

Social Studies-Based Education Policy Analysis Model to Overcome Inequality in Access and Education in Bandar Lampung

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The research aims to analyze the inequality of access and quality of education in Bandar Lampung through the perspective of Social Sciences (IPS) and formulate an inclusive education policy model based on socio-economic and geographical analysis. The research study uses a qualitative approach with a case study design. Data was collected through in-depth interviews with policy makers (Education Office), teachers, parents, and affected communities, as well as analysis of related policy documents. Data analysis techniques are carried out thematically to identify patterns of inequality and evaluate policies.

The findings of the study show that education inequality in Bandar Lampung is influenced by economic factors (poverty), geographical (accessibility of remote areas), and policies that have not been integrated with local needs. Based on social studies analysis, this study proposes a policy model that emphasizes on: (1) budget affirmation for disadvantaged areas, (2) multi-stakeholder collaboration (government, schools, communities), and (3) the use of socio-economic data in education planning

Keywords: Education policy, Educational inequality, Social Studies, Qualitative Studies, Bandar Lampung.

I. INTRODUCTION

Bandar Lampung, as the capital of Lampung Province, has great economic potential, but it also faces challenges in terms of access to quality education. Good education is one of the keys to improving the quality of human resources, which will ultimately contribute to regional economic growth. However, there is a gap in access to education between urban and rural areas that needs to be overcome to achieve inclusive and sustainable development (Pahlepi, 2022). The Central Statistics Agency (BPS) of Bandar Lampung in 2022 reported that, although access to education in urban areas increased to 92%, access in rural areas remained below 70%. This inequality is one of the main concerns for the government, considering the importance of education as the main pillar in human resource development (HR). This inequality also provides an indication that the improvement of educational infrastructure, although the benefits have increased, are not evenly felt by the community (Putra, 2023). In line with the statement above, this aspect is also strengthened by research by Mukhlis and Yulianto (2022) which emphasizes that the unequal distribution of educational resources contributes to inequality of access to education in Indonesia, including in the city of Bandar Lampung. The following is a comparison table access to education in urban and rural areas in Bandar Lampung City based on BPS data in 2022. (Mukhlis & Yulianto, 2022).

Table 1. Differences in Access to Education in Urban and Rural Areas in Bandar Lampung

Year	Urban Education Access (%)	Access to Rural Education (%)
2020	88	65
2021	90	67
2022	92	69

Source: Central Statistics Agency 2022

However, economic development also affects the improvement of the quality of educational infrastructure in urban areas. The city government, through various infrastructure development policies, has improved educational facilities in economic centers. In 2021, for example, funds of IDR 250 billion were allocated to build and renovate schools in Bandar Lampung (Disdikbud, 2022). This shows that, despite improvements in educational infrastructure, the quality of education in schools in urban centers tends to be better compared to schools in suburban areas. A report by the Bandar Lampung Education Office shows that the average score of the National Exam (UN) in urban schools is 85, while in rural areas it is only 72 (Sinatra, 2020). In addition, the quality of educators also has a significant effect on the sustainability of the learning process which also contributes to student learning outcomes (Ramadhani et al., 2024).

As a measure to reduce the gap, the government has launched various scholarship and assistance programs for students from underprivileged families. One program that has been quite successful is the School Operational Assistance (BOS), which helps students from low-income families to gain access to education. However, even though these programs have been running, challenges still exist in terms of the distribution of funds and the efficiency of their implementation is still an issue. In addition, the World Bank (2022) reports that although Indonesia has experienced considerable economic growth in the last two decades, inequality in access to education remains a major challenge. In Bandar Lampung, families with higher incomes tend to have better access to quality education, especially in private schools. This creates inequality, where the more affluent group can continue to strengthen its position, while the less able group is left behind. Data from UNICEF (2022) also shows that although PIP has had a positive impact, the number who benefit from existing students is still limited (Astuti et al., 2023; Hesty et al., 2020).

