

Effort in Overcoming the Gap Elementary School Teacher Arrangement and Equality

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ABSTRACT

The mandate of the 1945 Constitution implies that the Government of the State of Indonesia has a constitutional obligation to provide educational services that can be reached by all citizens as a form of high concern for how important education is for the community after being in ignorance for a long time and being a slave to the nations foreigners who have advanced education first. This study aims to uncover and analyze the efforts made to address the gap in the arrangement and distribution of elementary school teachers in the Central Buton Regency. This research uses the type of qualitative research. Namely, it aims to find and collect data through interviews with several individuals or groups of informants who are competent to understand the meaning behind the facts, about the efforts made to address the gap in the arrangement and distribution of elementary school teachers in Central Buton Regency. the type of data in this study is qualitatively obtained through the methods of observation, interviews, and documentation. And presented qualitatively by using the stages of analysis, among others, namely data condensation, data presentation, and drawing conclusions. The results showed that the efforts made to address the gap in the arrangement and distribution of primary school teachers in the Central Buton Regency took a policy step by recruiting non-civil servant educators. Among the teaching staff recruited by the local government are temporary teachers (non-permanent employees) and also honorary teachers or committee teachers who are recruited by the schools concerned according to their needs in schools to fill teacher shortages.

Keywords: Effort, gap, arrangement, equity, elementary school teacher

INTRODUCTION

The Preamble of the 1945 Constitution of the Republic of Indonesia (UUD 1945) contains the objectives of the Republic of Indonesia, one of which is: "....., to educate the nation's life,". This shows that the formed Indonesian state is an intelligent country through the development of educational democracy with an orderly and gradual plan for the creation of quality Indonesian Human Resources to be able to meet the demands of changing lives both locally, nationally, and globally. The opening mandate of the 1945 Constitution is then written in the Body of the 1945 Constitution Article 28C Paragraph (1), that: "Everyone has the right to develop themselves through fulfilling their basic needs, has the right to receive education and benefit from science and technology, art and culture, for the sake of improving the quality of life and for the welfare of mankind". Then in Article 31 Paragraph (1) it is written, that: "Every citizen has the right to education". And Paragraph (2) it is also written that: "Every citizen is obliged to attend basic education and the government is obliged to finance it".

The mandate of the 1945 Constitution implies that the Government of the State of Indonesia has a constitutional obligation to provide educational services that can be reached by

all citizens as a form of high concern for how important education is for the community after being in ignorance for a long time and being a slave to the nations. foreigners who have advanced education first.

The current and future policy of broad education must be able to achieve equal distribution of quality education so that it can elevate the degree and dignity of the Indonesian nation in a more advanced direction (R Niswaty & Arhas, 2019; Suprianto et al., 2018). This is a prerequisite for improving the quality of life and productivity of citizens so that they are equal to citizens from other countries in the global era, which is marked by increasingly fierce competition (Arroio, 2017; Karsenti, 2019; Sulanjari, 2020). Thus the perspective of current and future educational development must be carried out, not only aimed at transforming culture, science, technology, and art related to the development of intellectual aspects but also the character, morals, social, and physical of students (Risma Niswaty et al., 2017; Saggaf et al., 2017; Sirait et al., 2019) so that cumulatively lead to a form of intelligence based on the paradigm of building a complete Indonesian human being.

The provisions of the law show that the Government currently has a strong determination and commitment to reform education through equal distribution and expansion of educational opportunities, improvement of quality, relevance, and efficiency of education management for the entire community (Akib & Saleh, 2015; Saleh et al., 2019; Sukmawati et al., 2019) based on democratic, fair and just principles non-discriminatory with the priority of its implementation at the elementary school level as the minimum standard of public education, and also as a critical stage and a good start in efforts to build the character and quality of human resources.

Efforts to establish the character and quality of reliable human resources through the implementation of a national education system (Dourado, 2018; K., 2021; Tampio, 2017; Wong et al., 2017), all components of education are interrelated in an integrated manner as regulated in Article 4 of the Law Number 20 of 2003 as mentioned above, has a very large contribution to achieving the goal of national education, namely the intellectual life of the nation. One component that plays a major role in achieving the national education goals is the teacher as an educator.

