschooling community, there have been a discussion about the solution for the problems in the implementation of informal education but this condition still did not get a response from local government, it is education agency, that said that there is no demand or report from the society related to the solution about the problems in informal education. In fact, education agency have their employee that handle informal education that can be a placed for the society to share if they have any problems in the implementation of informal education.

### **b. Evaluation of the process**

Alternative solutions that appear from the problems that is happened in the society will develop. Not all of the solutions can be use in solving this problems, so that there will be a

filtering process toward the solutions as the result of the discussion among the society related to the problems solving.

In the informal education problems had been done the discussion among the practitioners related to the solution that will be use in soving the informal education problems in West Sumatera. But the alternative solutions that appear did not get a good response from local government. So the informal education practitioners can only hope at least the local government can take the data for the informal education practitioners in West Sumatera.

Local government should evaluate the conditions in the society. This evaluation is not only limited to the important problems that need the solution, but also to give a response to the input from the society related to the solution in solving a problem, including informal education problem. There are many kind of solutions that appear in the society that is caused by there are so many point of views from the people in one problems. And then those solutions also take into account the need of those people.

From the alternative solutions that had been discussed by the informal education practitioners, they hope the local government will take the data toward the informal education practitioners in West Sumatera and also to facilitate the informal education practitioners in joining the test so that they will get the certificate as informal education practitioners. Then the government will take an action if there are a mass reporting from the society when the children that choose informal education need to take their data and also they are given NISN and open an oppurtunities for the society that want to give solution related to tha implementation of this informal education.

### **c. Persuasive efforts**

Persuasive effort is an act that is taken to solve the problems in the society by sharing their thoughts so that the problems can be solve. And so that the problems that is happened in the implementation of informal education. The government as facilitator that can hold all of the problems that is faced by the society and find the best solution. It is the only hope from the informal education practitioners so the local government can be proactive toward this problems.

Different from the local government, aduction agency thought that they will wait for the input from the society related to the problems in informal education. The demand to the local government to take a persuasive action to solve this problems is needed so that they can give an alternative solutions.

This persuasive efforts in a form of alternative act that is prepared by the government, it can be a dialogue among the society and the government in order to hear the opinions from two sides in solving the informal education problems, it can be done if that problems is an urgent problems to be solve and give a wide effect to the society and there is a strong demand from the society to solve this.

In fact, the thing that happen is disagreement among the public as a practitioner of informal education who wants a dialogue meeting of the poll related to the settlement of informal education problems as a form persuasion by the local government. But on the other hand, the local government, in this case Department of Education, is waiting for the report from the public such as suggestions that will be followed in the process of finding the appropriate solutions.

From the summary and discussion above that associated with the influence of the current policy toward a problem to be able to include or not into the process of policy setting agenda, can be explained that the conversation occurred on Padang Homeschooling community related to the solutions that may be able to resolve problems that occur in implementing informal education is not responded by the Department of Education because its waiting and need the form of action either suggestion or strong report from the public related to the clarity of problems and the solutions that can resolve the issues. So the Department of Education prepared by the action of the solution that can be used when the problem occurs in informal education is clear and have broad impact for the community.

### **3) Politics stream**

Unavoidable that in the process of setting the policy agenda going a back and forth of interest in making the public issue to be an policy issue which will then look for the solution of the issue. This is a political process that took place between various interest groups where each group interests will attempting to enter its interests in setting the policy agendas.

#### **a. Regional Situation; Climate and Public Opinion**

Community environmental conditions can affect the development of a problem that occurred in community. Problems that arise can be developed and widely influential if the environment community responding well. The good public climate by giving attention to any problems that occurred can attract the attention of policy makers to including the problems that occur in the agenda setting of the policy.

For the region of West Sumatera, people who chose the informal education in terms of quantity is not too much. So, when there are problems in implementing informal educational, the impact only felt by a small part of society, but these condition does still have the possibility not to get the attention from Government. Conditions of West Sumatera region that has a public climate that is not so respond with informal educational paths can be known by the less popularity of the problems that occur in the implementation of this informal education, exposed to the public.

In the process of informal education implementation in West Sumatra, public climate that can respond well over implementation and problems occurred in the informal education can also be supported by the existence of the role of the media in exposing the activities undertaken by informal education practitioners and can help provide information and knowledge for the community of West Sumatra to understand problems occurred in implementing informal education. The existence of Padang Homeschooling Community also raises interest in one of the mass media, particularly News newspaper that existed in West Sumatra, to expose the activities conducted by Padang Community Homeschooling. As published by Padang Ekspres newspaper, 7 March 2015.

