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Reconstructing a Framework for the Analysis of Education Policy Based on Quality, Equity, Effectiveness and Efficiency

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Abstract. The analysis of education policy requires an integrated approach to quality, equity, effectiveness and efficiency, particularly when considering the relationships and potential tensions between these dimensions. This study aims to reconstruct a framework for the analysis of education policy based on the position, function and interrelationships of these four dimensions. The study employs a qualitative approach using a literature review oriented towards conceptual synthesis. The literature was sourced through searches on Google Scholar, GARUDA, the SINTA portal, and relevant policy documents. The analysis was conducted through the identification and classification of the literature, comparative-critical analysis, interpretative synthesis, and conceptual reconstruction. The research findings indicate that quality and equity are substantive dimensions, whilst effectiveness and efficiency are policy performance dimensions. These four dimensions have complementary relationships, whilst also harbouring the potential for context-dependent tensions. Based on these findings, this study has produced a reconstructed analytical framework that integrates analytical functions, conceptual indicators, and the mapping of six pairs of inter-dimensional relationships across the formulation, implementation and evaluation stages of education policy. The novelty of this research lies in the organisation of the relationships between substantive and performance dimensions within a single integrative analytical framework. Theoretically, this study enriches the perspective on education policy analysis, whilst in practical terms, the resulting framework offers preliminary guidelines for education policy decision-making. This framework still requires empirical testing and validation.

Keywords: Educational policy analysis; educational quality; educational equity; effectiveness; efficiency.

Abstrak. *Analisis kebijakan pendidikan memerlukan keterpaduan antara kualitas, pemerataan, efektivitas, dan efisiensi, terutama dalam mempertimbangkan hubungan dan potensi ketegangan antardimensi. Penelitian ini bertujuan merekonstruksi kerangka analisis kebijakan pendidikan berdasarkan kedudukan, fungsi, dan hubungan keempat dimensi tersebut. Penelitian menggunakan pendekatan kualitatif dengan jenis penelitian kepustakaan yang berorientasi pada sintesis konseptual. Literatur diperoleh melalui penelusuran Google Scholar, GARUDA, portal SINTA, serta dokumen kebijakan yang relevan. Analisis dilakukan melalui identifikasi dan klasifikasi literatur, analisis komparatif-kritis, sintesis interpretatif, dan rekonstruksi konseptual. Hasil penelitian menunjukkan bahwa kualitas dan pemerataan berkedudukan sebagai dimensi substantif, sedangkan efektivitas dan efisiensi berkedudukan sebagai dimensi kinerja kebijakan. Keempat dimensi memiliki hubungan komplementer sekaligus potensi ketegangan yang bersifat kontekstual. Berdasarkan temuan tersebut, penelitian ini menghasilkan rekonstruksi kerangka analisis yang mengintegrasikan fungsi analitis,*

indikator konseptual, dan pemetaan enam pasangan hubungan antardimensi dalam tahap perumusan, implementasi, dan evaluasi kebijakan pendidikan. Kebaruan penelitian terletak pada penataan hubungan antara dimensi substantif dan dimensi kinerja dalam satu kerangka analisis integratif. Secara teoretis, penelitian ini memperkaya perspektif analisis kebijakan pendidikan, sedangkan secara praktis, kerangka yang dihasilkan menawarkan pedoman awal bagi pengambilan keputusan kebijakan pendidikan. Kerangka tersebut masih memerlukan pengujian dan validasi empiris.

Kata Kunci: *Analisis kebijakan pendidikan; kualitas pendidikan; pemerataan pendidikan; efektivitas; efisiensi.*

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INTRODUCTION

Education policy is not only aimed at improving the quality of services and ensuring equal access to education, but also at achieving objectives and optimising the use of resources. In the Indonesian context, efforts to improve the quality of education continue to face challenges relating to a shortage of teaching staff, facilities and infrastructure, and funding (Puspita & Andriani, 2021), whereas inequalities in access to education are linked to the socio-economic circumstances of pupils' families and their place of residence (Ayuningtyas, 2021). At the implementation stage, (Harianti, 2024) indicates that disparities in resource capacity between schools and poor coordination amongst those responsible for implementation are obstacles to the implementation of policies aimed at ensuring equitable access to education. Meanwhile (Ramos dkk., 2024) emphasises the importance of the link between the utilisation of resources and the achievement of outcomes in the management of education. These various issues demonstrate that the delivery of education cannot be analysed solely on the basis of outcomes in a single dimension, but requires a policy analysis framework that takes into account quality, equity, effectiveness and efficiency in an integrated manner.

