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Enhancing Basic Education Quality through the Implementation of the Regional Medium-Term Development Plan in Oil-Rich Areas

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Abstract

This study investigates the implementation of basic education quality improvement policies in Balikpapan City, a region known for its pivotal role in Indonesia's oil industry, often referred to as an oil-rich area. The research aims to assess the effectiveness of the Regional Medium-Term Development Plan (2021-2026) in addressing educational quality, considering the city's economic dependence on oil. Adopting a qualitative approach, the study focuses on the Department of Education and Culture in Balikpapan, engaging key informants to evaluate the efficacy of policy implementation. The analysis framework encompasses an evaluation of policy standards, resources, inter-organisational communication, and the characteristics of the implementing agencies. The findings reveal that, while considerable progress has been made in enhancing educational facilities and teacher competencies, challenges persist due to the city's heavy reliance on the oil sector and its impact on local resources. Furthermore, the study explores the relationship between these challenges and Sustainable Development Goal (SDG) 4 (quality education) by addressing disparities in resource allocation and the city's limited capacity for economic diversification. The research recommends the integration of more diverse data sources, continuous monitoring, and deeper analysis of the social and economic impacts to further improve educational outcomes. Balikpapan's economic context, as an oil-dependent city, significantly influences its ability to implement and sustain effective educational policies, highlighting the necessity for balanced development strategies aligned with broader SDGs.

Keywords: *Basic Education; Educational Quality; Policy Implementation*

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Introduction

Globalisation has brought significant changes to education policy (Verger, 2014). Following independence, nations in Africa, Asia, and Latin America were eager to take control of education and establish new public education systems (Verger, 2012). Such progress has created opportunities to inject fresh momentum into improving education systems (Ainscow, 2016). However, the world is simultaneously grappling with increasing educational inequalities while striving to meet the commitments of Sustainable Development Goal 4 (SDG 4), which aims to provide equitable, high-quality education and lifelong learning opportunities for all (Clark et al., 2023). Education is a crucial cornerstone of nation-building, acting as the foundation for progress in economic, social, and cultural spheres (Saa, 2024).

Many countries in the Global South face similar challenges in education, including uneven access to education, variations in the quality of educational resources and teaching, and rising costs, all of which raise concerns about the sustainability of education (Hodgkinson-Williams & Trotter, 2018). One of the key issues in the Global South is the significant disparity and ideological conflict surrounding the provision of education services by the public and private sectors (Languille, 2017). According to Willems and Bossu (2012), the impact of digitalisation on education systems in the Global South, particularly in terms of equity and quality, will largely depend on how these systems are politically managed.

Basic education plays a crucial role in the national education system, significantly contributing to the overall enhancement of human quality. The provision of basic education is essential in accumulating students' knowledge, improving learning abilities, and developing teaching methods. This support is vital for fostering the development of exceptional talents in the country (Li & Su, 2020). However, the concept of the education system in Indonesia still faces various challenges, despite the ideal education being one that is philosophically oriented, humanistic in purpose, and liberating in nature (Putra et al., 2020). A study by Kooli (2019), examines government investment in the education sector and its impact on human resource development. The research concludes that government decisions to invest in educational infrastructure play a significant role in improving the quality of education and the effectiveness of educational institutions. The essence of regional autonomy in education is to grant authority and responsibility to local governments to manage educational policies, thereby achieving the national goal of enhancing the nation’s intelligence (Muhdi, 2019).

Education policy is a critical element in the governance of a country. Educational policies and systems must adopt a holistic approach to meet the needs of children (García & Weiss, 2020). While education policies are often influenced by politics and can at times be ambiguous, the primary objective remains to ensure accessibility and quality education for all Indonesian citizens (Muttaqin, 2018). This is crucial, as the quality of education is the core goal of the national education system, with the hope that educational institutions will be competent and capable of providing equitable and comprehensive educational services to society (Pramana et al., 2021). The national

education system must ensure the fair distribution of educational opportunities, continuous quality improvement, and the effectiveness and relevance of education management to address challenges that align with evolving local, national, and global needs. In this way, educational reforms can be effectively planned, directed, and sustained (Cheng, 2003).

A major issue faced by the Indonesian government is inequality in access to education, often driven by cost-related challenges (Ninghardjanti et al., 2023). Indonesia's vast geographical, cultural, and resource diversity necessitates an education system that can adapt to and support the unique potentials of its various regions and schools (Rahman, 2019). Article 4 of Law No. 20 of 2003 on the National Education System stipulates that education must empower all components of society in both the implementation and oversight of educational quality. Article 11 requires the government and local authorities to fund the education of children aged seven to fifteen, while Article 34 mandates the provision of free, compulsory education at the primary level. Furthermore, Article 12 of Law No. 23 of 2014 specifies that education is a mandatory governmental function, with municipal governments holding responsibility for managing primary education. This means that education must consistently remain a priority for both Indonesian society and the government, particularly in the decision-making process and the formulation of policies related to education (Sebayang & Swaramarinda, 2020).

