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Determinant Factors Affecting The Quality of Basic Education Services: A Standard Pattern From Regional Government Experience

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Abstract: *Basic education is the foundation for the development of a nation. However, the implementation of basic education services in Indonesia is not yet fully running well. Shifting the authority to provide basic education to regional governments is a challenge for regional governments. Bonding lack of capacity and territorial catchment complicates the problem of providing basic education services. This research examines the factors that influence the quality of basic education service delivery in Banyuwangi Regency, Indonesia. This research uses a systems thinking approach. Modeling with a causal loop diagram as a type of qualitative system model that illustrates the factors that influence the capacity of basic education service delivery. The causal loop diagram was constructed through in-depth interviews with several informants, namely the head and secretary of the education office, elementary and middle school principals, elementary and middle school teachers, and community members (n=12), and FGD (n=2). The location of this research is Banyuwangi Regency, the area with the largest area in East Java. Research findings show that the factors influencing the quality of basic education service delivery in Banyuwangi Regency are based on CLD. A model consisting of two nodes balancing that interact in such a way that the activity of one loop significantly reduces the balance of other loops in an effort to achieve a goal. That the quality of providing basic education services is balanced by conditions of service gaps, so the following actions need to be taken: a) when performance decreases, then check whether this happens because the targets that have been made have been lowered, then b) check how the targets were made and who determines it. This means that the quality of basic education services in Banyuwangi Regency can be improved by evaluating whether the target setting is realistic with the quality of educational facilities and infrastructure, the quality of transportation infrastructure, and the geographical location, which varies according to the characteristics of the region.*

Keywords: *Determinant Factors; Service Quality; Basic Education; Local Government.*

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Introduction

The success of development in a country is influenced by many factors, which can be seen from the success of solving the most fundamental problems. The fundamental problems of development in general are poverty, unemployment, illiteracy, food security, and democratization (Widodo, 2015). Human resource development is often the key to solving development problems (Dzvimbo et al., 2021). Therefore, every country will improve the quality of its education provision. The central government has prepared good education planning, but the regional government has a big role in making it happen (Dewi, 2018).

Indonesia makes education the foundation of nation-building, as stated in the state constitution (UUD 1945). Currently, the dynamics of providing educational services are in line with the implementation of decentralization policies. The authority for education matters is delegated to regional governments as a mandatory matter along with 25 other types of affairs (Muin, 2014). Following the enactment of Law Number 23 of 2014 concerning regional government, the management of education has changed. Regency/city governments must hand over the authority to manage senior high schools (SMA) and vocational high schools (SMK) to the province. So, the district/city authority only manages basic education (SD to SMP).

The implementation of basic education services in the regions faces the challenge of diversity in community conditions, which are influenced by economic, social, and cultural factors. In addition, local government capacity and geographical conditions add to the complex challenges of providing education services. In fact, the mandate of Law Number 20 of 2003 concerning the National Education System is that the government must guarantee equal distribution of educational opportunities and improve the quality, relevance, and efficiency of education management. Therefore, local governments must find methods and strategies for managing educational services in a directed and sustainable manner.

Regional governments must find the right strategy so that basic education services can be implemented effectively. The suitability of the strategy must be based on the characteristics of each region. As the essence of decentralization is to accommodate the diversity of local communities (Huessein, 2002). Then, the area and geographical conditions of a region have an impact on the capacity of regional governments to manage their territory. Affordability of territory at the territorial boundaries of a region is closely related to the management of basic services for local communities (Smith, 1985). Indonesia divides the territory of autonomous regions on a regional rather than functional basis, so there is a tendency for many regions with large areas to experience difficulties in delivering services to their communities.

Regarding the effectiveness of regional management of a region, according to Smith (1985), territorial division is always based on a systematic relationship between the quality of public service delivery and regional characteristics, which vary due to geographical boundaries. Therefore, considerations of economic efficiency must be the basis for determining the area of an autonomous region. Considerations in determining regional boundaries include: low travel and communication costs; the ability of regional governments to meet financial, land, and other resource

needs within their own regions. Then it is also related to facilitating collaboration and coordination between the services provided.

Banyuwangi Regency, as the largest district in East Java, has more difficult territorial management challenges than other districts. The implementation of basic education services in the region experiences gaps in quality.

The further a community is located from the center of government, the lower the quality of educational services they receive. The quality of basic education services in Banyuwangi Regency, apart from being managed by the competency readiness of the authorities, the quality of the facilities and infrastructure used, and bureaucratic culture, must also pay attention to support for the use of information technology. The quality and quantity of equipment used will affect the procedure, process speed, and quality of output produced.

Public organizations that utilize modern technology, such as computers and the internet, have different work methods and procedures from organizations that still use manual methods. The use of modern technology can produce results of output quality in a relatively quick time (Dwiyanto, 2008). The use of information technology has been developed by the Banyuwangi Regency Government with the existence of educational service applications brought by the command of the Education Service. However, judging from its affordability, in order to spread or distribute resources evenly across all regions and schools, an information system that supports sharing basic educational resources is needed. If this can be fulfilled, then the gap in the quality of basic education services between those in the center of government and those in the furthest regions can be bridged. For example, if you build a teaching resource system that can be accessed by all schools and students, such as learning modules, teaching materials, and libraries digital or online, then every school and its students have the same learning resources and the same learning opportunities. The hope is quality output and outcomes. Learning in all schools in the Banyuwangi Regency area is in the same quality space, minimizing existing gaps.