Climatic situation and the public who participated in paying attention to an issue which occurred would also affect the local Government to be able to focus and pay attention to a problem that occurs in society. In the process of making a regional policy, local governments should pay attention to the environmental conditions of the regions. Because policies are created to solve problems that occurred surrounding communities, which the problem have broad impact for society, then the policy should pay attention to the needs desired by the community.

The community of West Sumatra are still a little in choosing the path of informal education and society who noticed the condition of its implementation is also still a little so that the problems occurred in implementing informal education in West Sumatra is not very

popular though there is already one of the mass media which publishes one of the activities of the Padang Homeschooling Community. Then the local government who still don't know and wait if the problem happens on the implementation of informal education in West Sumatra really felt by the public at large and broad will have an impact for the community.

b. The Power of Political Organization

A wide variety of organizations in the community, political organization or community organizations, able to influence the policies that will be issued by local governments. Organizations that can perform various actions, actions of advocacy, providing suggestions, as well as provide the demands to the Government against a problem that happens in the community.

In West Sumatra, there are several organizations, both political and social organizations. These organizations also can contribute to the development of problems that occur in the implementation of informal education either to provide knowledge to the people associated with the informal education undertaken by most people of West Sumatra and in an effort to attract the attention of local authorities to pay attention to the problems that occur in informal education in West Sumatra.

Social organization that existed in West Sumatra who is expected to be able to participate in observing the problems of informal education is not very proactive. This could also be due to issues or problems that occur in informal education are not too popular. There are also the institutions that are supposed to pay attention to the problems of homeschooling families who go through informal education even not as expected by informal education practitioners yet.

The forces of political organizations and social organizations are needed so that the problems experienced by the community, especially problems that occur in informal education can be considered by the local government. The effects that come from the power of political organizations can also give effect to the community to participate in the paying attention to the problems that occur in informal education at West Sumatra.

Political organizations or social organization does not give its influence on problems occurred in informal education in West Sumatra, this can be due to the unpopularity of the existing informal education in West Sumatra, so there is no organization that advocates to local governments so that the problem of informal education can be seen in West Sumatra. Then a homeschool agencies as for not giving his influence to local governments to pay attention to the problems that occurred in families who lead informal education, but got busy with the affairs of commercialization because people who want to join in can it be for take the test for his son equality must pay an amount of money.

c. The change process of the policy and the authority

Changes process in the policy and jurisdiction is a condition that occurs where the problem occurs in communities experiencing growth that is affected by a variety of interests. To solve the problems that occur in the community that is dynamic, it is necessary to identify the right process to create an appropriate decision in case the development problems due to the growing interests of the community.

On the problems of informal education the problems that arise and grow also influenced by the interests of practitioners informal education which has the consequence that if problems occur that have a wide impact then it becomes imperative for local governments who have the duty and function in order to find the solutions.

Local governments have the duty to provide public services in the area, certainly have a plan when the problems experienced by people who are dynamic. Changes in policy direction is a natural thing happens because of an adjustment to the conditions, problems and needs of the community. The development of the conditions experienced by the

people does not rule out the possibility that problems occur in the implementation of informal education will evolve. This would have the consequence that the government must have the readiness to take the appropriate decisions in order to resolve the problem and be able to facilitate the needs of society. In the process of making a local policy will certainly consider changing conditions that occur in community issues and by referring to the area of authority.

Problems occurred in implementing informal education was not denied will meet the developments because of affected by interests from informal education practitioners as well as from the environmental community. When the problems are dynamic, local governments are ready with all forms of action to be performed with the deliberations of the meeting scheduled to issue the decisions in accordance with the conditions of the case and on the basis of the duties and functions that belong to if there was a report, urging or strong demands from the community.

d. Consensus-building Efforts.

The problems that occurred in the community have a broad impact if the problem does not go look for a solution, then it takes the role of the Government to be able to resolve the problems. In the process of solving problems that occurs it requires an understanding of the problem then required an agreement between society and the related Government how to solve the problems. This agreement needs to be obtained in order for the settlement of the problem can be solved properly without detriment to one party.