Balikpapan, as the gateway to *Nusantara* and the potential new capital, warrants special attention (Anzor et al., 2024). As Balikpapan is poised to become a key support region for the relocation of the new capital city, the decision to move the capital to East Kalimantan, alongside the rapid infrastructure development in the new capital, has had a significant impact on the surrounding areas, especially Balikpapan (Juwari et al., 2024). Research by Tarigan et al. (2017) highlights that the Balikpapan city government plans to provide additional subsidies for local residents to continue their primary education. Furthermore, the government intends to increase grants for local schools, particularly those in suburban areas and communities with high poverty levels.

In addition, Balikpapan has become one of Indonesia's key cities due to its oil industry (Tarigan et al., 2017). As the second-largest city in East Kalimantan, it has experienced rapid growth, fuelled by the presence of multinational companies, and is known as the "Oil City" due to its thriving oil production (Noor, 2022). According to Erdoğan et al. (2020), education is a crucial component of human capital, and governments often aim to stimulate economic growth by increasing education budgets. However, in many resource-rich countries, education is often neglected, resulting in unsatisfactory outcomes. Research by Kissane (2007) emphasises that oil wealth significantly influences domestic politics, international relations, and the dynamics between governments and their citizens. The policy choices made today regarding oil revenues will have a profound impact on future generations. While elites and oil companies benefit from rising oil revenues, there is often a corresponding decline in social services, including education, which exacerbates social inequality and reduces educational opportunities for large segments of the population, particularly in developing or transitioning societies. Therefore, despite being an oil-rich region, Balikpapan must

prioritise improving its education system to ensure a more equitable future. Furthermore, the study by Farzanegan and Thum (2020) indicates that oil revenues significantly increase the amount of government funding allocated to primary and secondary education. However, in the long term, dependence on oil revenues has a strong negative impact on the quality of education, both in terms of objective indicators and public perception.

Educators in oil-dependent cities face major challenges in integrating the Sustainable Development Goals (SDGs) into their teaching. These cities often struggle with environmental degradation and socio-economic inequalities, creating complex "wicked problems" that require new approaches to prepare future professionals for sustainability challenges (Lönngren, 2019). In these areas, educators often overlook critical social and environmental issues, such as fracking, when incorporating SDGs into the curriculum. This weakens students' understanding of the intricate connections between energy and politics (Dunlop et al., 2021). Discussions around educators in oil-reliant cities frequently underscore the difficulty of embedding SDGs, particularly regarding environmental sustainability and critical thinking, in economies heavily dependent on fossil fuels.

As outlined by Jasmina (2017), since 2009, the central and local governments in Indonesia have agreed to allocate 20 per cent of their budgets to the education sector. Most of the education funds allocated by the central government are transferred to local governments at the district level to support the nine-year basic education programme, which includes both primary and junior secondary education. In accordance with the mandates of Law No. 20 of 2003 and Law No. 23 of 2014, and in support of achieving the 2020-2024 National Medium-Term Development Plan, one of the missions of the 2021-2026 Regional Medium-Term Development Plan for Balikpapan is to create a highly qualified human resource pool by enhancing the quality of educational services as a key policy and priority development programme. Over the past five years, the allocation of education funding in Balikpapan has exceeded 20 per cent of the regional budget, as outlined in the Balikpapan City Regional Medium-Term Development Plan 2021-2026, as shown in Figure 1.

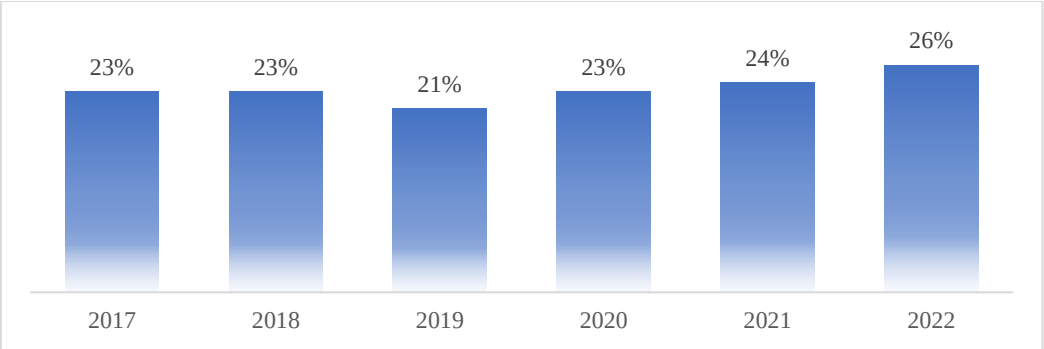


Figure 1. Proportion of the Education Budget in Balikpapan City, 2017–2022
Source: Balikpapan City Regional Medium-Term Development Plan 2021–2026 (2024)

Although the Balikpapan City Government has committed to funding the education sector, several issues persist within Balikpapan's educational landscape. Suyanti and Iskandar (2024) note that Lamaru Subdistrict, located in East Balikpapan, has lower levels of awareness regarding education compared to other subdistricts in the area. In 2016, only 5% of its residents held a bachelor's degree. Furthermore, research by Legawi et al. (2020) indicates that in Balikpapan, the number of graduates is not proportionate to the availability of schools in different regions. Consequently, overcrowded schools face a shortage of space, while schools in densely populated areas have too many students. Students living farther away struggle to compete with those closer to the schools. This issue also affects the number of classrooms and teachers, as schools with large student populations face challenges in managing teachers' schedules.