Educators as referred to in Article 6 of the Law. Number. 20 of 2003 concerning the National Education System, that: "Educators are educational personnel who are qualified as teachers, lecturers, counselors, tutors, widyaswara, tutors, instructors, facilitators, and other designations according to their specificity, and participate in the implementation of education".

Regarding teachers, it is regulated in the Republic of Indonesia Law Number 14 of 2005 concerning Teachers and Lecturers. Teachers as referred to in Article 1 of the Law Number 14 of 2005,: "Teachers are professional educators with the main task of educating, teaching, guiding, directing, training, assessing, and evaluating students in early childhood education through formal education, basic education, and secondary education". Article 2 paragraph (1) regulates the position of teachers, that: "Teachers have a position as professionals at the level of basic education, secondary education, and education at an early age in the formal education path that is appointed by statutory regulations". Meanwhile, Article 4 regulates the function of teachers, that: "The position of teachers as professionals as referred to in Article 2 paragraph (1) serves to increase the dignity and role of teachers as learning agents to improve the quality of national education".

Based on the position and function of the teacher as referred to in Article 2 paragraph (1) and Article 4 of the Law Number 14 of 2005, the Government carried out the arrangement and

distribution based on the Joint Regulation of the Minister of National Education, the State Minister for Administrative Reform and Bureaucratic Reform, the Minister of Home Affairs, the Minister of Finance, and the Minister of Religion No. 05/X/PB/2011, Number SPB/03/M.PAN-RB/10/2011, Number 48 of 2011, Number. 158/PMK.01/2011, No.11 of 2011 concerning the Arrangement and Equity of Civil Servant Teachers. Article 1 paragraph (3) stipulates that: "Restructuring civil servant teachers is a process of rearranging so that the ratio, academic qualifications, distribution, and composition of PNS teachers are by the real needs of each educational unit".

To follow up the provisions as referred to in Article 1 paragraph (3), the regents/mayors are given the responsibility to organize and distribute PNS teachers, as referred to in Article 4 paragraph (2), that: the arrangement and distribution of civil servant teachers among educational units, between levels, and between types of education in educational units organized by the district/city government which has advantages and disadvantages for PNS teachers. As a follow-up as referred to in Article 4 paragraph (2), Article 4 paragraph (6) stipulates that: "Organization and distribution of civil servant teachers among educational units, between levels, and between types of education as referred to in paragraph (1) and paragraph (2) based on an analysis of the needs and supply of teachers by the technical standardization policy set by the Minister of National Education".

Guidance and implementation of teacher arrangement and distribution of PNS teachers are carried out by the Regional Work Unit in charge of education. The target of guidance is by the regional work unit in charge of education, the District Education (Regional Technical Implementation Unit), and the Education Unit. Technical guidance facilities are carried out by the Regional Work Unit in charge of education and the District to the Education Unit to realize teacher competence (Aswinda et al., 2019; Hidayat, 2020; Wahyuni et al., 2019)

Personality competence is one type of competence that teachers need to master, in addition to 3 other types of competence: social, pedagogic, and professional. In the Explanation of Government Regulation No. 19 of 2005 concerning the National Education Standards, it is stated that the personality competencies of teachers are personality abilities, namely: (1) steady; (2) stable; (3) mature; (4) wise and wise; (5) authoritative; (6) noble character; (7) be a role model for students and the community; (8) evaluate own performance; and (9) sustainably develop themselves.

The arrangement of elementary school teachers in the process of rearranging so that the ratio, academic qualifications, distribution, and composition of elementary school teachers are by the real needs of each educational unit. The composition of teachers is the ratio of the number of teachers in the education unit according to the study groups or subjects taught according to the real needs of each educational unit. An education unit must have classroom teachers, subject teachers, guidance, and counseling teachers or counselors by the education unit level curriculum.