The problems with education policy lie not only in the limited progress made in each dimension, but also in the relationships and potential tensions between the dimensions. Sidik found that the implementation of the zoning policy has not altered the distribution of pupils' academic inputs across the non-favoured schools studied; consequently, equal access does not necessarily lead to equal quality (Sidik, 2024). With regard to financing (Apriliani dkk., 2024) identifies budgetary constraints and uneven allocation as obstacles to improving the quality of education. These circumstances demonstrate that a uniform distribution of resources does not necessarily meet the needs of different educational institutions. From a policy evaluation perspective (OECD, 2021) emphasises that effectiveness must take into account the achievement of objectives and differences in outcomes amongst beneficiary groups, whilst efficiency must be assessed on the basis of the relationship between resource utilisation and the outcomes achieved. Consequently, improvements in quality may be constrained by limited resources; the achievement of aggregate targets does not necessarily reflect the equitable distribution of benefits; and budget savings do not necessarily result in efficiency if they compromise the quality of services. This relationship

highlights the need for an analytical framework capable of explaining both the alignment and the potential tensions between quality, equity, effectiveness and efficiency in education policy.

The conceptual framework for policy analysis has evolved through various perspectives, each placing a different emphasis. Dunn sets out six criteria for policy evaluation effectiveness, efficiency, adequacy, equity, responsiveness and appropriateness which provide a basis for assessing the achievement of objectives, the use of resources and the distribution of policy benefits (Dunn, 2015). OECD, (2021) developing evaluation criteria that encompass relevance, coherence, effectiveness, efficiency, impact and sustainability, whilst taking into account the interrelationships between the criteria and differences in outcomes across beneficiary groups. In the context of education, the Sustainable Development Goal 4 (SDG 4) agenda prioritises inclusive, equitable and high-quality education as the guiding principle for educational development (Assembly, 2015). These three perspectives make complementary contributions. Dunn and the OECD provide an analytical framework for assessing policy, whilst SDG 4 offers substantive guidance on the educational outcomes to be achieved (Dunn, 2015; OECD, 2021). This difference in orientation opens up scope for the development of an analytical framework that specifically links quality and equity as substantive objectives of education with effectiveness and efficiency as dimensions of policy performance.

Previous research has helped to explain the interrelationships between various dimensions of education policy. Triwiyanto & Kusumaningrum (2024) to examine the relationship between fiscal decentralisation and the education management system and school quality, whilst (Golden, 2020) provides indicators on access, participation, resources and the performance of the education system. OECD (2022) It also explains the interrelationship between quality, equity and efficiency in the management of investment in education, whilst (Golden, 2020) provides an evaluation framework covering the entire education policy cycle. Furthermore (Stumbrienė dkk., 2022) to develop a framework for effectiveness and efficiency based on inclusivity and equity to analyse the performance of the education system. These differing research orientations open up scope for the development of a framework that specifically structures the role and function of quality, equity, effectiveness and efficiency in the analysis of education policy. The novelty offered by this research lies in the structuring of the relationship between substantive dimensions and performance dimensions through the formulation of conceptual indicators, the mapping of six pairs of relationships along with their potential tensions, and their integration into the process of formulating, implementing and evaluating education policy.

In light of these gaps, this study aims to reconstruct a framework for the analysis of education policy based on quality, equity, effectiveness and efficiency through a literature review. Specifically, this study is directed towards analysing the position and function of these four dimensions in education policy analysis, identifying the relationships and potential tensions between them, and formulating a conceptual framework that integrates all four into the process of formulating, implementing and evaluating education policy. Theoretically, this study is expected to enrich the perspective of education policy analysis by reconstructing the relationship between the substantive orientation of education and policy performance. In practical terms, the resulting framework is expected to serve as an analytical foundation for stakeholders in considering the quality of services, the equitable distribution of benefits, the achievement of objectives, and the use of resources in educational decision-making.

METHODS

This study employs a qualitative approach, specifically a form of *library research* focused on conceptual synthesis. The library research was conducted by reviewing and analysing written sources to gain an understanding of the research problem (Zed, 2025). An integrative approach was adopted because the research not only describes the literature but also critically examines and synthesises various perspectives to produce a conceptual framework (Snyder, 2019). The development of this framework is based on the principle of conceptual synthesis, which emphasises clarity in the selection of the theoretical basis, the role of theory in analysis, and the interrelationships between concepts (Jaakkola, 2020).