Maximizing the use of information technology in basic education service management strategies in Banyuwangi Regency can be done by mapping the quality of each service management unit. Then, after it can be mapped, modeling is carried out using system thinking of the factors that influence the quality of service management. The causal loop diagram for basic education service management is an important thing to do to determine service nodes, thereby facilitating the dissemination of service resources to all service delivery units. This strategy can minimize resource gaps in schools that are located far from government centers. Resource dissemination can be bridged by the use of information technology, so that accessibility barriers due to geographical conditions can be overcome.

System modeling of factors that influence the quality of management of basic education services is carried out by depicting causal loop diagrams as a qualitative systems approach. The systems approach is an attractive choice because of its ability to present reality in a complex and comprehensive manner, making it easier to depict the reality of the quality of management of basic education services in Banyuwangi Regency (Lestari, 2008). Describing the factors that influence the quality of basic education service delivery begins with an understanding of reality in

the form of a potential map, which is then also described conceptually. The resulting model can be used as a basis for developing strategies to address the challenge of regional affordability that is connected and integrated between basic education service management units throughout the region. If the unity of all these entities can be realized, then a systemic solution to the challenges of providing basic education services in Banyuwangi Regency can work optimally. Related to modeling, use systems archetype. These systems are found in many types of organizations, in many situations, and at different scales and levels, from personal dynamics to global relationships (Kim and Anderson, 1998; and Braun, 2002).

In reality, education is not a simple endeavor but rather a dynamic and challenging activity. Education will always change along with changing times; at any time, education is always the focus of attention and often even becomes the target of dissatisfaction because education concerns everyone's interests, not only regarding investment and living conditions in the future but also regarding conditions and atmosphere in current life. That is why education always requires efforts to improve and increase in line with the increasing needs and demands of people's lives.

School institutions are expected to become educational institutions that are efficient in educating students not only with good intellectual abilities but can also provide character or personality education for students. It is also necessary to realize that school is a complex system where in the system there are many instruments that influence the educational process that occurs. The instruments available at school include human resources (principal, teachers, administration, students, parents, etc.), facilities and infrastructure, and applicable norms or rules. According to Hartisari (2007), a system is a collection of components or groups that interact with each other to achieve certain goals. From this definition, if we analogize the school as a system, the three components above must interact optimally to support each other in order to achieve educational goals at school. This translation can be illustrated as follows: all components of school human resources must work together well by optimizing existing infrastructure and implementing agreed norms or regulations so that educational goals at school can be achieved optimally. If we can conclude from this translation, schools must be able to create a school culture that can encourage all components to create quality educational services for students.

Basic education is an important and fundamental stage in the educational process (Incesu, 2012). The government is obliged to provide the best possible education through state schools. However, in reality, the provision of educational services through public schools has not demonstrated adequate quality. In fact, the adequacy of educational services is supported by the existence of private schools. The problems that cause public schools to experience difficulties in providing quality educational services are low motivation to meet user satisfaction and bureaucratic procedures that are complex and take up a lot of time (Incesu, 2012).

The quality of basic education provision must be understood as a system including physical and psychological factors and service delivery. Physical factors lead to the availability of adequate facilities and infrastructure. Psychological factors are peace, a safe, inclusive environment, and no violence. Meanwhile,

for quality educational services, including health services, this will reduce absenteeism and lack of attention (UNICEF, 2000). Then the quality of education is also related to the perception and satisfaction of service users. What is meant by service users in the context of educational services are students and educational practitioners, where the products are all forms of educational services (Dewi, Rahmatunnisa, Sumaryana, and Kristiadi, 2018).

Implementing education must be a concern of local government implementers in creating sustainable education. Vertically, the central government has provided excellent regulatory support to maintain good quality educational services. Therefore, regional governments must play a major role in ensuring that the authority to provide education has been distributed to regional governments. In order to provide quality education, local governments must increase capacity so that they can be more responsive. In Indonesia, framework decentralization of education, education quality standards are determined by the central government, while implementation is the responsibility and authority of regional governments (Dewi, Rahmatunnisa, Sumaryana, and Kristiadi, 2018). This is in line with the opinions of UNICEF (2000) and Eze (2009), who explain that the quality of education is a complex system encompassing political, cultural, and economic contexts. Then Chapman and Adams (2002) explained the dimensions and strategies in building educational quality that are influenced by a country's ability to improve its education system, which is strongly influenced by the demographic and economic context. Economic factors lead to improving the quality of health, nutrition, poverty reduction, and equal opportunities and access to education.