The transfer of elementary school teachers is the process of assigning teachers between educational units, between levels, between types of education, between districts/cities, and between provinces in the context of improving the quality of education which has an impact on changes in the relevant basic administrative unit. The teacher shortage is a condition where there are fewer teachers than needed. Teacher surplus is a condition where the number of existing teachers is more than needed.

Based on the provisions as referred to in Article 1 paragraph (3) and Article 4 paragraph

(2) and paragraph (6) of the Joint Regulation of the Minister of National Education, the State Minister for Empowerment of State Apparatus and Bureaucratic Reform, the Minister of Home Affairs, the Minister of Finance, and the Minister of Religion. , then the Minister of Education issued a decree, namely the Decree of the Minister of Education Number 11 of 2011 concerning the Arrangement and Equity of Civil Servant Teachers, which expressly stipulates that: "Local governments are required to be responsible and obliged to organize elementary school teachers between educational units, between levels, and between types of education organized by district/city governments which have advantages and disadvantages. Elementary School teacher".

The issuance of the Joint Regulation of the Minister of National Education, the State Minister for Administrative Reform and Bureaucratic Reform, the Minister of Home Affairs, the Minister of Finance, and the Minister of Religion Number 05/X/PB/2011, Number SPB/03/m.PAN-RB/10/2011, No. 48 of 2011, No. 158/PMK.01/2011, and No. 11 of 2011 concerning the Arrangement and Equity of Teachers for Civil Servants, it is intended that the arrangement and distribution of teachers can be realized properly by requiring a common understanding between various interested parties.

For this reason, a technical guide is needed that can be a reference for provincial, district/city governments, district/city education offices, provincial education offices, and other elements related to the implementation of the arrangement and distribution of Civil Servant teachers. This technical guide is prepared as a reference in implementing the 5 ministerial joint regulations.

Conditions in Central Buton Regency today based on teacher data, there is a shortage or excess of teachers as well as the transfer of teacher functions, causing a gap in the distribution of teachers between schools, especially the distribution of teachers in elementary schools, as a result, has an impact on the low quality of elementary school education in Central Buton Regency. Based on these conditions, it is reasonable to conduct research, with the title: "Efforts to overcome the gap in the arrangement and distribution of elementary school teachers in Central Buton Regency"

METHOD

The method used in this research is qualitative. Namely, it aims to find and collect data through interviews with several individuals or groups of informants who are competent to understand the meaning behind the facts, about the efforts made to address the gap in the arrangement and distribution of elementary school teachers in Central Buton Regency. The data obtained is then analyzed in a comprehensive, in-depth, scientific, and objective manner to produce objective facts as well. This study uses a phenomenological approach, aiming to describe and analyze accurately and systematically the facts, characteristics, and relationships between phenomena and the actual expressions of the informants, regarding the efforts made to overcome the gaps in structuring and equitable distribution of elementary school teachers in Central Buton Regency.

Methods of collecting data in this study using documentation, interviews, and observation techniques. While the data analysis technique to find out about the efforts made to overcome the gap in the arrangement and distribution of elementary school teachers in Central Buton Regency

through three stages, namely data condensation data display, and the final stage, namely drawing conclusions or verification

RESULT AND DISCUSSION

Central Buton Regency administratively consists of 7 sub-districts and 76 villages. For more details regarding the administrative area of Central Buton Regency, it can be seen in Table 1

Table 1.

Administrative area of Central Buton Regency

No	Distciets	Village
1	Gu	12
2	Sangia Wambulu	6
3	Lakudo	15
4	Mawasangka	19
5	Mawasangka Timur	8
6	Mawasangka Tengah	10
7	Talaga Raya	6
Total		76

Source : Buton Tengah Dalam Angka, 2020

Central Buton Regency which consists of 7 (seven) sub-districts, regarding the number of elementary schools in each of these sub-districts can be seen in Table 2 as follows:

Table 2.