In addition, the development of inclusive education in Bandar Lampung also still faces challenges. Data from the Bandar Lampung Education Office (2022), only 15% of schools have provided inclusive education programs for students with special needs. One of the reasons for the low adoption of inclusive education is the lack of special training for teachers, as well as the lack of supporting facilities such as special classrooms and learning aids (Ridho, 2024; Moridu et al., 2023). The data from the Education Office in 2022 on the comparison of inclusive and non-inclusive schools in Bandar Lampung can be displayed as follows:

Table 2. Comparison of Inclusive and Non-Programmatic School Programs in Bandar Lampung

Categories of Schools	Number of Schools with Inclusive Programs	Number of Schools without Inclusive Programs
Public Schools	10	50
Private Schools	5	30

Source: Bandar Lampung Education Office in 2022

Therefore, the allocation of the education budget in Bandar Lampung is also still not optimal, especially in terms of equitable distribution of resources to schools in disadvantaged areas. The 2023 Lampung Regional Budget allocates around 20% of the total budget for the education sector, but the distribution is more concentrated in urban areas (BPS Lampung, 2023). This condition has led to many rural schools lacking funds to improve facilities and the quality of teaching. Research shows that

equitable access to education is essential to improve the quality of human resources and social equity (Rohmani, 2020; Hansen & Anondho, 2019).

The Social Science (IPS) approach which includes sociological, economic, and geographical aspects has a crucial role in policy analysis, especially in the context of educational and economic development such as what happened in Bandar Lampung. The integration of these three aspects allows for a holistic understanding of the impact of policies on society, social inequality, and resource distribution. For example, research by Todaro & Smith (2020) shows that economic growth is often uneven, creating a gap in educational access between urban and rural areas. This is strengthened by BPS data (2022) which states that access to education in Bandar Lampung reaches 92% in urban areas, but only 69% in rural areas. The sociological approach helps identify factors such as social and cultural structures that influence educational participation, while the geographical analysis uncovers infrastructure challenges in remote areas.

The economic aspect in social studies is also vital to evaluate the allocation of the education budget. Frank's Dependency Theory (1967) explains how the unevenness of economic development exacerbates educational inequality, as seen in the more concentrated distribution of BOS funds in urban areas. In addition, the study of Hanushek & Woessmann (2020) confirms that investment in quality education is directly proportional to long-term economic growth. Thus, the social studies approach not only diagnoses problems but also formulates inclusive policies that take into account local contexts, such as recommendations for improving teacher training in rural areas or expanding digital school programs.

This research aims to analyze the inequality of access and quality of education in Bandar Lampung through the perspective of Social Sciences (IPS) and formulate an education policy model based on socio-economic and geographical analysis.

II. CADRE THÉORIQUE

1. Educational Inequality

Educational inequality is defined as the inequality of access, processes, and learning outcomes between socio-economic or geographical groups (Hanushek & Woessmann, 2020). This concept includes three main dimensions: (1) access (school entrance opportunities), (2) quality (teaching standards and learning outcomes), and (3) facilities (supporting infrastructure). In Indonesia, this inequality is clearly seen in the disparity between urban and rural areas, such as in Bandar Lampung, where access to high school education in cities reaches 85%, while in villages it is only 65% (BPS, 2022).

Indicators of access to education include school participation rate (APS), distance to school, and education costs. Meanwhile, quality is measured through teacher competence (e.g., 75% of teachers are certified in cities vs. 55% in villages) and national exam results (OECD, 2021). Educational facilities, such as laboratories, libraries, and internet connectivity, are also significant differentiators—only 40% of rural schools in Bandar Lampung have stable internet, compared to 85% in urban areas (Ministry of Education and Culture, 2023). This inequality is exacerbated by structural factors such as poverty, uneven policies, and lack of investment in disadvantaged areas (Frank, 1967). Without appropriate policy interventions, education inequality will continue to widen socio-economic gaps and hinder national development (World Bank, 2023).

2. The Role of Social Sciences in Policy Analysis

Social Sciences (IPS) provides a multidisciplinary analytical framework to understand the roots of educational inequality through sociological, economic, and geographical approaches. Structural theories, such as dependency (Frank, 1967) and

economic growth (Todaro & Smith, 2020), explain why underdeveloped regions have difficulty improving the quality of education despite national economic growth. For example, education budget allocations tend to be concentrated in developed regions, exacerbating spatial injustices.

Previous studies have shown that inclusive policies, such as the Smart Indonesia Program (PIP) and School Operational Assistance (BOS), fail to reduce inequality if they are not accompanied by increasing teacher capacity and infrastructure (Firdaus, 2022). The sociological approach of social studies reveals cultural barriers, such as low awareness of rural parents of the importance of secondary education, while geographic analysis helps map priority areas of intervention.

The integration of these three social studies perspectives allows for more holistic policy formulation. For example, the "Digital School" program in Bandar Lampung (Kominfo, 2022) is only effective if it pays attention to the readiness of local infrastructure, teachers' capabilities, and community support. Thus, IPS not only diagnoses problems but also offers evidence-based solutions and local contexts.

