

POLICY IN THE IMPLEMENTATION OF ELEMENTARY AND JUNIOR HIGH SCHOOL EDUCATION SERVICE IN MEDAN

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Abstract. This article explains the importance of policy in public services in the city of Medan. The research method used is a descriptive qualitative approach with a case study approach. The politics of policy in the context of services in the field of education can be seen from the political processes, regulations, and education service systems that run from the process of admitting new students to the teaching and learning process. Education policy is the backbone of accelerating the improvement of human resources, especially in Medan City. In the context of education services, extortion in the administrative education process occurs because of the inconsistency of existing regulations (regulations) and implemented (bureaucracy). This is evidenced by the practice of money administration at every level of student equipment at the elementary and middle school level. Policy politics related to education services encourage bureaucracy which has been rigid and corrupt so far to be dissolved in their existence in an adaptive public service administration system that is sustainable between government administrators and the community. Therefore, service-oriented policy politics in the education sector is an absolute and realistic policy for investing in quality human resources in the city of Medan as a manifestation of the constitutional mandate.

Keywords: public policy; service; bureaucracy.

I. INTRODUCTION

Education is very important for the progress of a nation, because to become a developed nation is an ideal that is expected in a country that is stated openly in the constitution. Usually, the quality of human intelligence is seen from how high a person has received education, which is obtained in a tiered system. Not only that, with education, humans can also achieve the fulfillment of their life needs by working [1]. It's nothing special anymore if many people are competing to get the highest education. The government is also not playing games in promoting education, as evidenced by the existence of one of the regulations governing education. Every citizen has the right to education. The government seeks and organizes a national teaching system that is regulated by law. The state has the authority to formulate and implement policies, including policies in the education sector [2]. Policies in the education sector that meet the sky of the expectations of the Indonesian people are the fulfillment of superior education for all levels of society down to the lowest node. It is not impossible for education policy to become part of public policy in its true sense, namely involving the participation of the people in collectively determining social ideals in determining education policy in their own country [3]. The dialectic of educational conditions is always influenced by government systems and bureaucracy (Adnan [4]). Policy implementation refers to the management system of public affairs. The management of public affairs is manifested in the form of good governance which requires

institutional reform and public management reform. Institutional reform involves improving all government tools in the regions, both in structure and infrastructure (Amelia [5]). The key to this institutional reform is the general public (Education Council, Non-Governmental Organizations for example as stakeholders, the government or the state as the executive. Meanwhile, public sector management reform is related to the need to use a new or renewable (dynamic) government management model that is in line with the demands of the times, not just a paradigm shift (worldview) but also management/administrative/administrative changes so that the role of the bureaucracy goes as expected. In the Decree of the Minister for Empowerment of the State Apparatus Number 63/Kep./M.PAN/7/20033 concerning General Guidelines for the Implementation of Public Services, it is stated that public services by the government are divided into three groups of administrative services.

In educational succession, spiritual urgency cannot be released for government administrators. First, a service group that produces official document forms required by the public. Second, service groups that produce various forms/types of goods used by the public [6]. Third, service groups that produce various services needed by the public (Annas [7]). Public services in this case are understood as all activities carried out by educational institutions in the context of educating the community as the implementation of statutory provisions. In this case, there are at least three actors, namely: policy makers, public service providers/executors, and service

recipients. In the dominant government system, the formulation and implementation of public services is carried out by the government, and the community as the recipient of the service. However, public services by the bureaucracy should be driven by the vision and mission of the service, but in reality, they are driven by regulations and budgets that are not understood by the public because they are not socialized in a transparent manner. Policy implementation is a long process of how policy actors carry out and participate in carrying out policy decisions. The overall actions of stakeholders are directed towards achieving policy objectives. The political reality of the past that seems to be continuing today is the political pragmatism of unscrupulous voters who are easily seduced by the transactional politics offered by candidates. This right certainly has a negative impact on the running of the wheels of government of the winner of the contest. The position of the community is weak, they have no bargaining position and public services are carried out with sober quality without any party capable of providing commensurate input and criticism. This is perhaps the cause of the phenomenon of the still not prime quality of public services in a number of regions (Daryanto [8]). The indicators can be seen from the Indonesian Ombudsman Compliance Survey which has been conducted since 2015, until now there are still many regions and vertical agencies that have achieved low compliance scores, aka red. The Compliance Survey is an activity carried out by the Indonesian Ombudsman and all levels of representatives at the provincial and district/city levels which aims to encourage compliance with public service standards in order to accelerate the improvement of the quality of public services. As cited in the RI Ombudsman Strategic Plan Book for 2020-2024, the purpose of forming a state is for the people to obtain prosperity and justice. In the preamble of the 1945 Constitution, the mandate for the goals of the Unitary State of the Republic of Indonesia stated, among other things: "To form an Indonesian state government that protects the entire Indonesian nation and all of Indonesia's bloodshed and to promote public welfare, educate the nation's life and participate in carrying out world order". In fact, the purpose of the state is in line with the function of the Ombudsman of the Republic of Indonesia, namely as an independent state institution established to carry out the oversight function of public services. The purpose of oversight of public services is to protect the rights of citizens to achieve prosperity.