Elementary School Data in Central Buton District

No	Distciets	Number of Schools
1	Gu	15
2	Sangia Wambulu	7
3	Lakudo	20
4	Mawasangka	22
5	Mawasangka Timur	9
6	Mawasangka Tengah	9
7	Talaga Raya	9
Total		91

Source: Buton Tengah Dalam Angka, 2020

In table 2. elementary school data shows that the number of elementary schools in Central Buton Regency in 2020 is 91 units consisting of 22 units of Mawasangka District, 20 units of Lakudo District, 15 units of Gu District, 9 units in three sub-districts namely East Mawasangka District, Mawasangka Central and District Talaga Raya. Meanwhile, the number of elementary school levels in Sangia Wambulu District is 7 units.

The problem that arises in terms of teacher training in Indonesia is related to the unequal number of teachers in urban areas with areas in rural or remote areas. The problem of teacher inequality also occurs in Central Buton Regency considering that this district is a new district resulting from the division of Buton Regency so that the condition of equity and arrangement of PNS teachers is still a serious improvement carried out by the Central Buton Regency Government, while the distribution of primary school civil servant teachers can be seen in Table 3:

Table 3.
Distribution of Elementary School Teachers in Central Buton District

No	Districts	Number of Schools	Number of Civil Servant Teachers	The number of students	Teacher to student ratio
1	Gu	15	94	2630	1:27
2	Sangia Wambulu	7	39	1069	1:27
3	Lakudo	20	112	1116	1:9
4	Mawasangka	22	118	1892	1:16
5	Mawasangka Timur	9	30	2716	1:90
6	Mawasangka Tengah	9	25	1468	1:58
7	Talaga Raya	9	33	1027	1:31
Total		91	451	15230	1:33

Source: Primary Data (2020)

The Government of Central Buton Regency has guaranteed the implementation of education from early childhood education units as well as primary and secondary education units to the sub-district, sub-district, and village levels. for the level of basic education units in this case elementary schools until 2020 in East Sumba Regency there are 91 State Elementary Schools

The distribution of elementary schools in each sub-district is very diverse, for the sub-district with the least number of elementary schools, namely in the Sangia Wambulu sub-district with 7 units, while for the sub-district with the highest number, the Mawasangka sub-district is 22 units.

Until 2020, the number of primary school teachers (civil servant teachers) in Central Buton Regency was 451 civil servant teachers, while based on data from the Youth and Sports Education Office of Central Buton Regency, the need for elementary school teachers was 1173 people. Until now, East Sumba Regency has 722 teachers.

Based on Table 3. data on the number of civil servant teachers at the Elementary School Level in Central Buton Regency from 7 (seven) sub-districts with a total of 91 (ninety-one) schools shows that there is an uneven distribution of civil servant teachers. In essence, the calculation of teachers is based on the applicable regulations, namely Government Regulation Number 74 of 2008 concerning teachers Article 17 concerning the minimum ratio of the number of students to their teachers and is also explained in Permendikbud Number 17 of 2017 concerning the acceptance of new students which regulates the number of students in each study

group of at least 20 to a maximum of 28 students/class. So the ratio is 1: 28 participants. However, what happened in Central Buton Regency was not balanced between the number of teachers and students. The data shows that several sub-districts are indicating that the number of existing students exceeds the capacity of the number of existing teachers, which means that 1 teacher can handle more than 28 students or less than 28 students.

If you refer to the data in Table 3. it shows that the number of teachers and students is not balanced, the large number of students is not by the number of civil servant teachers in Central Buton Regency and vice versa, the number of students who are few is not by the number of civil servant teachers.

The need for teachers at the state elementary school level can be calculated by comparing the number of available civil servant Class teachers minus the number of study groups as class teacher needs. If the number shows a minus, it means there is a shortage of class teachers, on the other hand, if it shows a plus, it means there is an excess of class teachers

Table 4.
Analysis of Teacher Needs at the Elementary School Level in Central Buton Regency

No	Districts	Number of Civil Servant Teachers (people)	Ideal number of teachers (people)	Teacher Needs (people)
1	Gu	94	163	69
2	Sangia Wambulu	39	77	38
3	Lakudo	112	81	31
4	Mawasangka	118	166	48
5	Mawasangka Timur	30	183	153
6	Mawasangka Tengah	25	131	106
7	Talaga Raya	33	84	51
Total		451	1.173	434*

Source: Primary Data (2020)

Based on table 4. it can be stated that from 91 public elementary schools spread over 7 sub-districts in Central Buton Regency there are 451 civil servant teachers while the ideal number of teachers should be 1.173 civil servant teachers so that Central Buton Regency lacks civil servant teachers as many as 722 teachers.