In order to provide quality education to the community, it must be ensured that students are healthy so they are ready to participate in the learning process and receive support from family and community. Then it must be guaranteed that there is a healthy, safe, protective, and gender-sensitive environment. A quality learning environment includes the physical and psychosocial environment and delivery of educational services (UNICEF, 2000). Of course, it is supported by adequate resources and facilities. Apart from that, the curriculum must be relevant for the realization of mastery of basic skills (Hafees, 2017; Eze, 2009). Outcomes include knowledge, skills, and attitudes and are linked to national goals for education and positive participation in society (Eze, 2009). Kausar (2020) added that the quality of education must involve the role of parents, where the parents' educational background, employment, and income or economic conditions can color their role.

Factors that influence improving the quality of education refer to learning methods and curriculum (Wulandari, 2020). Meanwhile, research results from the from the Asian Development Bank (2002) found that the quality of education results from various factors, namely: (i) the ability to adequately provide staff and finance the education system; (ii) the level of basic skills learning; (iii) new demands for new skills in accordance with developments in the industrial world; (iv) the availability of an education budget; and (v) leadership qualities. The results of this research can be compared with the opinion of Hafees (2017), who explains that the provision of quality education is influenced by the presence of adequate

resources in the teaching and learning process. Then, the financial resource factor becomes the driver of system activities towards the realization of quality education. Therefore, school budget planning is very important so that schools can provide their services effectively and meet their educational goals. The managerial quality and innovation of the organizing institution are also important factors in achieving quality education delivery (Hafees, 2017).

The framework for understanding the quality of education includes, namely: i) characteristics of students that influence quality, including talent, school readiness, and perseverance; ii) context, namely social, economic, and cultural conditions, public resources for education, parental support, and time available for school and work; iii) input, including all types of resources, namely personnel, facilities, space, equipment and supplies, and information that supports the implementation of educational services; iv) the approach used in the learning process which refers to learning time, teaching methods, assessment, feedback, incentives, and class size; and v) results that are the source of overall quality. This is seen from academic ability, life skills, creative and emotional skills, values, and social benefits (Hafees, 2017).

Meanwhile, the OECD (2012) explains that educational failure can impose high costs on society. This failure can also limit the capacity for economic growth, productivity, and innovation. This then causes damage to social cohesion and mobility and imposes additional costs on the public budget to deal with the consequences—higher spending on public health. In the end, this can lead to social risks in the form of crime. This risk can be overcome by improving the quality of education, which, according to Widodo (2016), includes: i) teacher quality; ii) educational infrastructure and equipment; iii) community participation; iv) education budget; v) public perception of education; vi) education accessibility; vii) educational services; and viii) educational equality.

Method

The location of this research is Banyuwangi Regency. This selection was based on the fact that the Banyuwagi Regency Government is one of the regions in Indonesia that has the largest area in East Java, with a total of 25 sub-districts and 217 villages and sub-districts. Then, in recent years, this district has always been one of the districts with national achievements in terms of managing government affairs, including public services. Learning is needed from this district about how to manage its public services with the challenges of its vast territory. To provide quality educational services, it is necessary to build a standard framework that regulates the implementation of educational programs. Causal loop diagrams can be one way to develop a standard pattern for an education service management system.

Data collection was carried out by interviews, which were then used to compile a data storyline regarding the implementation of basic education. The storyline that is built becomes material for building system conceptualization (Sterman, 2000: 37). Then the data analysis process is carried out by creating a causal loop diagram (CLD). As for steps in the data analysis process with systems archetype, which refers to the opinion of Kim and Anderson (1998: viii), which begins with i) listening for storyline, which is the first step in the process of analyzing data based on the understanding that every event or incident is a cause-and-effect relationship that describes a story

line, where the story line is identified into interrelated elements; ii) briefly summarizing the archetypal theme in the story, After collecting the storyline and identifying interrelated elements, the next step that must be taken by the researcher is to create a summary of the archetypal themes (archetypal); iii) identify key variables based on the elements that have been identified, then based on the summary made, the key elements in each organizational activity can be determined; iv) graph the behavior of some of those variables over time. Behavior over time (BOT) is a tool for knowing component behavior in system modeling. Through this tool, the fundamental dynamic properties of a modeling system are known. According to Maani and Cavana (2000: 35), behavior over time (BOT) or behavior over an extended period of time is a tool of systems thinking; v) create a causal loop diagram (CLD) that describes the basic pattern (archetype). Filming Causal Loop Diagrams can show two relationship patterns, namely positive and negative.

These positive and negative cause-and-effect relationships represent the interrelationship between forming elements and processing feedback that happened. According to Sterman (2000: 86), the causal loop is developed in a diagram of the process feedback. Representation feedback loop Which visualized with a causal loop in a system, so it can be said that the characteristics of the system lie in feedback. Linkages in a system are divided into four patterns, namely close loops, feedback loops, variable stock (state), and flows (rate). A close loop occurs when the system being modeled is a closed system, even though the system is not really closed because feedback loops cannot cross system boundaries. However, in this case the system is considered a closed system. Meanwhile, in feedback loops, there are two feedback loops in the system, namely positive and negative.