The sources of data for the research include theoretical literature, policy documents and research articles relevant to the focus of the study. Policy evaluation criteria (Dunn, 2015) is used as an analytical framework, whilst SDG 4 (Assembly, 2015) provides a normative framework for the quality and equity of education. The evaluation framework (OECD, 2021) used as a comparative framework for understanding the interrelationships between policy evaluation criteria. The literature was searched via Google Scholar, GARUDA, the SINTA portal, as well as the official websites of national and international journal publishers, government bodies and international organisations. Search keywords included education policy, quality of education, equity in education, effectiveness of education policy, efficiency of education, and evaluation of education policy.

The selection of literature was based on the relevance of the content to the research focus, the clarity of the publication's identity, the traceability of sources, and its contribution to the analysis and development of the conceptual framework. Priority was given to national and international journal articles published between 2021 and 2026, whilst literature outside this period was still utilised where it made a fundamental theoretical, normative or methodological contribution. Literature lacking substantive relevance or for which the original source cannot be traced is not included in the review. The information identified from each piece of literature includes key concepts, research findings, the position and function of each dimension, as well as the relationships and potential tensions between dimensions, serving as the basis for the synthesis and reconstruction of the educational policy analysis framework.

Data analysis was carried out in four stages, developed on the basis of the principles of integrative literature review and conceptual synthesis (Jaakkola, 2020; Snyder, 2019). Firstly, the identification and classification of concepts and findings from the literature based on the dimensions of quality, equity, effectiveness and efficiency, taking into account the characteristics and context of each study. Secondly, a comparative-critical analysis of theoretical frameworks, policy documents and previous research findings to identify the similarities, differences, contributions and limitations of each perspective. Third, an interpretative synthesis to formulate the position and function of the four dimensions, the grouping of substantive dimensions and policy performance dimensions, and the mapping of complementary relationships and potential tensions across six pairs of inter-dimensional relationships. Fourthly, a conceptual reconstruction was carried out by retaining relevant conceptual elements from the previous framework, reorganising the positions and relationships between dimensions, formulating conceptual indicators, and integrating these into the formulation, implementation and evaluation stages of education policy. The result of these stages is an integrative and contextual framework for the analysis of education policy.

The reliability of the study's findings is based on the credibility of the sources, the consistency of interpretation, and the traceability of the synthesis. The credibility of sources is

assessed based on the relevance of the content, academic authority, and clarity of the publication's identity. The consistency of interpretations is examined through a critical comparison of theoretical frameworks, policy documents, and previous research findings, taking into account the similarities, differences, and limitations of each perspective. The traceability of the synthesis results is assessed through the alignment between the referenced literature and each component of the reconstructed framework, including the grouping of dimensions, conceptual indicators, inter-dimensional relationships, and their integration into the education policy cycle. This procedure is designed to ensure that the resulting framework is based on a scientifically sound and accountable line of argument. Nevertheless, the reliability of the conceptual synthesis does not replace the need for empirical testing and validation.

RESEARCH FINDINGS AND DISCUSSION

Results

The Role and Function of the Four Dimensions in Educational Policy Analysis

The results of the literature review indicate that the quality of education encompasses three main aspects, namely inputs, processes and outcomes of educational provision. With regard to inputs, the availability and competence of educators, facilities and infrastructure, and funding are key factors underpinning the delivery of education (Puspita & Andriani, 2021). Quality mapping based on accreditation also reveals variations in the quality of educational institutions by region, level and type of education (Karwono & Susetyo, 2021). In terms of the process (Ali & Hermansyah, 2024) identifies the importance of quality assurance systems, whilst (Afif dkk., 2025) found that internal quality assurance is carried out through quality mapping, data-driven planning, programme implementation and evaluation. Meanwhile (Satria, 2024) shows that educational assessment serves not only to measure learning outcomes, but also to support improvements to the learning process. This synthesis identifies quality as a substantive dimension that serves to evaluate the quality of educational services and outcomes, taking into account the availability of resources and the processes involved in their delivery.

In the literature reviewed, educational equity encompasses equal access, fair distribution of resources, and the opportunity to receive high-quality educational services. Ayuningtyas (2021) found that inequalities in access to education are linked to the socio-economic circumstances of pupils' families and their place of residence. Sidik (2024) dan Harianti, (2024) shows that the zoning policy has not yet fully addressed the disparities between schools. This issue highlights the need for efforts to expand access to be accompanied by attention to differences in the capacity of individual educational institutions. Omoeva dkk (2021) to develop a framework for measuring the equitable distribution of resources based on the alignment between schools' needs and the resources they receive, including teacher quality, the physical environment and the learning environment. Based on this synthesis, equity is positioned as a substantive dimension that serves to assess fairness of opportunity, the distribution of resources and the accessibility of educational services, taking into account the differing needs of target groups.