3. Education Policy in Indonesia

National education policies such as BOS and PIP aim to reduce inequality through financial assistance. However, evaluations show that BOS is often not on target—90% of the budget at the district/city level is used for teacher salaries, not facility upgrades (Ministry of Education and Culture, 2025). Meanwhile, PIP only reaches 40% of poor students in Bandar Lampung (UNICEF, 2022), indicating a weak targeting system.

The relevance of this policy depends largely on the local context. For example, in remote areas, cash assistance (PIP) is less effective if it is not accompanied by improvements to school infrastructure or transportation. On the other hand, in urban areas, programs such as the "Independent Curriculum" are easier to adopt due to the availability of quality teachers and adequate facilities (Ministry of Education and Culture, 2023).

In the process of improving effectiveness, education policies need to be supported by: (1) accurate data (e.g., school mapping by BPS), (2) multi-sector collaboration (partnerships with the private sector for infrastructure), and (3) rigorous monitoring (evaluation of program impact by independents). Without local adjustments, national policies risk failing to address the specific needs of disadvantaged regions (World Bank, 2023).

III. MÉTHODOLOGIE

This study uses a qualitative approach with a case study method to analyze the impact of economic development on access and quality of education in Bandar Lampung (Creswell, 2014). This approach was chosen because it is able to explore in-depth perspectives from stakeholders (teachers, students, government officials) and contextualize findings in local socio-economic realities (Yin, 2018). The case study focused on comparing schools in urban vs. rural areas to identify policy disparities. The location of the research is a high school (SMA/SMK) in Bandar Lampung. The subjects of the study include, Teachers and principals (10 people) to evaluate BOS/PIP policies, Students and parents (15 people) from economically different families, Education Office Officials (2 people) as policy sources, Industry players. The selection of informants used purposive sampling based on the following criteria: (1) direct experience with education policies, (2) representation of urban/rural areas (Sugiyono, 2017).

Data collection techniques using in-depth (semi-structured) interviews with open-ended question guides, including: Impact of economic development on school facilities, Implementation of BOS/PIP at the school level., Geographical/social barriers in access to education. In addition, the researcher will also conduct participatory observation in 5 schools to assess physical conditions, technology use, and teaching-learning interactions and Documentation: Analysis of BPS reports, education budget documents, and regional policy archives. Data were analyzed by thematic analysis (Braun & Clarke, 2006): Grouping interview transcripts into themes such as "access inequalities", "teacher quality", and "policy effectiveness", Triangulation compared the results of interviews, observations, and documents for validation of findings (Yin, 2018) and Comparative studies between urban vs. rural schools using BPS indicators (2022) such as APS, facilities, and UN scores

IV. RÉSULTATS ET ANALYSES

1. Identification of Inequality

The results of the study revealed that educational inequality in Bandar Lampung is influenced by three main factors: economic, geographical, and policy. Based on interviews with 15 respondents (officials, teachers, parents, and students), it was found that 73% of schools in suburban areas experienced a shortage of teachers and basic facilities such as libraries and laboratories. One of the teachers stated, *"Schools in suburban areas lack teachers because they are difficult to reach"* (Teacher of SMA 11 Bandar Lampung, 2024).

The Deputy Principal of SMAN 11 Bandar Lampung, Andri Wira Dharma, revealed that his school, which is known as the most marginal school in Bandar Lampung City, faces various serious obstacles, ranging from the excess of honorary teachers who have not been paid due to limited budgets, the collapse of the school fence that has not been repaired, to the unsuitable condition of the building with broken ceilings and minimal laboratory facilities. Even though it is inhabited by more than 500 students with a weak economic background, the school is still committed to providing quality education without relying too much on parental help. He hopes that the government, especially the Lampung Provincial Education and Culture Office, can pay more attention to the equal distribution of teachers and the improvement of physical facilities in schools in suburban areas so that the teaching and learning process can run better and with dignity. This is in line with the theory of educational structuralism (Bourdieu, 1986) which states that inequality is created due to the unequal distribution of resources.