Of course, with a large enough shortage of teachers, it will be able to affect the placement process, where the distribution of teachers is not by the need to meet the existing study groups. Only in the East Mawasangka sub-district does the number of teachers in each elementary school exceed the existing study groups, where there are 30 civil servant teachers with 2716 study groups.

To implement the teacher equity policy in Central Buton Regency, the Buton Regency Education Office is implementing several steps to apply the teacher equity policy at the planning stage, based on the results of an interview with Mr. Wujudin, S.Pd. as Secretary of the Department of Education and Culture of Central Buton Regency stated that among others; (1)

conduct an in-depth analysis of teacher needs, teacher availability, excess teachers, and teacher shortages in each Public Elementary School unit in Central Buton district which is adjusted to the number of study groups and the number of students in each school unit, (2) in the next stage the Education Office Central Buton district submits to the local government (Bupati) the need for teachers in each school unit with the number of teachers and subjects needed so that the local government can submit to the central government to be able to meet the needs of teachers in each school unit. However, often the submissions do not receive a response from the central government. If the application is responded to in the form of a quota for candidates for civil servants registration in Central Buton Regency, it is added specifically for subject teachers who are in need. But unfortunately, every time an opportunity is opened for candidates for civil servants applicants, the quota is always empty. This can be caused by the absence of human resources in the province of Southeast Sulawesi who has a diploma or educational background as expected. It is very rare to expect applicants from outside the region. So that the Head of the North Bengkulu Regency Education Office took anticipatory steps in the context of equalizing education.

The next step is to take the appointment of the Regional Assistance Teacher test. The regional assistant teacher test is only available in North Bengkulu Regency while in other districts the same thing is not done. In 2018, 550 regional assistant teachers are needed for elementary schools. The next step is to transfer teachers from teachers in urban areas to remote areas in elementary schools. This teacher transfer is carried out based on the principle of equal distribution of teachers and the National Education System Law which requires every teacher to have mandatory teaching hours 24 hours a week. This makes the teacher concerned feel inadequate in fulfilling the teaching hours at the assigned school because there are excess teachers so teaching hours must be divided, on this basis many teachers submit transfers to more distant regions so that the fulfillment of 24 hours per week can be fulfilled.

The next step taken was several times the Ministry of Education and Culture through the provincial Education Office socialized the civil servant teacher distribution program. Not only technical personnel but teachers are also involved in this activity. The goal is for teachers to understand their position, especially about the calculation of the arrangement and adequacy of teachers in a school. In addition, the aim is to provide teachers with an understanding of the consequences of these government policies. Teacher equity on the one hand is very reasonable if it is associated with performance effectiveness.

The even distribution of teachers is currently an important issue in Central Buton Regency. In some areas, it turns out that many schools have excess teachers while in other schools the number of teachers does not match the needs. As a result, education funding is inefficient. Often BOS is used more to finance personnel expenditures than for learning needs. The government has also issued a joint regulation letter for 5 ministers on October 3, 2011, to regulate the equitable distribution of teachers nationally.

To support the government's policy, the National Education Office of Central Buton Regency has developed a Capacity Building Program in Teacher Arrangement and Deployment which will be implemented in 10 partner areas. "We will assist the regions in analyzing the adequacy and needs of teachers, the results of which are used to make policies on teacher management and distribution in their regions". If the distribution of teachers is even and according to need, it can improve the quality of education from the aspect of teacher adequacy. BOS funding can also be focused on improving the quality of learning. Several elements of the

government will be involved in this activity, such as the education office, regional personnel agency, Regional Revenue Agency, Ministry of Religion, supervisors, and school elements. This activity will produce a map of the distribution of teachers and alternative policies for the arrangement and distribution of teachers at the education unit level within the district/city.

