



## Analysis of Equitable Education Services Policy by the City Government of Bandar Lampung, Lampung Province, Indonesia

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### **Abstract**

Education is a community service that must be accessed by all people. However, in Indonesia, the phenomenon of dropping out of school is still common. The main factor is poverty, educational facilities and teacher qualifications. This study aims to analyze the policies of the Bandar Lampung City Government which are aggressively implementing equal distribution programs for the accessibility of education services in the city of Bandar Lampung. This study used descriptive qualitative method. Data obtained through literature observation, documentation, and interviews. The results of the analysis show that there are several programs implemented by the Bandar Lampung City Government, namely 1) development of facilities and infrastructure; 2) a scholarship program called the Community Development Program which is intended for students with low economies; and 3) increasing the qualifications and number of teachers. In fact, these three policies can reduce dropout rates and improve the quality of education services in the city of Bandar Lampung.

**Keywords:** *Bandar Lampung City; Equitable Education; Accessibility Education*

### **Introduction**

Education is a public service that must be provided by the government because it acts as an investment in the future, especially for developing countries (Aristo, 2019). Based on this, the Indonesian government also lists education as one of the ideals of the nation that must be achieved. This is stated in the preamble of the 1945 Constitution which explains that the intellectual life of the nation is an ideal that must be achieved (Aristo, 2019). The importance of education for the Indonesian people, so access to education services for the community should be a priority and regardless of social status, race, ethnicity, religion, gender, and geographical conditions (Aristo, 2019; Padmi, 2006; Prijono and Pranarka, 1996; Badruzzaman, 2013; Dunn, 2017). Equitable distribution of educational services is stated in Law Number 20 of 2003 in article 5 paragraph 1 and article 11 paragraph 1. There are two types of accessibility to education services, namely physical and non-physical access (Firdaus and Iswahyudi, 2010; Padmi, 2006). Non-physical accessibility is a facility provided for everyone to be able to enter, be able to use, and leave a system. Meanwhile, physical accessibility is an ease given to being able to enter, be able to use, and get out of a building.

The accessibility of education services will directly affect the quality of education that is carried out (Lazuardi, 2018). In this case, it means that the quality of education is also in the spotlight in improving the education system in Indonesia. The quality of educational services running in Indonesia is still in the low category at every level, especially at the basic education level (Fauzi, 2017). Of course this problem is complex because it involves various factors, such as learning facilities, teacher qualifications, learning media, school fees, and others. To overcome this problem, synergy between the central government, local governments, and even the sub-district is needed as a facilitator for the community.

Although the accessibility of education has a very important role, its implementation is still far from expectations. Many regions in Indonesia still experience difficulties in getting their rights as Indonesian citizens to get access to education (Aristo, 2019). It can be said that the equal distribution of education services implemented by the government has not been maximized. This condition can be seen from the number of cases of dropping out of school among students in Indonesia (Hasanah and Jabar, 2017). So to overcome this, the policy decentralization was implemented. Decentralization is a delegation of responsibilities and power from superiors to subordinates which is a form of new reforms in modern management (Aristo, 2019; Shah, 1997). With decentralization, local governments can implement policies in accordance with regional needs, so that educational equality can be achieved properly.

One of the areas that is aggressively implementing the policy of equal distribution of education services is the city of Bandar Lampung. The city is located in the province of Lampung, Indonesia. The policies issued were based on problems that caused the community's difficulties in gaining access to education. The most prominent factors behind the problems of access to education in Bandar Lampung City are poverty, educational facilities and teacher qualifications. This is in accordance with the statement of Efendi, Indartono, and Sukidjo, 2019) that poverty and education are very closely related. In addition, teacher qualifications are also a concern as professional educators (Zulfakar, 2020). Of course, this problem needs attention because it is in accordance with the vision of the city of Bandar Lampung, namely Bandar Lampung is Healthy, Intelligent, Believing, Cultured, Excellent and Competitive based on Populist Economy. Referring to this vision, accessibility of education services is clearly one of the main goals. Of course this will be something that needs to be studied, seeing how the policies of the Bandar Lampung City government are implemented to achieve these goals. Therefore, this research was carried out.