The effectiveness of education policy demonstrates the interconnection between policy objectives, implementation and outcomes. Yunitasari dkk (2023) identifies that the implementation of education policy involves interactions between actors, context, types of policy and policy stages. Khurniawan, (2021) highlights the importance of governance, leadership, human resources and quality management in supporting the effectiveness of school management. In the context of Islamic education (Fahrurrozi dkk., 2024) identified a gap between diniyah education policy and

the needs of Islamic boarding schools, compounded by limitations in infrastructure, funding and human resource development. The literature highlights a discrepancy between the factors supporting implementation and the outcomes achieved. OECD (2021) treating the achievement of objectives and outcomes including differences in outcomes between beneficiary groups as a key element in assessing effectiveness. Thus, effectiveness serves as a performance dimension that assesses the extent to which policy objectives and outcomes have been achieved, taking into account the conditions under which the policy is implemented.

The efficiency of education policy relates to the relationship between the resources used and the outcomes achieved. Apriliani dkk (2024) to identify budgetary constraints, uneven allocation and coordination issues in the implementation of education funding policy. Senang dkk (2024) found that the management of funding for madrasah facilities and infrastructure encompasses planning, budget allocation, stocktaking and evaluation, although the optimisation of procurement and maintenance still requires improvement. These findings highlight the importance of resource governance as a prerequisite for efficiency. Meanwhile (Stumbrienė dkk., 2022) shows that analyses of the efficiency of the education system need to take into account the characteristics of educational outcomes, including aspects of inclusivity and equity. The findings of the synthesis position efficiency as a performance dimension that serves to assess the use of resources based on the outcomes achieved, the time taken to achieve them, and possible alternative uses of resources (OECD, 2021).

Overall, the literature review resulted in the grouping of four dimensions into two analytical categories. Quality and equity are classified as substantive dimensions as they relate to the quality of education and the fair distribution of benefits to be achieved. Effectiveness and efficiency are classified as performance dimensions as they relate to the achievement of objectives and the use of resources in generating educational benefits. This grouping is the result of an analytical construction based on the dominant function of each dimension; it is not an absolute distinction. These two categories form the basis for identifying relationships and potential tensions between dimensions in the analysis of education policy.

Relationships and Potential Tensions Between Dimensions of Education Policy

The results of the literature review show that quality and equity are mutually supportive, but do not always develop in tandem. Sidik (2024) found that the implementation of the zoning policy has not altered the distribution of pupils' academic performance across the non-preferred schools studied. Meanwhile, (Omoeva dkk., 2021) takes the alignment between schools' needs and the distribution of resources as the basis for assessing equity in education. Both studies show that expanding access does not necessarily lead to equity in quality if it is not accompanied by resource support commensurate with needs. The relationship between quality and effectiveness also lies in the alignment between the quality of education to be achieved and the policy outcomes realised. The achievement of administrative targets is not sufficient to demonstrate policy effectiveness if quality improvement remains a substantive objective that has not been met (OECD, 2021).

The relationship between quality and efficiency relates to the ability to deliver high-quality education through the appropriate use of resources. OECD (2022) emphasises the importance of managing investment in education in a way that links funding efficiency to the quality of outcomes and the equitable distribution of opportunities. From this perspective, budget savings do not in themselves indicate efficiency, as any assessment must take into account the educational outcomes achieved. The relationship between equity and effectiveness highlights similar issues regarding the distribution of policy benefits. OECD (2021) treating differences in outcomes between beneficiary groups as one aspect of assessing effectiveness. Consequently, the achievement of aggregate targets

may mask disparities in outcomes; therefore, assessments of effectiveness must take into account the distribution of benefits, particularly when equity is part of the policy objective.

The relationship between equity and efficiency relates to the appropriate allocation of resources based on differing needs. Apriliani dkk (2024) identifies budgetary constraints and uneven allocation as issues in the implementation of education funding policy. Omoeva dkk (2021) highlights the importance of assessing the alignment of resource distribution with schools' needs. A synthesis of these two studies indicates that uniform allocation does not necessarily fulfil the principle of equity or support the optimal use of resources. Furthermore, the relationship between effectiveness and efficiency reveals a discrepancy between the achievement of objectives and the use of resources to achieve those objectives. Stumbrienė dkk (2022) This indicates that the effectiveness and efficiency of education systems need to be analysed whilst taking into account inclusivity, equity and the characteristics of each education system. Consequently, the achievement of objectives does not necessarily indicate efficiency if there are better alternatives for utilising resources to produce comparable outcomes.