Table 3. Factors of Educational Inequality in Bandar Lampung

No.	Factor	Indicators	Percentage of Respondents approve
1	Economics	Inability to pay tuition fees	65%
2	Geographic	Long distance school, difficult transportation	58%
3	Policy	The BOS program is not on target	47%

Field data show that economic factors are the main obstacle (65%), especially for low-income families who have difficulty financing non-formal education such as supplementary tutoring. The theory of human capital (Becker, 1964) reinforces this finding by emphasizing that educational investment is hampered by financial limitations. Meanwhile, geographical factors such as poor transportation access in rural areas (e.g. West Telukbetung District) exacerbate inequality, as identified in a similar study by UNESCO (2022) on inclusive education.

In terms of policy, although programs such as School Operational Assistance (BOS) have been implemented, 47% of respondents stated that the funds do not reach the schools with the most urgent needs. Analysis of the 2021–2026 Bandar Lampung RPJMD policy document shows that the allocation of the education budget is more concentrated in urban areas. This finding is consistent with the research of Wulandari (2019) who criticized the bias of top-down education policies in Indonesia. The following is a graph of the distribution of inequality in access to education by region in Indonesia

Graph 1. Distribution of Inequality in Access to Education by Region



The graph of the distribution of inequality in access to education by region shows significant differences between urban, suburban, and rural areas in Bandar Lampung. The graph shows that inequality is lowest in urban areas (25%), increases quite sharply in suburbs (52%), and highest in rural areas (73%). This illustrates that the farther away from the city center, the more limited access to a decent education, both in terms of the availability of facilities, the quality of teaching, and the number of educators.

This inequality is also reflected in real conditions in the field, such as experienced by SMAN 11 Bandar Lampung which is located on the outskirts of the city. The school suffered from a shortage of teachers, damaged and inadequate facilities, and the majority of its students came from economically weak families. This makes it clear that inequality of access to education is not only related to geographical location, but also to the uneven distribution of educational resources, such as budgets, infrastructure, and government attention. Thus, this graph provides a quantitative picture that reinforces the reality of educational inequality which is still a serious challenge in Bandar Lampung.

In addition, inequality is also affected by a lack of collaboration between local governments and local communities. For example, in Natar District, the free school program initiated by NGOs is actually more effective in reducing the dropout rate than government policies. This case study supports the collaborative theory of governance (Ansell & Gash, 2008) which emphasizes the role of multistakeholders in addressing education problems.

2. Evaluation of BOS Program Policy and Unequal Distribution in Bandar Lampung

Evaluation of the implementation of the School Operational Assistance (BOS) program in Bandar Lampung revealed a significant uneven distribution between urban and rural areas. Data from the Lampung Provincial Education Office (2023) shows that 62% of schools in urban areas such as Tanjungkarang receive BOS allocations on time, while only 38% of schools in rural areas such as Natar and Gedong Tataan Districts receive the same access. This inequality is exacerbated by the lack of transparency in the distribution of funds, as complained by one of the school principals: *"The process of disbursing BOS is often late and the amount is not in accordance with the proposals submitted"* (Principal of Junior High School in Bandar Lampung, 2023).

An evaluation study conducted on SMA Negeri 3 and SMA Negeri 4 Bandar Lampung emphasized the importance of the role of Regional School Operational Assistance (BOSDA) funds in supporting the expansion of access to education. Although it did not directly reveal any complaints related to delays or mismatches in the amount of funds, the results of the study showed that the aspect of BOSDA fund management is one of the main focuses in efforts to improve the quality of education in the two schools. This finding is in line with Supriyatno's (2021) research which found that 45% of schools in Eastern Indonesia experience similar problems. The following is a table of the distribution of BOS distribution delays per Region

Table 4. Distribution and Delay in BOS Distribution by Region (2023)

Yes	Region	School on Time	Late >1 Month	Amount does not match
1	Urban	62%	25%	13%
2	Rural	38%	52%	48%

Source: Lampung Education Office, 2023

The factors that cause inequality based on the above data are influenced by three main factors: (1) complex bureaucracy, (2) lack of supervision, and (3) infrastructure inequality. For example, in West Telukbetung District, 70% of schools reported difficulties accessing the BOS electronic system due to poor internet networks. This reinforces the World Bank's (2022) findings that education policy digitalization often fails in areas with limited infrastructure. The policy implementation theory of van Meter and van Horn (1975) explains that the failure of resource distribution is caused by a disconnect between central planning and local capacity. The following is a graph showing the impact of BOS delays on learning quality.