Result and Discussion

Based on the research results, it can be described that the capacity category quadrants of basic education service delivery units in Banyuwangi Regency can be categorized into four clusters. Then the four clusters can be applied to each region. In this research, the regional sample was divided into three, namely: sub-districts in urban areas (regency centers), sub-districts far from the district center with mountainous characteristics, and sub-districts far from the district center with coastal characteristics. Each of these regions has its own uniqueness when viewed from the quality of facilities and infrastructure as well as service delivery units and service affordability.

Regional governments must make optimal efforts to provide the prerequisites for providing adequate basic education. These prerequisites include human resources, budget, facilities, and infrastructure for providing basic education and learning software. Adequate existing educational resources and facilities must be supported by transportation infrastructure to facilitate public access to basic education services. The capacity of units providing basic education services in Banyuwangi Regency can be divided into the following categories: 1) Clusters of units providing education services which have high capacity, because they have adequate facilities and infrastructure and are supported by easy affordability for service users; 2) Clusters of educational service delivery units that have low capacity, but are supported by easy affordability for service users; 3) Clusters of educational service delivery units that have high

capacity, because they have adequate facilities and infrastructure, but are difficult for service users to reach; and 4) Clusters of education service delivery units that have low capacity, because they are not yet supported by adequate facilities and infrastructure, and are difficult for service users to reach.

Gaps in Basic Education Services

Comparisons of basic education services were made between schools located in the center of government and schools far from the center of government. Comparison between sub-districts in the district center and sub-districts far from the district center. Then a comparison was made between schools located in the center of the sub-district and schools located far from the sub-district. The gap in basic education services in Banyuwangi Regency can be seen from several factors, namely the ratio of students per school, the ratio of students per class, the ratio of classes per classroom, the existence of libraries, UKS rooms, computer rooms, and laboratories. Based on these criteria, it is known that the ratio of students in schools in the government center is lower than schools in the outskirts. This is due to the number of students who must be served, as well as the quality of school facilities.

Comparison between schools located in sub-districts that are close to the district center and sub-districts that are far from the district center, namely between Banyuwangi District, Licin District, and Pesanggaran District. Firstly, looking at the ratio of students to classes and teachers, schools in Banyuwangi District have a lower ratio, while schools in Licin District and Pesanggaran District have a better ratio. Then, when looking at the quality of school facilities, namely the library, UKS room, computer room, and laboratory, data was produced that showed that the quality of the schools in Banyuwangi District was better than the schools in Licin District and Pesanggaran District.

Then the next comparison is between schools in one subdistrict. Even though Banyuwangi sub-district is close to the district center, in reality there has not been equal distribution of the quality of educational services between schools located in the sub-district center and schools far from the sub-district center. Judging from the ratio of students to school conditions, the figures are better for schools located far from the sub-district center. However, if we assess the effectiveness of the service, it is still better at schools located in the sub-district center. In fact, schools located in the sub-district center are favorite schools.

Likewise with the comparison of service quality at schools in Licin District and Pesanggaran District. There is also a gap in quality between schools located in the subdistrict center and those located far from the subdistrict center. This means that there is no difference between the gap in the quality of basic education services in sub-districts located in the district center and sub-districts far from the district center.

Furthermore, there is a gap in the comparison of the quality and management of school facilities between schools located in the subdistrict center and those located far from the subdistrict center. This gap in the quality of basic education service facilities occurs between Banyuwangi District, Licin District, and Pesanggaran District. Meanwhile, the comparison between Licin District and Pesanggaran District is not very visible, even though the characteristics are different, namely the location is far from the district center in mountainous areas compared to those in coastal areas. Then,

the gap in the quality of school facilities between schools located in the subdistrict center and schools located far from the subdistrict center also occurs in each subdistrict.

The occurrence of this gap can be understood because in urban areas the number of students is greater than in rural areas. Ideally, based on the ratio criteria, services in rural or suburban schools or those located far from government centers should be of better quality. This is because the number of students per class is ideal, and also the number of teachers available is more adequate. However, this ratio figure is not in line with the effectiveness of basic education services. Even though the ratio is low, the effectiveness of the service is better in schools located in the center of government. Meanwhile, what happens in schools that are far from the center of government is that the effectiveness of their services is no better. This condition occurs due to gaps in the quality of facilities and the quality of teachers in the learning process. Where schools in the center of government are of better quality compared to schools located far from the center of government.

Affordability of Basic Education Services

The affordability of basic education services in Banyuwangi Regency can be seen from the comparison of the number of residents aged 7–15 years with the number of schools available. Then we also look at the quality of facilities and infrastructure for access to the school and the distance between the school and the student's home. These indicators were seen in the three sample sub-districts, namely Banyuwangi District, Licin District, and Pesanggaran District.

The number of residents aged 7–12 years in Banyuwangi District is 10,266 people. Meanwhile, the number of elementary schools available is 46. Based on this data, a ratio of 44.81 was obtained. Looking at the existing ratio figures shows that the availability of elementary schools in Banyuwangi District is still lacking because the ratio is not ideal. Meanwhile, for junior secondary schools (SMP), the number of schools available is 15 schools, and the population aged 13–15 years is 4,966 people. Based on this data, a ratio figure of 30.21 was obtained. This ratio is better than level 1 elementary school (SD). In fact, this ratio figure is still considered ideal because the ideal ratio range is between 30 and 40.