Given these challenges, the Balikpapan City Government needs to effectively implement the Regional Medium-Term Development Plan in the field of basic education. This is crucial for preparing the city to support the new capital, address various existing educational issues, and take into account Balikpapan's potential as an oil-rich area. Therefore, the purpose of this study is to analyse and describe the implementation of Balikpapan's 2021–2026 Regional Medium-Term Development Plan in the education sector.

Research Methods

This study employs a qualitative research approach. As described by Creswell (2014), the qualitative research process involves several key steps, including formulating research questions and procedures, collecting specific data from research participants, conducting inductive data analysis that moves from specific to general insights, and interpreting the meaning of the data. The final report in qualitative research typically has a more flexible structure. Researchers engaged in this type of study must adopt an inductive research approach, focusing on individual meanings and unraveling the complexity of an issue.

The study focuses on the Department of Education and Culture of Balikpapan City as the executing agency for policies aimed at improving the quality of basic education. Various key informants are involved, with the focus based on Van Meter and Van Horn's (1975) framework, which includes: 1) Policy Standards and Objectives, 2) Policy Resources, 3) Inter-organisational Communication and Enforcement Activities, 4) Characteristics of the Implementing Agencies, 5) Economic, Social, and Political Conditions, and 6) Implementers' Attitudes.

This study utilises two main types of data that complement each other and are presented comprehensively: primary and secondary data. Primary data are collected directly from the research location or object of study through interviews with selected informants. The informants are chosen using purposive sampling, as this method allows researchers to quickly and effectively narrow down the group of potential participants (also known as judgement-based sampling) (Thomas, 2022). Meanwhile, secondary data

consist of relevant information related to the research problem, obtained from books and references, performance reports, and other documents pertinent to this study.

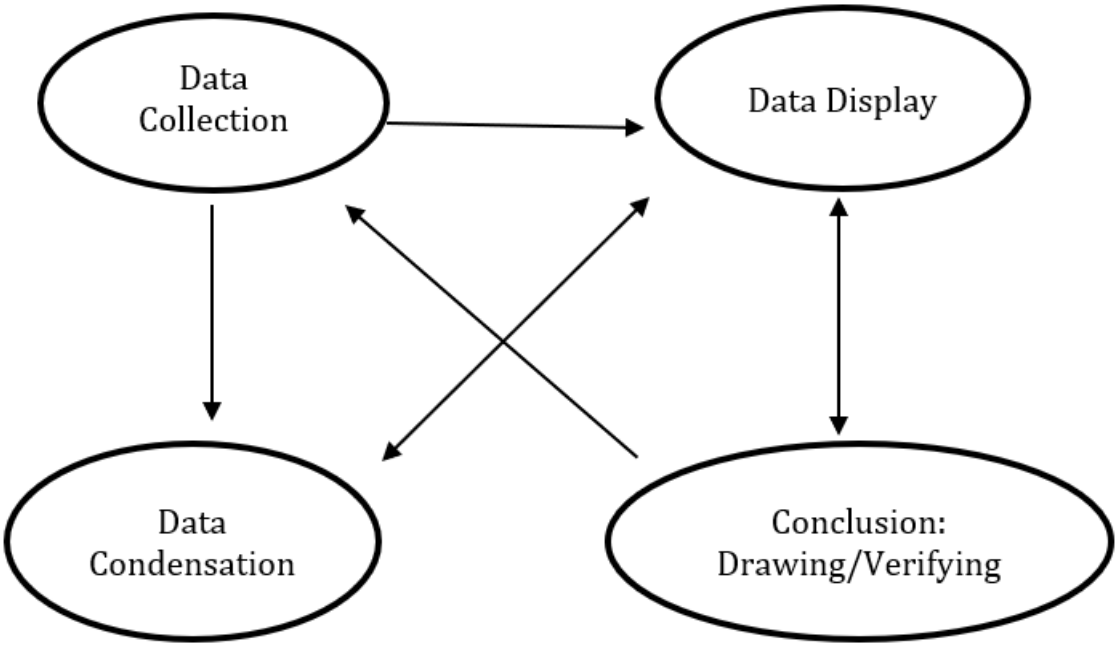


Figure 2. Core Components of the Interactive Data Analysis Model
Source: Miles et al. (2014)

Interviews were conducted to obtain primary data, while secondary data were sourced from various relevant documents. The data analysis employed an interactive model from Miles et al. (2014), which consists of 1) Data Condensation, 2) Data Display, and 3) Drawing and Verifying Conclusions. The data analysis model from Miles et al. (2014) is presented in Figure 2.

Results and Discussion

One of the primary functions of national education is to foster the character and civilisation of the nation, thereby enhancing national well-being (Ariani & Desi, 2018). The aim is for students to become individuals who are faithful to God, possess noble character, and are healthy, knowledgeable, skilled, creative, independent, and responsible democratic citizens. Basic education is one of the key indicators for measuring welfare and is a central goal of the Sustainable Development Goals (SDGs) for education, recognised globally, including in Indonesia. The Central Government, through Law No. 20 of 2003 and Law No. 23 of 2014, mandates that all regional governments allocate 20% of their Regional Budget to education. The government's education policy, outlined in the National Medium-Term Development Plan and established through Government Regulations, serves as a reference for formulating education policies within the city's Medium-Term Development Plan, which is enacted through Regional Regulations. The Balikpapan City Government has prioritised improving the quality of

basic education services as a key programme in its Regional Medium-Term Development Plan for 2021–2026.