Problems occurred in informal education is a problem experienced by practitioners of informal education. The problem they face is basically the different treatment with people who choose the path of formal and non-formal education that they receive from the local government. Consensus-building efforts require cooperative action of the two parties, from the public as well as informal education practitioners and from the government that have authority in policy making to solve the problems that occur in the community. But this did not happen because the government in order to overcome the problems that exist in the community would have to know what the needs or demands of the community so that later obtained an agreement in the process of resolving the problems that occur.

Consensus-building efforts in solving the problems of informal education, is an effort so that the problems that occur can be taken seriously by the government. It can also be due to the existence of a similarity and agreement notice of conditions or problems that occur on the conducting of informal education as a public problem and need to be resolved together. The decisions issued by the local government that relevant to the settlement of a problem that occurs in the community is an agreement in the form of the condition that occurs as a public problem that must take a look for the complete solutions.

In fact, the absence of efforts to establish a consensus on issues of informal education because education practitioners informal feel has been reported to the Department of Education to require the agreement of the settlement of the issue they are going through, but did not get a good response because there is no agreement under the condition of informal education as a public issue. On the other hand, they found no strong reports from community related to problems of informal education that they undertake so as to make department of education does not see the conditions of informal education in West Sumatra as a public issue so as not to supervise the management of informal education for the region of West Sumatra.

The findings and elaboration before are associated to the influence of current politics on an issue in order to include or not into the process of policy setting agenda, it can be explained that the role expected by practitioners of informal education that comes from the community, whether community organizations, political organizations and the mass media to be able to participate and advocate for problems that occurred in the implementation of informal education that does not match expectations, so that the Department of Education

which has the authority to formulate educational policies that are operational can make an agenda in discussing the problems of organizing informal education in West Sumatra. This is due to informal education for the regions of West Sumatra are still a little community that knew it. Hence the creation of Padang Homeschooling Community expected to provide knowledge to the community of practitioners of informal education in West Sumatra.

#### **4. Decision maker's actions against the problems of Informal education**

In the next stage of the workflow process of agenda setting by John W. Kingdon is influences arising from the current problem, the flow of current policies and politics will continue in the condition where the actors of policymakers have done debate about what kind of solutions that can solve the problems occurred, this is called the policy window coupling juncture. Then there is the condition where the actors have done policy interaction with the flow in the form of Division of roles in the running of a solution that would be established to resolve the existing problems, it is called with the current interactions and the role of the entrepreneur/policy actors. Furthermore there is a condition in which the actors in formulating policy on existing problems considering the various interests that arise so that the problem can be resolved the solution.

Problems that occurred in the conducting of informal education in West Sumatra, must not be separated from the good influence of the current problem, the current policy and political currents that will affect whether or not a popular issue this informal education in West Sumatra. So it will also result in include or whether the problems of informal education at local government policy agenda. The informal education practitioners in West Sumatra being unnoticed and not facilitated because there is no local government agenda, in this case the Department of Education, to discuss the issue of informal education at West Sumatra. In managing the implementation of informal education in the region must not be separated from the role of the central government related to the implementation of policies in the area of informal education. Discussions related to the management of informal education provision by the local government can not be separated from the coordination with central government policy outcomes.

In fact, the absence of discussion of the informal education problem process by actor policymakers is due to the absence of studies related to the implementation of informal education by the Education Department. Then the absence of the division of roles in the management of informal education by the Department of Education. This is because the absence of reports or strong demands from the public to the issue of the implementation of informal education, in addition to the Department of Education also awaiting information or the policy from the Central Government related to the management of informal education provision in the area. Therefore there is no policy setting process occurs agenda of informal education in West Sumatra.

#### **5. Closing**

The agenda setting process of informal education policy in West Sumatra that is adapted to the agenda setting process flow theory by John w. kingdon that has researchers done, it was found that the weak movements or actions in the form of reports, insistence and demands from the Padang Homeschooling Community, either the current form of the problem where the problem of informal education is not considered as public matter by the

Department of Education because the problem is not popular and not many people who know and experience the problems that occurred. From the current policies, solutions that emerge from the discussion of practitioners informal education related to the settlement of the problem of informal education are not addressed by the Department of Education because it must wait for the clarity of the problem and a solution that can solve the problem, then the Department of Education prepared by the action of solutions that can be used when the problem that occurs in informal education is clear and broad impact for the community. And from political currents, lacking role of interest groups both public organizations, mass media and political organizations that exist to take notice and advocate for issues of informal education in West Sumatra, so the Department of Education which has the authority to formulate educational policies that are operational to perform agenda in discussing the problems of informal education in West Sumatra.

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