Then in Licin District, the ratio figure for elementary schools is 12. This ratio figure is obtained from the total population of elementary school age of 1663 people, which is compared with the number of elementary schools, which is 23. Likewise with the ratio of students to available teachers, the ratio is 1: 10. This condition indicates that in general the number of elementary schools and their teachers is still sufficient for the number of elementary school students in Licin District. Likewise with the ratio at the junior secondary education level (SMP), the ratio figure was 74. This figure shows that there is still a need for more SMPs or buses, as well as increasing the number of classes at existing SMPs so that they can serve junior secondary education properly. However, looking at the ratio of teachers to students, the figure is 1:16, which indicates that in general the number of teachers is still sufficient for the number of junior high school students in Licin District.

Meanwhile, data on the number of residents of primary education age in Pesanggaran District shows that the elementary school level is still good, namely 19. This was obtained from the

total population aged 7–12 years, namely 4,473 people, and the number of elementary schools was 38. This ratio figure is very good, meaning that all students can be accommodated in all existing elementary schools. Then, at the junior high school level, Pesanggaran District has 8 junior high schools. The number of residents aged 13–15 years is 2,159. Based on this data, a ratio figure of 37.05. was obtained. This figure is still considered ideal.

The affordability of basic education services is seen in the quality of facilities and infrastructure for access to schools, and the distance between schools and students' homes is also seen in the three sample sub-districts. Banyuwangi sub-district, as a representative sub-district in the district center, has better quality access facilities. In urban areas, various modes of transportation are available that can be accessed by students. Public transportation is available appropriately, supported by good-quality roads. The regional government even provides free public transportation for students in urban areas. The availability of adequate modes of transportation affects students' travel time from home to school. Although the actual distance from a student's house to school is relatively close, between 2-3 km for elementary school and around 3-5 km for middle school, This distance is actually still ideal for affordability of educational services. Moreover, supported by adequate transportation facilities and infrastructure, the distance students travel to school in Banyuwangi District is not an obstacle to basic education services.

Meanwhile, the quality of facilities and infrastructure for student access to schools in Licin District is not as good as in Banyuwangi District. In this sub-district, there is no public transportation; students walk or ride motorcycles to get to school. The average distance from a student's house to school at elementary school level is around 3 km, so this distance is still feasible to cover on foot. However, at the junior high school level, limited public transportation is seen as an obstacle for students to get to school. The solution of using a motorcycle is actually quite dangerous because junior high school students are not of the age to ride a motorcycle. Based on this reality, it can be understood that the quality of facilities and infrastructure for access to schools still needs to be improved, especially at the junior high school level.

The conditions faced by Pesanggaran District are different. In this sub-district, although there is no public transportation, assistance is provided by PT. BSI (the gold mining company in Mount Tumpang Pitu). This school bus assistance is very useful for junior high school students to go to and from school. However, this school bus assistance can only be enjoyed by students in the central sub-district area, while for students attending junior high schools located far from the sub-district center, there are no public transport facilities or BSU schools. Students in this area walk or ride motorbikes, either alone or accompanied by their parents. For elementary school level, the distance from the student's house to school is approx. 2-3 km. rom the relatively long distance, it is made worse by the p3–7 quality of the roads. Meanwhile, for junior high schools, the distance is around 3-7 km. Apart from the relatively long distance, it is made worse by the poor quality of the roads. Even though the asphschools,in bad condition, the majority of the roads are still macadam for junior high schools which are located far from the sub-district center.

Another finding is that basic education services in Banyuwangi Regency

can be said to be quite good, where the availability of schools, both elementary schools and junior high schools, is available in the areas farthest from the district center. The availability of elementary schools is generally available in almost all villages. Meanwhile, for the junior high school (SMP) level, the availability of schools in the furthest locations is met by the existence of one-roof schools (SATAP). In fact, for one of the furthest villages, namely Sukamade Village, in order to provide a junior high school for the people there, a SATAP SMP was provided. This was done because accessibility from Sukamade Village to SMPN 1 Pesanggaran, which is in the neighboring village, namely Sarongan Village, is very difficult. Sukamade Village is behind hills and plantations where road access can only be passed by 4WD vehicles, trucks, and motorcycle trails.

Based on the reality in the three sample sub-districts, it can be understood that the affordability of basic education services in urban areas can be said to be good. However, for basic education services in areas far from district centers and sub-district centers, the effectiveness of basic education services still needs to be improved, both the quality of the schools available and the quality of the facilities and infrastructure for students' access to schools. Improving the quality of basic services, apart from the innovative programs that have been carried out by the Banyuwangi Regency Government at this time, in the future can optimize the role of non-government parties to ease the burden of improving the quality of basic education services to the areas furthest from the district center. Benefits of CSR from PT. BSI in Pesanggaran District can be a role model for the private sector to collaborate with local governments in improving the quality of management of basic education services in Banyuwangi Regency. Catchment area Basic education services are not only the responsibility of local governments but must also be supported by non-government parties, both the private sector and the community.