Overall, the findings of the synthesis identified two types of inter-dimensional relationships: complementary relationships and potential tensions. Complementary relationships occur when progress in one dimension supports progress in another, whilst potential tensions arise when prioritising one dimension risks undermining progress in another. Such tensions are contextual and depend on policy objectives, the needs of target groups, institutional capacity and resource constraints. These findings form the basis for reconstructing a framework for the analysis of education policy that does not treat the four dimensions as separate or linear, but rather as an analytical whole that considers quality, distributive justice, the achievement of objectives, and the integrated use of resources. To clarify the results of the synthesis, the complementary relationships and potential tensions across six pairs of education policy dimensions are presented below:

Table 1. Complementary Relationships and Potential Tensions among Educational Policy Dimensions

Interdimensional Relationships	Complementary Relationships	Potential Tensions
Quality-Equity	Equitable resource distribution supports access to quality education.	Concentrated quality improvement may widen educational disparities.
Quality-Effectiveness	Quality improvement supports the achievement of substantive policy objectives.	Administrative target achievement may not reflect improvements in educational quality.
Quality-Efficiency	Appropriate resource utilization supports quality improvement.	Excessive cost reduction may undermine educational quality.
Equity-Effectiveness	Equitable distribution of benefits supports the achievement of equity-related policy objectives.	Aggregate target achievement may conceal disparities in educational outcomes.
Equity-Efficiency	Needs-based resource allocation may improve resource utilization.	Providing additional support to disadvantaged groups may require higher costs per beneficiary.
Effectiveness-Efficiency	Policy objectives are achieved through optimal resource utilization.	Policy objectives may be achieved at disproportionately high costs.

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Based on a synthesis of the positions, functions and interrelationships between these dimensions, the analytical framework for education policy has been reconstructed by reorganising the criteria for policy evaluation within the context of the delivery of education. The criteria of equity, effectiveness and efficiency in policy analysis (Dunn, 2015) is retained as an analytical framework, whilst the focus on quality and equitable education in SDG 4 (Assembly, 2015) used to strengthen the substantive aspects of education. Evaluation criteria (OECD, 2021) as well as studies on the quality, equity and efficiency of investment in education (OECD, 2022) serves as the basis for developing relationships between dimensions. This reconstruction yields two interrelated groups of dimensions: the substantive dimension, which encompasses quality and equity; and the policy performance dimension, which encompasses effectiveness and efficiency.

The substantive dimension serves to guide the analysis towards the educational conditions to be realised, whilst the performance dimension serves to assess the extent to which those conditions have been achieved and the use of resources to achieve them. The relationship between these two groups of dimensions is not linear, as progress in one dimension may support or constrain progress in another. Based on these roles and functions, each dimension is broken down into conceptual indicators designed to clarify the aspects of the analysis and distinguish the assessment focus of each dimension, as set out below:

Table 2. Conceptual Indicators of the Reconstructed Educational Policy Analysis Framework

Dimensions	Analytical Functions	Conceptual Indicators
Quality	Assessing the quality of educational provision and outcomes.	Teacher standards; adequacy of educational facilities; curriculum relevance; quality of learning processes; learning outcomes.
Equity	Assessing fairness in educational opportunities and distribution of benefits.	Equal access to education; geographical and economic accessibility; needs-based resource distribution; disparities in educational outcomes; inclusive educational services.
Effectiveness	Assessing the achievement of policy objectives and intended outcomes.	Alignment between objectives and outcomes; target achievement; attainment of intended outputs and outcomes; achievement of objectives across target groups.
Efficiency	Assessing the relationship between resource utilization and policy outcomes.	Cost per unit of output or outcome; resource productivity; timeliness relative to outcomes; comparison of costs and outcomes across policy alternatives.

The conceptual indicators in Table 1 are used as a basis for assessing the quality of services and educational outcomes, the equity of the distribution of opportunities and resources, the

achievement of policy objectives, and the relationship between the use of resources and the outcomes achieved. These indicators are not intended as validated measurement instruments, but rather as analytical guidelines that can be developed in accordance with the characteristics of the policy and the needs of education provision. Their use must take into account the complementary relationships and potential tensions between dimensions, so that an assessment of one dimension does not overlook its consequences for other dimensions.