## **Methods**

This research was conducted using a qualitative descriptive method. This method is used to obtain an overview of the distribution of educational services in the city of Bandar Lampung, Indonesia, especially for people with low economic backgrounds. The research location is determined based on its association with the education service distribution program that is being carried out. The data collection technique was done by using literature observation, documentation, and direct interviews. The informants in this study were 1) government agencies implementing government regulations (education offices and local governments); 2) institutions receiving the program for accessibility or equitable distribution of educational services, namely schools; and 3) the community receiving the education service distribution program (students and parents). The data analysis of this research uses the analysis model developed by (Spradley, 2007), namely 1) domain analysis (to obtain a general and comprehensive picture of the social situation under study or the object of the study); 2) taxonomic analysis (analysis of found domains or categories); 3) component analysis (continuation of the analysis of the domains that have been determined as cover terms and the domains will take the form or become similar and similar elements); and 4) analysis of cultural themes (looking for linkages between domains). With these four stages, a foundation that describes the situation or object of research that was previously unclear will be made clearer and clearer.

## ***Findings and Discussion***

### **The Concept of Education for the City Government of Bandar Lampung**

The concept of education promoted by the Bandar Lampung City Government is to strengthen and increase the availability of quality and affordable education services for all people. This educational concept is a concept taken from the vision and mission. Of the several missions that are used as a reference, namely in the field of education which carries out two missions, namely Mission 2 and Mission 5. Mission 2 states to "improve the quality and service of public education." This mission aims to increase the availability of quality and affordable education services for all people. The measure used to assess this is the increase in the average number of years of schooling which in 2016 is targeted at 10.87 years and in 2021 is targeted at 11 years. The next indicator is the expected number of years of schooling which in 2016 is targeted at 13.67 years and in 2021 is targeted at 14.75 years. In Mission 5, it states "developing cultured religious communities and developing regional cultures." Through mission 5, the Department of Education and Culture of the City of Bandar Lampung is expected to improve the preservation of regional arts and culture with an indicator of the number of objects, sites or areas of cultural heritage that are preserved.

The concept of education outlined in the vision and mission of the Bandar Lampung City Government is an effort to equal access to education. One of the efforts that have been made is the addition of new school units, both for SMP, SMA, and SMK levels. So that the capacity of students increases and can accommodate residents around the school who come from underprivileged families. Thus, they can feel educational equity. According to Levin (2003), there are two most important things in education equity, namely access and participation. Belcastro (2015) adds that a country that is unable to maintain quality education opportunities for all children is a failure in democracy. Equitable education when viewed from its implementation is divided into three most important categories in education, namely learning opportunities or schooling, quality or quality of education, and equitable access.

In an effort to realize this vision and mission, the City Government of Bandar Lampung has implemented a free education program starting in 2011 until now. Likewise, in the field of education infrastructure, in order to support the accessibility of education services, various expansion of access, for example building new schools from SMP, SMA, to SMK, have been carried out. This is done because elementary school graduates must be accommodated, considering that there are several areas that have elementary schools, but there are no junior high schools as an advanced level. Therefore, it is necessary to add additional units for equal access to area coverage. The construction of this new school began in 2013, while by early 2020 the school in Bandar Lampung had increased by 20 units (see Table 1). All new school units are realized through the DPA OPD budget of the Education Office for 2011 - 2020. In addition, school building repairs are also being carried out.

### **Policy for Development of Facilities and Infrastructure**

One of the accessibility of education services is physical accessibility (Firdaus and Iswahyudi, 2010). This accessibility is related to access to the use of educational facilities and infrastructure. Therefore, the development of facilities and infrastructure is needed so that educational services can be maximized.

Based on this explanation, the city government of Bandar Lampung has made policies in developing facilities and infrastructure as a tangible manifestation of efforts to equalize education. Of course this is based on the vision and mission launched by the government. The policy is focused on the construction of a new school in the city of Bandar Lampung. Table 1 shows data on the development of new schools that have been implemented from 2013 to 2020.