Affordability of public services, as explained by McKeviit and Lawton (1996), means that services must be managed continuously; improvements are made continuously. Then measuring the affordability of public services can also be seen from the availability of many choices of products and service providers for the community. Openness and availability of sufficient information for the public about services managed by public institutions. Likewise, the management of basic education services is the responsibility of the district or city government. The community has a choice of decent schools. Meanwhile, the management of basic education services in Banyuwangi Regency for urban communities, especially those in sub-district centers, has many school options available that are of adequate quality. However, for people in sub-districts whose locations are far from the district center, especially those located farthest from the sub-district center, the availability of basic education service options is very low. People only have one choice in their area.

Apart from that, referring to the opinion of Kanter and Summers (1987) quoted by Mckeviit and Lawton (1996) that measuring the performance of public services, including basic education services, must renew legitimacy and attract resources, and the implementing organization must be able to meet stakeholder expectations (institutional functions). Then, service management must center on the structure and process of improvement and allocation of internal resources (managerial functions).

Measuring service performance must also continue to maintain and improve product quality and service effectiveness (technical functions). This means that the effectiveness of basic education services in Banyuwangi Regency is influenced by many factors, ranging from territorial conditions to organizational capacity.

Continuity maintains service effectiveness through diversity of choices, adequate distribution of information, and continuous improvement processes for both service products and existing facilities and infrastructure. Transport infrastructure support is also important to pay attention to in order to facilitate access to basic education services evenly throughout the region.

Quality of Basic Education Service Delivery

Service management is a system that has an entity that builds it. This is something that must be well understood by local governments, where in realizing good basic education services it is necessary to mobilize all entities as a system so as to produce good quality services. The quality of human resources as the driver of the system has been well prepared, driven by the regent himself. Implementing human resources has high awareness to ensure the good operation of the service system.

Various policies that are determined and implemented can be implemented well as a result of the readiness of human resources and a solid system. Limited resources, such as budget, can minimize the impact of obstacles if the system and human resources have adequate capacity. This is proven by the real results of building one-room schools as a solution for improving access to basic education services for communities in remote areas. Then the innovative peer foster student (SAS) program also worked well with a positive impact on reducing the number of children dropping out of school. Utilizing the potential of regional scholars who volunteer to teach and are assigned to remote areas also addresses the problem of catchment areas in basic education services. The policies implemented not only prioritize quantity but also maintain the quality of basic education services by optimizing existing potential.

What still needs improvement is the availability of adequate transportation for students so that this easy access encourages the enthusiasm and strong will of school-aged children to remain in school after receiving support from the SAS program, Garda Ampuh, and other facilities. However, regional affordability cannot be separated from indicators of ease of access through the availability of adequate transportation infrastructure. Apart from that, the Banyuwangi volunteer teaching program, which is a solution to the limited teaching staff, must still be accompanied by regulatory procurement of teachers so that the ratio of teachers to students is ideal in all schools.

The quality of basic education services in Banyuwangi Regency, apart from being managed by the competency readiness of the authorities, the quality of the facilities and infrastructure used, and bureaucratic culture, must also pay attention to support for the use of information technology. The quality and quantity of equipment used will affect the procedure, process speed, and quality of output produced. Public organizations that utilize modern technology such as computers and the internet have different work methods and procedures from organizations that still use manual methods. The use of modern technology can produce results of output quality in a relatively quick time (Dwiyanto, 2008).

The use of information technology has been developed by the Banyuwangi Regency Government with the existence of educational service applications brought by the command of the Education Service. However, from a catchment area perspective, in order to spread or distribute resources evenly across all regions and schools, an information system is needed that supports the sharing of basic education resources. If this can be fulfilled, then the gap in the quality of basic education services between those in the government center and those in the furthest regions can be bridged. For example, if you build a teaching resource system that can be accessed by all schools and students, such as learning modules, teaching materials, and libraries digital or online, then every school and its students have the same learning resources and the same learning opportunities. The hope is quality learning outputs and outcomes in all schools in the Banyuwangi Regency area are in the same quality space, minimizing existing gaps.

Factors Affecting the Quality of Basic Education Services

Figure 1 illustrates the causal relationship between factors that influence the quality of basic education in Banyuwangi Regency. To make it easier to read the diagram, start with the factor of interest, then follow with the relationship with other factors. The main factors in the diagram are school quality, educational accessibility, and educational equality.