The integration of the four dimensions into the policy cycle was developed based on the perspective (Golden, 2020), which prioritises the evaluation of education before, during and after policy implementation. At the formulation stage, the four dimensions are used to identify needs, set objectives and assess policy alternatives. At the implementation stage, they form the basis for monitoring service quality, the distribution of benefits, progress towards targets and the use of resources. At the evaluation stage, the four dimensions are used to assess policy outcomes and to identify gaps and potential tensions that require follow-up. The evaluation results provide feedback for the formulation and improvement of subsequent policies.

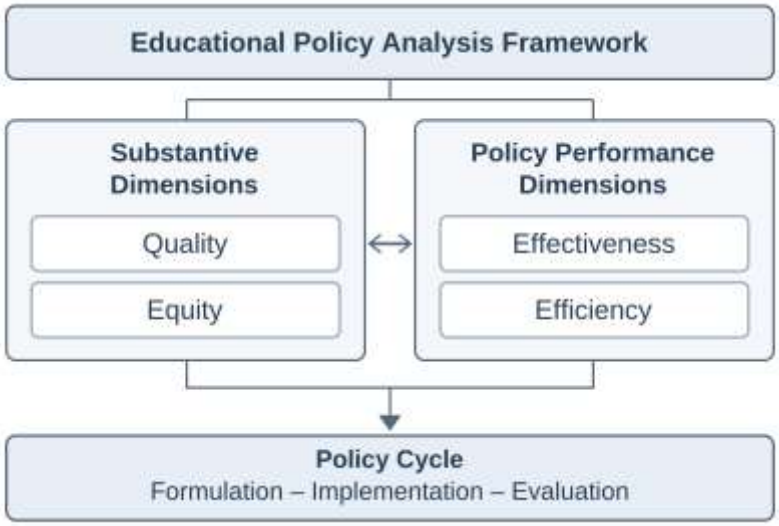


Figure 1. Reconstructed Framework for Educational Policy Analysis

The framework of the reconstruction shown in Figure 1 integrates the substantive orientation of education and policy performance into a single analytical framework. This structure yields three main elements: the grouping of dimensions according to their analytical functions; the mapping of complementary relationships and potential tensions between dimensions; and the integration of the four dimensions within the education policy cycle. This reconstruction provides a conceptual foundation for assessing education policy in an integrated manner without superseding the existing body of policy evaluation criteria.

Discussion

The Role and Function of the Four Dimensions in Educational Policy Analysis

The findings regarding quality and equity as substantive dimensions, and effectiveness and efficiency as performance dimensions, highlight the need to distinguish between the orientation of education and the assessment of policy performance. From the perspective of (Dunn, 2015) Equity, effectiveness and efficiency are part of the criteria for evaluating public policy. Meanwhile, (OECD, 2021) uses effectiveness and efficiency as criteria for assessing the achievement of objectives and the use of resources in generating policy benefits. Unlike these two perspectives, this study organises the four dimensions according to their analytical functions within the context of

education. This distinction is not intended to replace established policy evaluation criteria, but rather to clarify the relationship between the educational conditions to be realised and the performance of policies in bringing about those conditions.

The inclusion of quality and equity as substantive dimensions has a normative basis in SDG 4, which guides educational development towards the provision of inclusive, equitable and high-quality education (Assembly, 2015). Empirically, (Romlah dkk., 2023) found a positive correlation between the implementation of free education policies, equitable access and the quality of learning. These findings reinforce the argument that the success of education policies must take into account both quality and the distribution of benefits. This perspective is explored in greater depth by (Omoeva dkk., 2021), which takes the alignment between the distribution of resources and schools' needs as the basis for assessing equity. Consequently, the substantive focus of education policy must not be directed solely towards improving quality in aggregate terms, but must also take into account the groups that benefit from such improvements.

The inclusion of effectiveness and efficiency as dimensions of performance provides a basis for assessing the ability of policies to realise the substantive objectives of education. Afif dkk (2025) indicates that quality mapping, data-driven planning and evaluation are key components in the implementation of quality assurance in education. However, the existence of such management mechanisms does not in itself prove that objectives have been achieved or that resources are being used efficiently. In a broader context, (Stumbrienė dkk., 2022) emphasises that the effectiveness and efficiency of the education system must be interpreted whilst taking into account inclusivity, equity and the characteristics of the education system. This indicates that assessing policy performance cannot rely solely on administrative or economic measures, but must be linked to the substantive objectives of education.