Table 1 Development of Educational Facilities in the City of Bandar Lampung

Number	Years	School name	Information
1	2013	SMKN 7 Bandar Lampung	
2	2014	SMKN 8 Bandar Lampung	
3	2015	SMKN 9 Bandar Lampung	
	2016	SMPN 31 Bandar Lampung	
		SMPN 32 Bandar Lampung	
4	2017	SMPN 33 Bandar Lampung	Learning began in 2017, using the SDN Enggal building
		SMPN 34 Bandar Lampung	In 2017
		SMPN 35 Bandar Lampung	In 2018
5	2018	SMPN 36 Bandar Lampung	In 2018
		SMPN 37 Bandar Lampung	In 2018
		SMPN 38 Bandar Lampung	Learning has started since 2019, using buildings 2 and 5 Sukaraja
6	2019	SMPN 39 Bandar Lampung	Learning has started since 2019, using the SDN 2 Way Laga Building
		SMPN 40 Bandar Lampung	In 2020
		SMPN 41 Bandar Lampung	In 2020
		SDN 3 Rawa Laut	In 2020
		SMPN 42 Bandar Lampung	Learning has started since 2020, using the SDN 2 Kota Karang building
7	2020	SMPN 43 Bandar Lampung	Learning has started since 2020, using the SDN 3 Penengah building
		SMPN 44 Bandar Lampung	Learning has started since 2020, using the SDN 1 Gunung Sulah building
		SMPN 45 Bandar Lampung	Learning has started since 2020, using the SDN 1 Rajabasa Jaya building

Source: DPA OPD Dinas Pendidikan dan Kebudayaan tahun 2011–2020

The city government of Bandar Lampung has a view that the development of facilities is an effective strategy in improving service quality, especially in the field of education. This is because the facilities and infrastructure play a very vital role in teaching and learning activities in schools. One of the government's efforts based on Table 1 is the construction of educational facilities (schools). Increasing the number of schools will provide easier access for the community because they have more choices. In addition, with the increase in the number of schools, the capacity of students will increase. It is important to pay close attention to the location of the school construction at a point where it has difficult access to access to certain levels of education services. For example, in an area that has a primary school but no junior secondary school, construction is underway for the construction of a new junior high school. Holsinger & Jacob (2008) also stated that the distance between home and school is a major problem that affects students' educational participation. Of course, this is an interesting thing during the interview process, because after all there needs to be an in-depth study before deciding to do development. This policy is a policy that is considered successful by the government through the education office. So that the budget also increases from year to year. This can be seen in Table 1, where from 2013 to 2020 the number of schools built tends to increase. With this policy, people find it easier to reach education services, as stated by one respondent. They feel that now access to education is easier and closer.

## Scholarship Grant Policy

Efforts to equalize access to education for all residents of Bandar Lampung City which until now have always been pursued is through free education. The concept of free education in the city government of Bandar Lampung is in the form of scholarships for students from underprivileged families. This was done to ease the burden on poor parents in sending their children to school. The free education program through the provision of scholarships with the provision of SPP has an impact on improving the quality of education, both for students and at the educational institution itself.

The free education program in Bandar Lampung is included in the Community Development program or what is known as 'Biling'. This Biling Program has been regulated in the Bandar Lampung City Regional Regulation Number 1 of 2012 concerning the Implementation of Education and the Regulation of the Mayor of Bandar Lampung Number 49 of 2013 concerning Guidelines for Implementing New Students at the levels of early childhood education, elementary schools, junior high schools, secondary schools above, and vocational high schools in the city of Bandar Lampung. Fund budget data for the Biling Program can be seen in Table 2. In the implementation of free education included in the Community Development Program, one of the things that is regulated is the ease with which students can enter and be accepted at the nearest public school from where they live. In other words, students who are eligible for this scholarship program do not experience difficulties in accessing education.

Table 2 Fund allocation and number of beneficiaries for Community Development Program

Number	Years	Budget Ceiling (in Rupiah)	Number of Recipients of Assistance
1	2011	4.991.640.000	41.597
2	2012	11.956.020.000	11.767
3	2013	11.172.943.000	16.627
4	2014	24.295.663.000	39.279
5	2015	33.203.773.000	40.190
6	2016	35.898.133.000	46.229
7	2017	13.686.140.000	16.285
8	2018	14.656.320.000	17.448
9	2019	14.835.801.472	17.448
10	2020	15.982.110.550	19.000
	Total	180.678.544.022	265.870

Source: DPA OPD Dinas Pendidikan dan Kebudayaan tahun 2011–2020

Referring to the data in Table 2, the scholarship budget in the Biling Program is increasing. Likewise with the increasing number of recipients. This addition is actually in line with the increase in the number of schools in the city (see Table 1). The more the number of schools, the more indirectly the number or capacity of the scholarship recipients will increase. Because the number of students who come from low-income families, the more go to school.