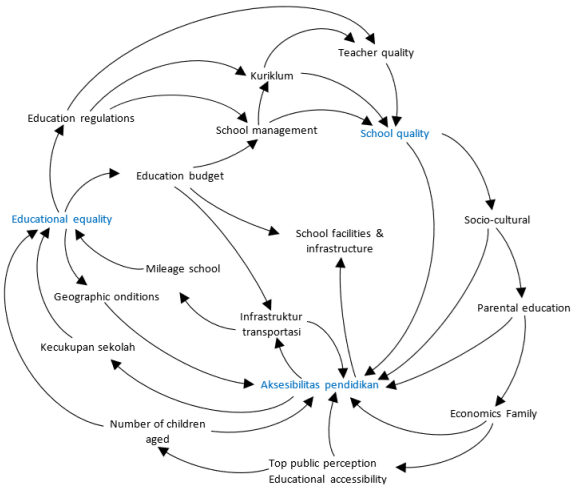

Figure 1. Causal Loop Diagram of Basic Education Service Quality Factors
Source: Author, 2024

Then, if described using a system model, each subsystem of basic education services in Banyuwangi Regency can be described using causal loop diagram (CLD). First, can be described loop regarding basic service gaps which are formed by elements of school quality, school adequacy, service gaps, and the number of residents of basic education age. School quality is the adequacy of classrooms, availability of libraries, school health services, computer rooms and laboratories. Then school adequacy is the availability of adequate schools to provide educational services to all residents of primary education age. Meanwhile, service gaps are the inability of service delivery units to provide services to service users according to adequate standards. Meanwhile, the population of basic education age is the number of children aged 7 (seven) years to 14 years (primary to junior high school age). The system model formed shows that the element of population of primary education age is positively related to school quality. Next, school quality is positively related to school adequacy. Meanwhile, the element

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of school adequacy is negatively related to service gaps. Then the service gap element is positively related to the primary education age population. A positive relationship occurs if one element increases then other elements also increase. Meanwhile, a negative relationship means that an increase in the condition of one element causes a decrease in the condition of another element. Model causal loop diagram (CLD) This gap in basic education services is balancing (balancing) as shown in Figure 2.

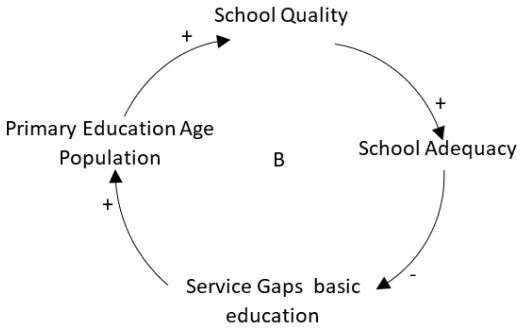

Figure 2. Causality Relationship Model for Basic Education Service Gaps
Source: Author, 2024

Causality model Second is about the gap in basic education services. The causality model regarding disparities in basic education services is formed by the elements of school distance, transportation quality, accessibility, and geographic location. Travel distance to school is the distance traveled by students from where they live to school. Then the quality of transportation is the availability of adequate transportation facilities and infrastructure that support student mobility to school. Meanwhile, service accessibility is the ease with which basic education services can be enjoyed by the population of basic education age, which are affordable and easy, as seen from the adequate quality and quantity of school facilities and infrastructure. Geographical location is the characteristic of a region, which includes urban areas, rural areas with mountainous characteristics, and rural areas with coastal characteristics. The system model formed shows that the school mileage element is positively related to transportation quality. Next, the quality of transportation is positively related to the accessibility of basic education services. Meanwhile, accessibility of basic education services is negatively related to geographic location.

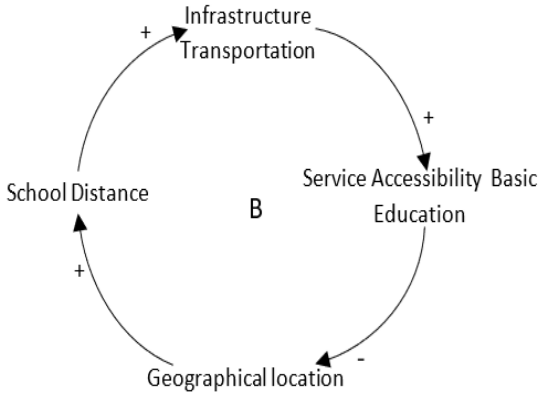

Figure 3. Causality Relationship Model for the Affordability of Basic Education Services
Source: Author, 2024

Then the element of geographic location is positively related to the distance traveled by units providing basic education services. A positive relationship occurs if one element increases, then other elements also increase. Meanwhile, a negative relationship means that an increase in the condition of one element causes a decrease in the condition of another element. The causal relationship model in the basic education service affordability system in Banyuwangi Regency shows characteristics balancing. The causal relationship model regarding the affordability of basic education services is presented in Figure 3.

Meanwhile, the model image for the quality of basic education services in Banyuwangi Regency is built from two previous subsystems, namely the basic education service gap subsystem and the basic education service affordability subsystem. The system model formed combines two loops that are characteristic balancing.