In Balikpapan City, as in many other regions, education plays a critical role in equipping young people with the skills needed to compete in the job market (Sahrul et al., 2024). Industrialisation in Balikpapan has driven economic expansion by increasing productivity, creating job opportunities, and discovering resources and materials for more efficient production (Lestari et al., 2023). The implementation of the policy to improve the quality of basic education by the Balikpapan City Government is expected to have a significant impact on achieving the established goals and targets. This study focuses on the outcomes of the policy implementation to enhance the quality of basic education, as set out in Regional Regulation No. 6 of 2021 concerning the Regional Medium-Term Development Plan of Balikpapan City for 2021–2026. The analysis of the implementation uses a variable approach that considers factors influencing policy implementation, including policy standards and objectives, characteristics of the implementing organisations, inter-organisational communication, resources, dispositions, and the social, economic, and political environment (Van Meter & Van Horn, 1975).

Policy Standards and Objectives

Van Meter and Van Horn (1975) state that identifying performance indicators is a crucial step in analysing policy implementation. These performance indicators help evaluate the extent to which policy goals have been achieved, providing a comprehensive view of the basic accomplishments and objectives of the policy. Additionally, performance indicators serve as tangible evidence of success and can often be easily measured.

The success of a policy can be measured based on realistic standards and objectives that align with the socio-cultural conditions of the implementers. The standards and objectives for improving the quality of basic education in Balikpapan are outlined in the vision and mission of the Regional Medium-Term Development Plan. The vision of the Balikpapan Regional Medium-Term Development Plan 2021–2026 is: "To realise Balikpapan as a Leading City that is Comfortable to Live in, Modern, and Prosperous within the Framework of *Madinatul Iman*." The vision, mission, and priority programmes listed in the Regional Medium-Term Development Plan serve as guidelines for Regional Work Units in developing their strategic plans (Nasution, 2023).

The Regional Medium-Term Development Plan of Balikpapan sets concrete goals for improving the quality of basic education through Mission 2, which aims to create high-quality human resources, focusing on individual development from early childhood to productive age. The development of quality and equitable education is expected to produce self-reliant, competitive human resources capable of driving local economies through entrepreneurship. The main objective of Mission 2 is to enhance the quality and accessibility of education, as measured by the Education Index, in line with the Regional Medium-Term Development Plan document, which links strategic issues, objectives, goals, and indicators. The key strategic issues highlighted in the Balikpapan City Regional Medium-Term Development Plan 2021–2026 are detailed in Table 1.

Table 1. Strategic Issues in the Regional Plan for Human Resource Development
Source: Balikpapan City Regional Medium-Term Development Plan 2021–2026 (2024)

Problem	Strategic Issue	Objective	Objective Indicators	Target	Target Indicators
Suboptimal development of competitive human resources	Improving the quality of human resources	Enhance superior, healthy, and competitive human resources	Human Development Index (HDI)	Improving the quality and accessibility of education	Education Index
				Improving public health quality	Health Index
				Improving community literacy quality	Community Literacy Development Index
				Enhancing youth quality	Youth and Sports Competitiveness Index
				Increasing the preservation of regional cultural heritage	Cultural Heritage Index
				Enhancing gender-responsive development quality	Gender-Responsive Budgeting Percentage (GRB Percentage)

The Regional Medium-Term Development Plan of Balikpapan City sets specific targets for improving the quality of basic education. This aligns with Hartawan and Kosasih's (2023) explanation that performance indicators demonstrate the extent to which policy standards and goals are achieved. Standards and objectives are reflected in various documents, such as programme regulations, implementation guidelines, and technical instructions. The city's priority programme of improving educational services is measured using indicators and target standards outlined in the 2021–2026 planning documents.

Balikpapan has placed a strong emphasis on education, with "Improving the quality and accessibility of education" as one of its key development goals. Understanding the link between SDG 4 indicators is vital for enhancing policy standards and achieving quality education, which supports effective implementation and addresses related issues. Aligning education policies with the SDGs involves integrating quality education, inclusivity, and sustainability goals, using indicators such as access, learning outcomes, and gender equality to measure progress effectively (Kioupi & Voulvoulis, 2019).

Once policy standards and objectives are established, an effective mechanism for implementation and evaluation is essential. This includes regular monitoring, outcome evaluation, and the adjustment of strategies and targets as needed to ensure that the policy achieves its intended goals. Anggara (2018) emphasises that solving a problem requires finding solutions tailored to the problem itself. We often fail to resolve issues by using inappropriate solutions instead of addressing the root cause.

Globally, education is recognised as a crucial sector. The Sustainable Development Goals (SDGs), particularly SDG 4, are widely seen as a strong political vision aimed at ensuring quality education (Camilleri & Camilleri, 2020). Sarghini et al. (2023) highlight key components of educational policy, stressing the importance of clear policy standards and objectives to enhance education quality and address health education issues. Educational policies must align with established standards and objectives to effectively tackle social inequalities and promote equitable access to quality education for all students (Guerra & Estormovski, 2021). Policies should also adhere to National Education Standards, focusing on content, processes, and competency benchmarks to enhance quality and ensure equitable access to an effective learning environment for all (Lydia et al., 2021).