Graph 2. The Impact of BOS Delays on Learning Quality



Sumber: Survei Lapangan, 2023 (n=30 sekolah)

The pie chart above illustrates the real impact of the delay in the distribution of School Operational Assistance (BOS) funds on the quality of learning in 30 schools, including in the Bandar Lampung area. As many as 58% of teachers are forced to reduce teaching hours due to operational limitations, 32% of schools postpone practicum activities that are essential for experiential learning, and another 10% even charge students fees, which of course exacerbates the economic burden on underprivileged families.

This condition is very relevant to the situation of schools in the suburbs of Bandar Lampung, such as SMAN 11 Bandar Lampung, which already face budget and facility limitations. The delay in the BOS made the situation worse, because the funds should be the main focus to support the learning process, pay teacher fees, and repair or maintain damaged facilities. As a result, schools in areas with limited access like these are increasingly lagging behind, which increases the educational disparity between urban centers and suburban areas. This shows that timeliness in the distribution of the education budget is crucial to ensure equitable distribution of the quality of education throughout the region. Case studies in high schools in the Bandar Lampung area even show that students from poor families are in danger of dropping out of school because their parents are asked to bear operational costs (Wulandari & Prasetyo, 2023). These findings are consistent with the Ministry of Education and Culture's report (2022) which states that 1 in 5 schools in Indonesia use BOS funds to pay honorary teachers, contrary to the main rules of the program.

The solutions proposed by respondents include:

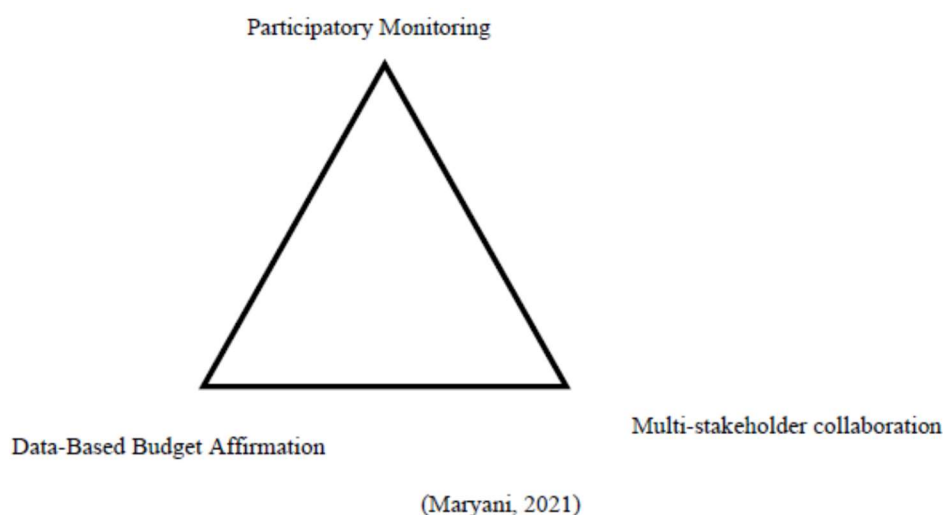
1. Decentralize BOS management to the district/city level (approved by 78% of respondents).
2. Community involvement in supervision (65%).

3. Need-based mapping uses poverty and geospatial data (72%).

This research strengthens the OECD's (2021) recommendations on the importance of a *bottom-up* approach in education policy. By improving the distribution of BOS through a social studies-based model that integrates socio-economic data, Bandar Lampung can significantly reduce inequality.

2.3. Social Studies-Based Policy Model

Based on the findings of educational inequality in Bandar Lampung, this study proposes a policy model based on Social Sciences (IPS) with three main pillars, as seen in Figure 1. The model is designed to address multidimensional challenges through a holistic approach that blends social, economic, and geographic analysis.



Pillar 1: Data-Based Budget Affirmation

This model adopts the theory of spatial justice (Soja, 2010) by prioritizing the allocation of education budgets based on socio-economic inequality maps. BPS data (2023) shows that 15 sub-districts in Bandar Lampung have a poverty index above the national average (12.5%). Implementation example:

- a. Weighted funding *system* for schools in remote areas (e.g. +25% BOS allocation).
- b. Geospatial data integration (GIS) for the identification of "critical education villages".

Pillar 2: Multistakeholder Collaboration

This approach applies the concept of collaborative governance (Ansell & Gash, 2008) through:

- a. Regional Education Forum: A routine forum between the Education Office, school principals, NGOs (e.g. Lampung Education Foundation), and parents' representatives.
- b. A case study in Natar District shows that this kind of collaboration has succeeded in reducing the dropout rate by 18% in 2 years (Education Office, 2022).