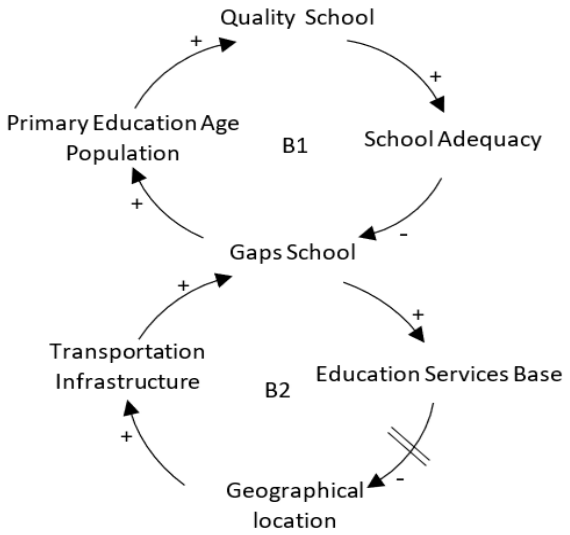

Figure 4. Basic Education Service Quality System Model in Banyuwangi Regency
Source: Author, 2024

That the quality of basic education services in Banyuwangi Regency is illustrated by facing service gaps aimed at decent quality basic education services. Where between the two causal relationships there are two other elements involved, namely the element of the population of primary education age between service gaps and service quality. Meanwhile, in the causal relationship between service gaps and service quality, there is an element of school adequacy. Then the element of service gap is also related to the element of service accessibility, which is then related to the element of geographic location. There is a causal relationship between elements of accessibility and geographical location delay; for good accessibility to occur, it is limited by geographic location, so quality transportation infrastructure is needed to be able to overcome gaps in basic education services.

The system model in Figure 4 above shows properties like the archetype model Drifting Goals (Kim and Anderson, 1998), which consists of two loops balancing that interact in such a way that the activity of one loop significantly reduces the balance of other loops in an effort to achieve a goal. Drifting Goals shows behavior where there is a gap between the desired target and the achieved target. The decisive actions in this model are: a) when performance decreases, check whether this happens because the targets that have been made have been lowered, then b) check how the targets were made and who determined them. So that gaps can be eliminated, two methods need to be taken, namely, by increasing targets and/or updating targets. The decisive actions in this model are: a) when performance decreases, check whether this happens because the targets that have been made have been lowered, then b) check how the targets were made and who determined them. This means that the quality of basic education services in Banyuwangi Regency can be improved by evaluating the performance of basic education services and whether the targets set are realistic by paying attention to gaps that are influenced by the quality of educational facilities and infrastructure, the quality of transportation infrastructure, and different geographic locations. according to the characteristics of the region. After that, a review of the targets that have been set is carried out to see whether they are realistic to be realized. Then consider who the actors should be to determine these targets. Who are the actors who must be

involved in determining these targets? In this case, of course, stakeholder educational services in the basis must be involved so that it is based on real conditions, needs, and problems faced.

Conclusion

The results of this research provide an illustration that the gap in basic education services in Banyuwangi Regency still exists between sub-districts located in the center of government and those located far from the center of government. Likewise between schools located in the sub-district center and schools located far from the sub-district center. In terms of ratio, it is better for schools that are located far from the sub-district center. However, the effectiveness of school services located in sub-district centers is of better quality because they are supported by adequate facilities and infrastructure and are easily accessible to service users, including adequate transportation infrastructure.

The affordability of access to basic education services in Banyuwangi Regency can generally be said to be adequate, as seen from the availability of schools in the furthest areas (remote areas). However, the availability of public transportation for students is still inadequate. Where public transportation facilities are only available adequately in urban areas. There are four categories of unit capacity providing basic education services in Banyuwangi Regency, which are built on the ease of accessing services with quality facilities and infrastructure. The four categories of capacity of basic education service delivery units are described in the capacity quadrant model. The capacity cluster of units providing basic education services in Banyuwangi Regency is determined using capacity quadrants and a regional character basis, namely consisting of urban sub-districts (district centers), rural sub-districts with mountainous characteristics, and rural sub-districts with coastal characteristics.

The basic education service quality system model in Banyuwangi Regency shows characteristics similar to archetype drifting goals, which consists of two balancing loops. The characteristic is that this archetype has behavior that is centered on the gap between the desired target and what is achieved. Corrective action is needed by examining the targets that have been set, then considering which actors should determine the targets so that they are more realistic and able to overcome the challenges faced.

Based on the research findings, recommendations can be formulated to improve the quality of basic education service delivery in Banyuwangi Regency, namely: i) the sustainability of the good performance of basic education services in Banyuwangi Regency must be supported by the availability of service managers who have adequate capacity, are innovative, and are highly committed to the advancement of public education. Banyuwangi. Then, continuous improvement is needed on elements supporting service performance, such as basic education facilities and infrastructure, transportation infrastructure, and school adequacy; ii) improving regional accessibility to support ease of access for students to schools, this can be done by improving transportation infrastructure and modes of transportation to overcome gaps in the quality of basic education services, especially in rural areas that are far from district centers, both mountainous and coastal; and iii) to overcome the problem of gaps in the quality of basic education services which is described by two balancing nodes in archetype drifting

goals, which is influenced by the quality of transportation infrastructure which is not evenly distributed throughout the region, the quality of schools is different in terms of facilities and infrastructure, the Banyuwangi Regency Government needs to develop information technology-based management in equalizing access and quality of basic education services for all its regions.

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