Based on previous research, the Regional Medium-Term Development Plan reviewed by the researcher outlines several concrete steps to monitor and evaluate progress in meeting basic education quality standards. The plan includes routine monthly, semi-annual, and annual evaluations involving the city government, legislative bodies, and the community. Monitoring and evaluation are conducted through several key processes. Firstly, the implementation of programmes, activities, and sub-activities is evaluated in coordination meetings focused on monitoring and controlling the implementation of the Balikpapan City budget (APBD). Secondly, the work plan of the Education and Culture Office, as the policy implementer, is evaluated twice a year by the Regional Development Planning Agency to ensure that programmes and activities remain on target. Finally, the Public Service Performance Accountability Report is evaluated by the Organisation and Work Procedure Section of the Balikpapan City Regional Secretariat.

To improve the quality of basic education, the Regional Medium-Term Development Plan sets concrete targets through Mission 2, which aims to develop high-quality human resources. Quality education is expected to produce individuals who are independent, competitive, and contribute to regional economic development. Performance indicators outlined in the plan include education, health, literacy, youth competitiveness, and cultural heritage preservation indices. Monitoring and evaluation are conducted periodically, involving government, legislative institutions, and the community to ensure

that quality standards are met. This process involves evaluating programme implementation, the Education and Culture Office's work plan, and performance reports, all of which contribute to monitoring and adjusting policy strategies to meet the desired outcomes.

Policy Resources

Van Meter and Van Horn (1975) explain that policy resources are crucial elements to consider, as they play a significant role in supporting the successful implementation of policies. These resources include not only financial aspects, such as fund allocation, but also incentives and other mechanisms that support the effective execution of policies.

Kasmad (2018) notes that the success of policy implementation is highly dependent on the quality of human resources involved. Every stage of implementation requires sufficient support in terms of both the quality and quantity of human resources. The quality of human resources refers to skills, dedication, professionalism, and competence, while quantity pertains to the number of personnel available in their respective sectors. The 2015 Civil Servant Candidates moratorium has resulted in a current shortage of educators, as illustrated in Table 2.

Table 2. Educator Quality and Quantity in 2023
Source: Processed by Authors (2024)

Category	Indicator	Elementary School	Junior High School
Number of Classrooms	Current	1269	1074
	Required	1898	929
	Shortfall	629	-145
Number of Teachers	Current	3159	1418
	Required	3267	1531
	Shortfall	108	113
Teacher Quality	Diploma/bachelor's degree	2970	1176
	Certification	1130	742
	Shortfall	1840	434

Currently, Balikpapan City faces a shortage of 221 educators, and only 50% of its educators are certified. Furthermore, the allocation of human resources, particularly training and development for educators to enhance their competencies in line with educational quality standards, is managed by the Education and Culture Office. In 2021, training for supervisors, school principals, and teachers was conducted, involving a total of 29 participants. However, the Balikpapan City Government has not yet fully optimised efforts to increase the number of educators. Funding is still primarily focused on providing basic educational infrastructure. The interaction of multiple education policies in a crowded policy space makes resource allocation challenging, often leading to unintended consequences that hinder effective implementation and the achievement of educational goals (Börjesson et al., 2017).

According to Fitri and Yusran (2020), budget resources are essential for a programme or policy to be implemented effectively. Without adequate budget support, policies will struggle to achieve their goals and objectives. The Balikpapan City Government has allocated sufficient funds to support the improvement of basic education quality in line with the Regional Medium-Term Development Plan. Adequate educational facilities, such as comfortable classrooms, libraries, laboratories, and sports facilities, create a conducive learning environment. Investment in educational technology, such as computers, internet access, and software, also helps improve access and quality of learning. Additionally, the provision of facilities such as student transportation, school canteens, and health services is crucial for supporting student welfare. By effectively managing resources and facilities, the city government can enhance the successful implementation of basic education policies, in alignment with the vision and mission of the Regional Medium-Term Development Plan. The development of education policy relies on various resources, such as data analysis, stakeholder involvement, and funding mechanisms, which together guide decision-making and implementation strategies (Vergari, 2015).

In conclusion, the success of implementing basic education policies in Balikpapan City is greatly influenced by the quality and quantity of human resources, as well as the allocation of budget resources. Despite adequate funding and supportive educational facilities, there remain shortages of educators and unmet training needs. To achieve the goals of the Regional Medium-Term Development Plan, it is crucial for the city government to improve the quality and number of educators and ensure the optimal use of the budget to support training, facilities, and other educational resources.

Inter-Organisational Communication and Enforcement Activities

Winarno (2014) explains that policy implementation becomes more effective when those responsible for performance have a clear understanding of the established measures and objectives. Therefore, it is crucial to ensure the clarity and consistency of policy measures and goals, as well as proper communication with implementers. In implementing quality improvement policies based on the city's Regional Medium-Term Development Plan, inter-organisational communication is essential to ensure effective coordination, smooth information exchange, and productive collaboration among stakeholders.