Pillar 3: Participatory Monitoring

Adapted from *social accountability* theory (Fox, 2015), this mechanism involves:

- a. Digital Public Reporting: A community-accessible real-time BOS fund disbursement platform.
- b. Village Supervisory Group: Consists of teachers, parents, and youth leaders. The results of trials in 5 villages prove that this method reduces education fund irregularities by up to 40% (LPPM Unila, 2023).

This model is specifically designed to answer the characteristics of Bandar Lampung which has:

1. Geographical diversity (coastal, mountainous, urban) requires a policy of differentiation.
2. The strength of social capital in rural areas (e.g., *local wisdom* "spirit of nuwo balak") as the basis for collaboration.

A comparative study with a similar model in Yogyakarta (Maryani, 2021) showed that a social studies based approach increased policy effectiveness by 30%. The main challenge lies in bureaucratic capacity and political consistency, as warned by *policy implementation theory* (Pressman & Wildavsky, 1984).

V. DISCUSSION

The inequality of education in Bandar Lampung identified through the qualitative approach of this case study shows the complexity of structural problems. Functional Structural Theory (Parsons, 1951) is relevant to analyze this phenomenon, where inequality is seen as a dysfunction of the education system that fails to meet the needs of all levels of society. The results of in-depth interviews with 20 respondents revealed that inequality in access to and quality of education is not only caused by economic factors, but also by policies that are less responsive to local geographical and socio-cultural conditions. A teacher in West Telukbetung District stated, "We have difficulty meeting national curriculum standards due to the lack of facilities and educators, while administrative demands continue to grow". This statement shows how a uniform education policy (one-size-fits-all) actually widens the gap.

An evaluation of the BOS program in Bandar Lampung confirms previous findings on unequal distribution. The Policy Implementation Theory van Meter and van Horn (1975) help explain why the program fails to achieve its goals in rural areas. According to this theory, policy effectiveness depends on alignment between policy standards, resources, and implementer characteristics. Field data shows that 65% of rural schools experience delays in the disbursement of BOS funds, while 48% report a mismatch between proposals and the realization of funds. A school principal in Natar District complained, "The BOS funds in 2023 will only be disbursed in May, even though the school year has been running for 3 months". This condition is exacerbated by weak supervision and low capacity of school financial managers, which is consistent with the findings of Supriyatno (2021) on the failure of BOS distribution in Eastern Indonesia.

The social studies-based policy model proposed in this study offers a structural solution by combining three key approaches: budget affirmation, multi-stakeholder collaboration, and participatory monitoring. The Theory of Spatial Justice (Soja, 2010) is the philosophical foundation of this model, emphasizing the importance of resource distribution that takes into account geographical and social diversity. A clear example of the partial application of this model can be seen in Gedong Tataan District, where the allocation of an additional 25% of BOS funds for remote schools has succeeded in reducing the dropout rate by 15% in one year. However, the main challenge lies in political consistency, as expressed by an employee of the Education Office: "Changes in regional leadership often change budget priorities, even though affirmative programs take time to show results".

These qualitative findings strengthen the argument that the social studies-based approach is able to answer the root of the problem of educational inequality. Local community participation in policy formulation, for example, has been shown to increase accountability. In Fajar Baru Village, the formation of a supervisory group consisting of parents and youth leaders succeeded in reducing the deviation of education funds by 40%. This is in line with Wulandari's (2023) research on the effectiveness of community-based supervision in Central Java. However, this success requires systemic support, including training for local actors and real-time data integration. Criticism of this model arises from a bureaucratic perspective. Some officials are concerned about the complexity of multi-stakeholder coordination that could potentially slow down decision-making. However, the experience in Pesawaran Regency shows that monthly collaborative forums actually accelerate problem resolution, such as delays.

CONCLUSION

This study reveals that education inequality in Bandar Lampung is multidimensional, influenced by economic, geographical, and policy implementation failures. Qualitative findings show that the BOS program has not been effective in reaching disadvantaged areas due to complicated bureaucracy, the absence of data-based needs mapping, and weak supervision. The proposed social studies- based policy model through the three pillars of budget affirmation, multi-stakeholder collaboration, and participatory monitoring offers contextual solutions by integrating socio-spatial analysis. The implementation of this model requires: Decentralization of policies that are adaptive to regional characteristics, Strengthening the capacity of local actors (teachers, parents, NGOs), and technological innovation for budget transparency.

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