The conceptual contribution of this research lies in distinguishing the functions of the four dimensions without severing their interrelationships in the analysis of education policy. Quality and equity provide a normative and substantive basis for policy assessment, whilst effectiveness and efficiency provide an evaluative basis for assessing the achievement of objectives and the use of resources. This grouping is analytical in nature, rather than an absolute categorisation, given that quality and equity can also be used as criteria for assessing policy performance. Through this distinction, the analysis of education policy gains a structure that enables the assessment of policy objectives, processes and outcomes whilst taking into account the quality and equitable distribution of the benefits of education.

Relationships and Potential for Tension between Different Dimensions of Education Policy

Findings regarding complementary relationships and potential tensions between dimensions suggest that the success of education policy cannot be assessed solely on the basis of achievements in a single dimension. This is consistent with (OECD, 2021), which emphasises that evaluation criteria represent interrelated perspectives in assessing a policy. Stumbrienė dkk (2022) It also shows that the effectiveness and efficiency of an education system must be interpreted whilst taking into account inclusivity, equity and the characteristics of the education system. Both perspectives reinforce the argument that the relationships between dimensions are contextual. Consequently, success in one dimension is not sufficient grounds for concluding that a policy is successful overall without considering its implications for the other dimensions.

Complementary relationships between dimensions can be explained by policies on the distribution of educational resources. Rauscher & Shen (2022) found that additional school funding leads to greater improvements in academic achievement in areas with lower previous levels of

investment. This finding is supported by (Jackson & Mackevicius, 2024) which, through a meta-analysis, showed that increased school funding improves educational outcomes, with a smaller impact on economically better-off groups. Both studies provide an empirical basis for understanding that the allocation of resources based on need is not only geared towards equity, but also has the potential to enhance the effectiveness and efficiency of policy. This is in line with (OECD, 2022), which identifies needs-based investment as one approach to achieving both equity and efficiency.

Nevertheless, complementary relationships do not always emerge in every education policy. Lastra-Anadón & Peterson (2023) found that an increase in the proportion of school funding derived from local revenue is associated with an improvement in average academic achievement as well as a widening of the achievement gap based on socio-economic status. In the Indonesian context, (Sidik, 2024) indicates that the implementation of the zoning policy has not altered the distribution of pupils' academic performance across the non-preferred schools studied. Both studies demonstrate that the achievement of a policy objective can occur without corresponding improvements in other dimensions. Therefore, policy evaluation must take into account not only the extent of educational achievement in aggregate terms, but also the distribution of benefits, differences in needs, and the consequences of the policy for the target groups.

The conceptual implications of these research findings are that policy analysis must take into account both complementary relationships and potential tensions right from the decision-making stage. This does not mean that the four dimensions must be given equal weight in every policy, but rather that the setting of priorities must be accompanied by an assessment of the consequences for the other dimensions. This approach is consistent with (OECD, 2021, 2022) which emphasises the importance of contextual considerations in the application of evaluation criteria and the management of various policy objectives. Thus, the mapping of inter-dimensional relationships in this study provides an analytical basis for comparing policy alternatives, identifying potential unintended consequences, and assessing policy options in terms of quality, equity, the achievement of objectives, and the use of educational resources.

A Reconstruction of the Framework for the Analysis of Education Policy

The reconstruction of the framework for the analysis of education policy in this study represents a conceptual development drawing on various perspectives on policy analysis and evaluation. Dunn (2015) provides a framework for policy evaluation criteria, whilst (OECD, 2021) to develop an evaluative perspective that takes into account the interrelationships between criteria and the context in which they are applied. In the context of education, (OECD, 2022) linking investment efficiency to the quality of outcomes and the equitable distribution of opportunities. This study develops this perspective by framing quality and equity as substantive dimensions, and effectiveness and efficiency as policy performance dimensions. This framework clarifies the relationship between the educational objectives to be achieved and policy performance in realising them, without neglecting the interconnections between the dimensions.

The results of the reconstruction show both similarities and differences in orientation compared with the framework developed by (Stumbrienė dkk., 2022). The study developed a framework for effectiveness and efficiency based on inclusivity and educational equity, which was applied in an analysis of the education systems in 26 European countries. If (Stumbrienė dkk., 2022) Focusing on the measurement and comparison of the performance of the education system, this study aims to develop an analytical framework that links the substantive objectives of education with policy performance. The distinction lies in the grouping of dimensional functions, the formulation of conceptual indicators, and the mapping of potential tensions across six pairs of

inter-dimensional relationships. Consequently, the resulting framework is not intended as an alternative performance measurement technique, but rather as a conceptual foundation to guide an integrated analysis of education policy.