Organisations involved in implementing basic education quality policies hold regular coordination meetings throughout the stages of planning, implementation control, monitoring, and evaluation, both at the technical level and city scale. These meetings may involve representatives from educational institutions, local government, private organisations, and NGOs to discuss progress, identify challenges, and formulate joint strategies. The better the coordination and communication among the various parties involved in the implementation process, the lower the likelihood of errors (Tinggogoy, 2019).

At the educational unit level, communication is also conducted by school elements, including the Principal, School Committee, Class Committee, and parents, through various

methods aimed at developing school programmes to improve student learning outcomes and address issues. Forums or routine meetings are organised to facilitate coordination and information exchange among organisations involved in Basic Education within the context of the Regional Medium-Term Development Plan, from planning to control, monitoring, and evaluation. In the planning phase, coordination includes annual meetings aimed at preparing the work plan for the Education and Culture Office, starting with local-level coordination sessions that involve community participation. The Regional Apparatus Organisation serves as a platform for gathering input from academics, community organisations, and local leaders, helping shape programmes focused on improving the quality of basic education. Discussions between the Education and Culture Office and Commission IV of the City Regional Legislative Council are held to review and refine the Annual Work Plan. Budget allocations are further discussed with the Budget Agency of the Regional People's Representative Assembly during the regional budget formulation process, ensuring sufficient resources are available.

To foster a shared understanding of goals and strategies, the government conducts policy socialisation sessions with various stakeholders. The Education and Culture Office maintains active communication with the community through public outreach, capacity-building initiatives, and opportunities for public participation. National Education Standards (NES) are discussed three times a year in forums with elementary and junior high schools, alongside oversight of the Minimum Service Standards (MSS). Additionally, intensive NES guidance is provided by the Education Quality Assurance Office and the Teacher Activator Centre to ensure ongoing improvement.

Regular meetings among stakeholders such as education representatives, local government, and the community provide an effective platform to share ideas, offer feedback, and build consensus on improving the quality of basic education. Inter-organisational communication is now integrated into the planning and implementation of education policies. This aligns with Cristianingsih's (2018) views on inter-organisational communication related to implementing activities, which include aspects such as loyalty, integrity, and a participatory spirit. The results of Commission IV visits to educational units and the community are communicated to the City Government through the Education and Culture Office, both in public hearings and in proposals incorporated into the Regional Medium-Term Development Plan documents. Proposals and information from various parties, including academics, community organisations, and community leaders, are considered in sub-district development meetings, public consultations, and city development meetings as a basis for Regional government work plan policies.

An effective education policy requires strong inter-organisational communication and enforcement efforts to ensure clarity, consistency, and collaboration among stakeholders, ultimately improving the implementation of educational initiatives (Lopez et al., 2020). The research findings indicate that Pertamina, the largest oil company in Balikpapan, plays a significant role in supporting the education sector. This support is provided through Corporate Social Responsibility (CSR) funds, which are allocated to various educational programmes. These programmes include improving school

infrastructure, providing scholarships, and offering training for teachers and students. Pertamina's contribution through CSR funds has significantly helped enhance the quality of education in Balikpapan and surrounding areas.

By maintaining effective and regular communication among organisations, the implementation of basic education policies based on the Regional Medium-Term Development Plan of Balikpapan City can be more coordinated and achieve the established goals. Collaboration with research institutions and academics is also carried out through the Education and Culture Office's Forum of Regional Devices annually to prepare the Regional Apparatus Organisation Work Plan. The implementation of Regional Regulation No. 6 of 2021 regarding the Regional Medium-Term Development Plan in terms of inter-organisational communication has been effectively carried out from planning to evaluation. Policy implementers are responsible for consistently communicating the standards and objectives of the policy to ensure effective execution.

The Characteristics of Implementing Agencies

In the context of implementing agencies, Van Meter and Van Horn (1975) state that the bureaucratic structure encompasses the characteristics, norms, and patterns of relationships that are consistent within executive institutions. This includes operational procedures, regulations, and interactions among agency members related to policy implementation. Indicators of the characteristics of implementing agencies highlight the importance of strategic values in organisational planning. Riyadi and Bratakusumah (2004) explain that the primary goal is to provide a solid moral framework for all members and stakeholders, as well as to establish a strong philosophical foundation. These values should serve as the main guide in the implementation of strategic plans.

According to Yuliah (2020), the organisational structure responsible for policy implementation has a significant impact on policy execution. Organisations involved in implementing education policies in Balikpapan City have a clear structure, as outlined in Balikpapan Mayor Regulation No. 01 of 2022. The Education and Culture Office, as the main agency, is divided into two divisions: education and culture, with the education division handling technical policies, curriculum, education standards, and education management. Collaboration with various parties, including schools, government agencies, the community, and partnerships with research institutions, is crucial to support decision-making and information exchange. Additionally, the Balikpapan City Education Council, though its function is less optimal due to the expiration of the Mayor's Decree, plays a role in education policy. At the school level, the School Committee, consisting of class committee members, also plays a role, alongside the Regional Legislative Council of Balikpapan City, particularly Commission IV. While this bureaucratic structure and network of collaboration function well in many aspects, some organisations are not yet optimal in building an effective basic education ecosystem in Balikpapan City, as shown in Figure 3.