Orientation of Arrangement and Equity Teachers or educators as a whole is more based on the learning needs of students. In the current condition, the number of teachers in Indonesia is too many, but the arrangement is uneven, even the quality of teachers is still below the standard.

To increase the effectiveness of learning and the efficiency of the use of educational resources, it is time for the arrangement and distribution of teachers to be carried out. This will be able to reduce the gap in the quality of education," he said. For equal distribution of teachers through the mechanism for transferring teachers to other schools, he said, it is necessary to pay attention to the minimum teaching hours load and the rationality of distance, travel time, and access to the location of the education unit. Meanwhile, the transfer criteria, he continued, must pay attention to the excess of teachers and the needs of other education units, minimum teaching hours and certification, even the nearest domicile of the education unit that lacks teachers. The Central Buton Education Office seeks to ensure the implementation of the arrangement and distribution of teachers. To fill the vacancies as teachers, the government will implement acceptance or recruitment of teachers using screening Government Employees with a Work Agreement or First Aid. With the enactment of the Law regarding the state civil apparatus, the position of a teacher in the future will not only be filled by civil servants or candidate civil servants examination system as in the implementation of new candidate civil servant acceptance. Several applicants who register will be selected according to the quota set by the central government. Even though they have non-civil servant status, this first aid category apparatus will have the same rights in living welfare as civil servants

The basic efforts that need attention are; (1) The Education and Training Personnel Agency, should have an accurate database of the required number of teachers/staff ratios. (2) the education office of each school. Monthly reports from schools/madrasahs need to be researched for data accuracy, not just for documentation. (3) Schools/Madrasahs. Make a real report on the number of teacher needs in each field of study. (4) Activate the function of education supervisor, able to write accurate and reliable reports. The supervision criteria must be by the standards demanded by the national education system so that they can be verified for follow-up. The weakness of the education office so far is that it does not consider the need for a teacher quota in each school so that there is a buildup in schools in district/city capitals. On the other hand, schools in remote areas lack teachers. Taking into account this condition, we need a quick reaction from the education office, mapping in each district/city about the needs of teachers and the number of mandatory hours that must be carried out.

CONCLUSION

To address the problem of teacher shortages, so far the government of Buton Regency has taken a policy step by recruiting non-civil servant educators. Among the teaching staff recruited by the local government are temporary teachers (non-permanent employees) and also honorary teachers or committee teachers who are recruited by the schools concerned according to their

needs in schools to fill teacher shortages. their temporary teachers are honorary teachers who are then appointed by the local government to become temporary employees who are paid by the local government. Meanwhile, honorary teachers or committee teachers are paid by the school using school operational assistance funds.

Until 2020 the number of non-civil servant educators who have been appointed by the regional government and schools as many as 449 people including temporary teachers as many as 156 people and honorary teachers or committees as many as 293 people spread throughout elementary schools in Central Buton Regency.

When viewed from the overall number of both civil servant teachers and non-civil servant teachers, it is sufficient to meet the teacher shortage that occurs in every school that experiences teacher shortages, but in its implementation, the placement of teachers is still uneven.

In a joint decree 5, the government ministers require that each local government compile a legal product in the form of a regent/mayor regulation or other legal products related to the arrangement and distribution of civil servant teachers which refers to the Joint Regulation. However, Central Buton Regency has not yet made a written policy through a regional regulation or regional regulation regarding the placement of primary school teachers, both civil servants and non-civil servant teachers, so far it is still referring to Government Regulations Number 9 of 2003 concerning the Authority for Appointment, Transfer, and Dismissal of Civil Servants. When viewed from the overall number of both civil servant teachers and non-civil servant teachers, it is sufficient to meet the teacher shortage that occurs in every school that experiences teacher shortages, but in its implementation, the placement of teachers is still uneven.

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