The integration of the reconstruction framework into the policy formulation, implementation and evaluation stages is in line with (Golden, 2020), which positions evaluation as an activity spanning the entire education policy cycle. The innovation offered by this study lies in the consistent use of these four dimensions as an analytical framework at each of these stages. This approach enables evaluation findings to be used not only to assess the achievement of objectives, but also to identify discrepancies between the quality of services, the distribution of benefits, and the use of resources. Thus, the reconstructed outcomes framework provides a basis for maintaining consistency between substantive orientation, policy decisions, and the outcomes of education delivery.

In practice, the implementation of the reconstruction outcomes framework requires the availability of data, clear indicators, institutional capacity and coordination amongst stakeholders. Sulistyo dkk (2024) This demonstrates that the use of the Education Report Card helps educational institutions to identify issues as a basis for evaluation, although support and institutional capacity-building are still required. As a conceptual illustration, in education funding policy, the four dimensions can be used to assess the quality of services, the fairness of budget allocation, the achievement of targets, and the alignment of resource use with the outcomes achieved. If improvements in educational attainment are still accompanied by disparities between educational institutions, evaluation can be directed towards a review of resource distribution. Consequently, the application of the framework must take into account policy characteristics, the needs of target groups, and institutional capacity.

The conceptual novelty offered by this research lies in the structuring of the relationship between the substantive and performance dimensions through the grouping of analytical functions, the formulation of conceptual indicators, and the mapping of complementary relationships and potential tensions between dimensions within the education policy cycle. Theoretically, this framework provides an integrative perspective for understanding the consistency between the substantive objectives and the performance of education policy. In practical terms, this framework can serve as an initial guide for stakeholders in considering alternatives, monitoring implementation, and evaluating education policy. Nevertheless, the resulting framework remains conceptual in nature; therefore, the accuracy of the indicators, their contextual relevance, and their usefulness in decision-making require testing through empirical research.

CONCLUSION

The research findings indicate that quality and equity serve as substantive dimensions that guide the objectives of education provision, whilst effectiveness and efficiency serve as performance dimensions that assess the achievement of objectives and the use of resources. These four dimensions have complementary relationships, yet also harbour potential for tension, depending on policy objectives, the needs of target groups, institutional capacity, and the availability of resources. Based on these findings, this study presents a reconstructed framework for the analysis of education policy that integrates analytical functions, conceptual indicators and inter-dimensional relationships across the stages of policy formulation, implementation and evaluation.

The conceptual contribution of this study lies in structuring the relationships between substantive and performance dimensions through the mapping of six pairs of inter-dimensional

relationships, along with their potential for tension within the education policy cycle. Theoretically, this framework enriches the perspective of education policy analysis by linking the substantive and performance orientations of policy in an integrated manner. In practical terms, this framework can serve as an initial guide for stakeholders in considering policy alternatives, monitoring implementation, and evaluating policy outcomes based on the quality of education, the equitable distribution of benefits, the achievement of objectives, and the use of resources.

This study is limited to a literature review; consequently, the resulting framework and indicators have not yet been empirically validated. Its applicability also depends on policy characteristics, data availability, and the context of education delivery. Therefore, future research should focus on the development and validation of indicators, the testing of relationships between dimensions, and the assessment of the framework's applicability across various policy contexts and levels of education.

Statement on the Use of Artificial Intelligence (AI)

The use of artificial intelligence (AI) is limited to language editing, including grammatical corrections, word choice and coherence of the text. The authors review each change to ensure that the edited result continues to reflect the substance of the research. Data collection and analysis, interpretation of findings, and formulation of conclusions were carried out by the authors. The authors are responsible for the content of the final manuscript.

Statement of Author Contributions

Wildan Syihabuddin formulated the research focus, coordinated the conduct of the study, and prepared the initial draft of the manuscript. M Syaifudin Amsir contributed to the development of the research design and data collection. Moh Ahid Khoeron organised the data and assisted with the analysis process. Romdhon Faiq reviewed the relevant literature and linked it to the findings in the discussion. Habib Panji Jalaini reviewed the draft manuscript and checked the consistency between the research objectives, findings, and conclusions. All authors reviewed and approved the final version of the manuscript for publication.

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Declaration of Conflict of Interest

The authors declare that there are no financial or non-financial interests that could influence the conduct of the research, the interpretation of the findings, or the reporting of the results.

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