In the study by Kusmayadi and Hertati (2022), it is explained that in various policy implementation programs, such as the execution of tangible policy initiatives, it is crucial to maintain strong relationships between involved agencies, particularly in supporting

communication and coordination. A key characteristic of organisations in education is their ability to respond to changing needs and challenges with flexibility in adjusting policies and programmes. Decision-making in the education sector is carried out through coordination among various institutions, from the City Government to educational units. Coordination meetings with the Regional Legislative Council of Balikpapan City and the internal City Government, led by the Regional Secretary, discuss budgets and policies. Within the Education and Culture Office, coordination occurs with educational units and informal organisations to improve education quality. Stakeholder involvement is also facilitated through organisations such as the School Principals' Working Group and the School Committee. Policy implementation involves coordination meetings and deliberations to address issues at various levels. Organisational flexibility allows for optimal management and utilisation of resources, making them more responsive and effective in facing challenges.

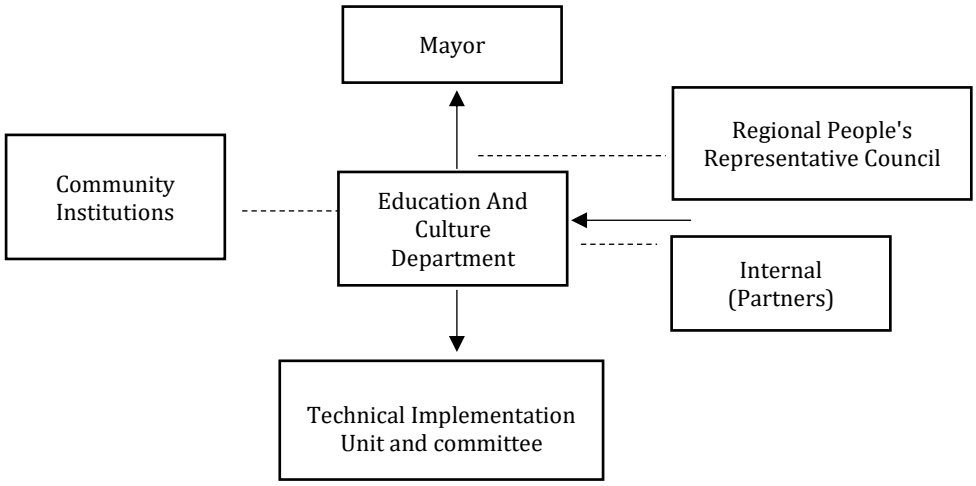


Figure 3. Inter-Organisational Relationships for Improving Basic Education Quality
Source: Balikpapan City Regional Medium-Term Development Plan 2021–2026 (2024)

The characteristics of implementing agencies in education policy significantly affect the effectiveness of policy execution, as they determine resource allocation, stakeholder engagement, and the ability to adapt to local contexts (Riege & Lindsay, 2006). These characteristics also influence educational policy outcomes, as conflicting positions within individual institutions can hinder the effective enforcement of policies and their adaptation to local circumstances (Van Huy et al., 2016). Furthermore, the characteristics of implementing agencies shape how policies are interpreted and applied in schools and districts, impacting overall effectiveness and alignment (Rigby et al., 2016).

A commitment to continuous improvement is a core principle, meaning that organisations focus not only on short-term results but also on long-term capacity building and achieving sustainable outcomes through evidence-based approaches and best practices. With these characteristics, implementing organisations can effectively support the improvement of basic education quality, influencing teacher quality, learning materials, and student outcomes. Efforts to build sustainable commitment include

oversight conducted by the Balikpapan City Education and Culture Office and Commission IV of the Regional Legislative Council of Balikpapan City, which helps identify and resolve issues in policy implementation. Although commitment to sustainable quality has been pursued according to each role, one community organisation has not been optimal. The success of policy implementation greatly depends on the understanding and alignment of values between implementers and policymakers. If there is a misalignment in understanding and values, policy implementation may become ineffective.

Economic, Social, and Political Conditions

According to Permatasari (2020), economic, social, and political factors play a crucial role in policy implementation. This includes adequate economic support, the impact of policies on economic and social conditions, and the support or opposition from various groups. The Regional Development Planning Agency of East Kalimantan also notes that these conditions affect regional economic growth. Van Meter and Van Horn (1975) emphasise that these factors can significantly impact the success of policy implementation.

Socioeconomic conditions are essential to consider. According to research by Tarigan et al. (2017), Balikpapan, known as the "Oil City" and the gateway to Borneo, is considered a desirable place to live. Similar to Jakarta, Balikpapan has a diverse population with no single ethnic group dominating. Children's development is greatly influenced by their parents' income. Children living in poverty often lack adequate nutrition and education, which can hinder their ability to compete in the future.

Economic, social, and political environments significantly affect the implementation of policies aimed at improving the quality of basic education. Social and economic disparities can hinder access to quality education, so policies must address these gaps to ensure equal access for all community groups. Support and commitment from political leaders, including regional heads and council members, are crucial to ensuring proper resource allocation and policy stability. A stable and consistent political environment supports long-term implementation, while frequent policy changes can disrupt the process.