It is not enough that the assistance given is given, the City Government of Bandar Lampung also provides assistance to relieve poor parents of students in meeting the needs of school supplies, ranging from elementary, junior high, to high school levels. The details of the school equipment assistance budget that has been distributed based on the 2011 budget can be seen in Table 3.

Table 3 Details of the Budget for School Supplies Assistance in the City of Bandar Lampung

Years	Elementary / Junior High School (in Rupiah)	High School / Vocational High School (in Rupiah)	Total (in Rupiah)
2011	9.617.333.250		9.617.333.250
2012	15.064.544.500	2.000.000.000	17.064.544.500
2013	17.637.694.000	2.515.000.000	20.152.694.000
2014	13.968.224.000	6.184.470.000	20.152.694.000
2015	15.199.124.000	7.934.470.000	23.133.594.000
2016	15.138.124.000	7.015.000.000	22.153.124.000
2017	18.045.000.000	3.905.000.000	21.950.000.000
2018	21.950.000.000		21.950.000.000
2019	21.950.000.000		21.950.000.000
2020	21.950.000.000		21.950.000.000
Total	170.520.043.750	29.553.940.000	200.073.983.750

Source: DPA OPD Dinas Pendidikan dan Kebudayaan tahun 2011–2020

The free education program that has been running has greatly influenced the achievement of the APK and NER Target at the SD and SMP levels. In 2019, the SD / MI APK and Package A targeted at 111.68% were achieved at 109.29%, the NER SD / MI and Package A targeted at 98.67% were achieved with 96.20%, APK for SMP / MTs and Package B which is targeted at 110% is achieved at 107.16%, and the APM for SMP / MTs and Package B which is targeted at 91.29% is achieved at 98.18% (Department of Education and Culture, 2019).

### Policy for Increasing Qualifications and Number of Teachers

In addition to the implementation of free education, the quality of education through efforts to improve the quality of education delivery units is also adjusted. The Biling program or free education is indeed an effort to improve the quality of education because it has been proven to be able to reduce the number of students dropping out of school. However, this commitment does not only concern the free education program and environmental development, but also a commitment to improve educational facilities and infrastructure in the city of Bandar Lampung. Supporting facilities in the education sector must be fulfilled and fulfilled properly because this is for the benefit of the people.

Developing the education sector in Lampung is not without cause. All popular programs that touch the wider community must take precedence and become a priority. The reason is simple, namely that the development of the education sector in Lampung will also provide feedback into regional development developments. In line with the construction of new schools, it will certainly require a larger number of teaching staff. Teachers are of particular concern to the City Government of Bandar Lampung. Teacher qualifications are required to be able to meet educational service standards. So this needs to be something that is very much considered in the recruitment process. The stages of recruitment and selection that are carried out must pay attention to the competence and abilities of the prospective teachers because many prospective teachers are theoretically ready but in practice they experience many shortcomings (Voicu, 2014). In addition, the distribution of teachers must also be adjusted to the needs of each school so that there is no accumulation or shortage of teachers (Hammond & Sykes, 1999).

As a contribution to improving the quality of education in Bandar Lampung City, the government has also organized a scholarship program for teachers to undertake further studies. This

program is held in collaboration with several universities in Lampung Province, such as the University of Lampung, Raden Inten State Islamic University, and others. Even as a form of cooperation, the government also provides a grant for developing facilities and infrastructure at the tertiary institution.

## Conclusion

Efforts to equalize educational services have been carried out by the Bandar Lampung City Government. The programs carried out refer to the vision and mission of Bandar Lampung City. There are several programs implemented as a strategic step in increasing the accessibility of education services, namely 1) developing facilities and infrastructure; 2) a scholarship program called the Community Development Program which is intended for students with low economies; and 3) increasing the qualifications and number of teachers. In fact, these three policies can reduce dropout rates and improve the quality of education services in the city of Bandar Lampung.

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