Education has a significant impact on social and economic conditions, aligning with the SDGs, which aim to boost overall economic growth and social well-being in Indonesia (Asha & Juliannisa, 2023). The SDGs address economic, social, and political issues through various targets and indicators, focusing on social inclusion and the need to reduce inequalities within and between countries (Fukuda-Parr, 2019). Economic development, social factors, and political conditions play a key role in achieving the Sustainable Development Goals (SDGs) within a democratic system.

In Balikpapan City, economic and social issues, such as parents' inability to contribute funds, affect education quality. The Balikpapan City Government has implemented subsidies for school fees and uniforms to ensure educational access for lower-middle-income communities. Despite support from the government and community, challenges remain, such as a decline in the number of certified teachers and

variations in student quality. To achieve the SDGs 2030 targets, the Balikpapan City Government needs to address these barriers. Further evaluation is needed to understand the impact of policies on student quality. By designing policies that consider social, economic, and political influences, and involving collaboration between the government, community, and private sector, it is hoped that a supportive environment for sustainable improvement in basic education quality can be created.

The Disposition of Implementers

Van Meter and Van Horn (1975) explain that each element of the previously discussed model should be evaluated based on the perceptions of the implementers in the areas where the policy is applied. It is then necessary to identify three aspects of implementation responses that may affect their ability and willingness to carry out the policy. These include a comprehensive understanding of the policy, various types of responses such as acceptance, neutrality, or rejection, and the intensity of these responses.

In the context of implementing policies to improve the quality of basic education according to the Regional Medium-Term Development Plan of Balikpapan City, "disposition" refers to the attitudes and orientations of the involved parties. A positive disposition supports the success of the policy, while a negative disposition can become a barrier. Key dispositions include commitment, openness, collaboration, and effective leadership. Commitment demonstrates the strong determination of all stakeholders, including local government, educational institutions, teachers, parents, and the community, to support and implement the policy. This is reflected in the allocation of resources, active participation, and adherence to regulations. This aligns with Winarno's (2014) assertion that understanding the general objectives and basic measures of the policy is crucial.

The Regional Medium-Term Development Plan of Balikpapan City identifies the development of competitive human resources as one of the main issues. The Human Development Index (HDI), which includes the expected years of schooling (EYS) and the mean years of schooling (MYS), is used to measure educational success. An increase in EYS indicates that students are able to pursue higher levels of education, while the quality and accessibility of education are measured through the Education Index.

The expected impact of character development and the desired attitudes in basic education is the achievement of other development goals outlined in the Regional Medium-Term Development Plan. The policies formulated in the Regional Medium-Term Development Plan, aimed at improving the quality of basic education in Balikpapan City, are a priority for the city in achieving its objectives. These objectives focus on developing human resources that are excellent, healthy, and competitive, with performance measurement indicators such as the Human Development Index and the Education Index.

The Regional Medium-Term Development Plan of Balikpapan City has established several priority programs to enhance positive dispositions, such as subsidies for private school tuition fees, increased teacher incentives, and uniform assistance. Infrastructure development programs, including the construction of integrated schools and the

expansion of library services, are also undertaken to support the improvement of education quality. Tuition fee subsidies, uniform assistance, and scholarships for students from low-income families aim to alleviate the financial burden on parents.

Openness and collaboration involve sharing information and working together with various parties. Active participation in discussion forums, coordination meetings, and partnerships between educational institutions, government, the private sector, NGOs, and the community is crucial. School committees act as a bridge between schools and parents, facilitating communication and cooperation to enhance education quality.

Effective leadership reflects the attitudes of leaders, including school principals, education supervisors, and government officials, in providing clear direction and motivation. The commitment of leaders, including efforts to improve teacher quality and IT proficiency, is essential for the successful implementation of policies. Strong technical support and leadership from local government agencies contribute to efforts to enhance the quality of basic education in Balikpapan City.

Conclusion

This study emphasises that the characteristics of implementing agencies significantly influence the effectiveness of basic education policy implementation in Balikpapan City, known as an oil-producing area. In this context, a clear bureaucratic structure and strong inter-organisational relationships between the Education and Culture Office, schools, and the community are key factors. Given that Balikpapan has substantial economic resources from the oil industry, it is essential for the local government to leverage this potential to support education policies. Despite challenges such as variations in education quality and the number of certified teachers, the government's efforts to provide subsidies and incentive programmes demonstrate a commitment to improving access to and the quality of education for the community, particularly in areas impacted by the dynamics of the oil industry.

This study also has several limitations. First, the analysis primarily focuses on bureaucratic structure and inter-agency relationships without considering other external factors that may influence policy implementation, particularly those related to socioeconomic conditions in oil-producing areas. Second, limitations in data and access to information may affect the accuracy of the findings. Additionally, while this research provides an overview of education policy in Balikpapan City, more in-depth studies are needed to understand individual experiences and the impact of policies at the school and community levels.

Based on the findings, it is recommended that future research broaden its focus to include the socioeconomic factors affecting education in oil-producing areas and involve perspectives from various stakeholders in the field. Enhancing the capacity of implementing agencies through training and professional development for educators is crucial for improving education quality. The local government is encouraged to strengthen partnerships with the private sector, including the oil industry, and non-governmental organisations to create a supportive environment for more effective

education policy implementation. Finally, regular evaluations and feedback from the community should be conducted to adjust existing policies to be more responsive to local needs, especially in areas influenced by the oil industry.

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