The three objectives of being a state as contained in the preamble of the 1945 Constitution are in accordance with the mandate of the Ombudsman of the Republic of Indonesia as an institution that has a strategic position and function in guarding and supervising state and government administrators and all those related to the object of supervision. Apart from the political dynamics and calculations surrounding him, in one of the Pilkada there was a regional head who succeeded in achieving a green zone in the Compliance Survey event and consistently bringing up the issue of public services in his campaign materials. From this we can draw a common thread, that bringing up the issue of public service does not necessarily make a regional head

candidate lose his political magnetism. Precisely if the promises of public service can be implemented in his leadership, and this can become a media for personal political capitalization.

I believe that having the courage to make public service issues a political promise and campaign material is a necessity. Supported by hard work, smart work, and qualified political calculations, candidates need not hesitate and be ashamed to offer better concepts and breakthroughs in the field of public services. Smart voters will quickly perceive the promise of this campaign as an enlightening political offer and worthy of consideration as the right choice in the voting booth later. Not easy, of course, given the political behaviour and transactional atmosphere that still dominates the world of politics in the country. However, as a choice and an endeavour, this effort is not a mere wishful thinking. In Indonesia, public service matters are stipulated through Law Number 25 of 2009 concerning Public Services. Article 1 states that public service is an activity or series of activities in the context of fulfilling service needs in accordance with laws and regulations for every citizen and resident for goods, services and/or administrative services provided by public service providers. Thus, it can be said that public service is an activity to serve the needs of the community (Junaedi [9]). Apart from Law Number 25 of 2009, the notion of public service can also be seen in the Decree of the Minister for Administrative Reform Number 63/KEP/M.PAN/7/2003.

The Minister of Administrative and Bureaucratic Reform of 2003 defines public service as all service activities carried out by public service providers as an effort to fulfill the needs of service recipients and the implementation of statutory provisions. Thus, the purpose of public service is to fulfill community satisfaction (Engkoswara [10]). To meet the satisfaction of the community, it is necessary to provide excellent service quality or good service according to service standards that apply or are owned by agencies in providing services. Good service is seen when there is transparency, accountability, conditional, participative, equal rights, and a balance of rights and obligations (Rahmayanty [11]). To develop good public services (good governance), various aspects must be addressed within the public bureaucracy, so that excellent public services can be realized, especially mindset changes, which have been the cause of poor public services (Safroni [12]). Based on the results of the 2002 Governance and Decentralization Survey (GDS) study, it was stated that there were 150 cities/regencies in Indonesia (Susanto [13]) which actually illustrated that the quality of public service delivery in Indonesia was still very low. There are three important problems that occur in the field in the delivery of public services that support this conclusion. First, the magnitude of service discrimination.

The delivery of services is still heavily influenced by the relationship between similarities in political affiliation, ethnicity and religion. Second, there is no certainty of cost and service time. This uncertainty is often the cause of the emergence of Corruption Collusion Nepotism (KKN), because service users tend to choose to pay bribes to service providers to get quality services. And third, the low level of

public satisfaction with public services. This is a logical consequence of service discrimination and uncertainty of service costs and time (Lestari [14]). There are several weaknesses in the public service sector, such as less responsive, less innovative, less accessible, less coordination between various service units that are related to one another. Bureaucracy, especially in licensing matters, is also less willing to listen to complaints, suggestions and aspirations of the community and is less efficient, as seen from the various requirements needed which are often irrelevant (Rahmayanty [11]). Weak public services result in low quality of public services. As revealed by the Ombudsman of the Republic of Indonesia (ORI) who said that the level of compliance by the Indonesian government is very low in public service providers, which is only around 18 to 20 percent. This can be seen from the increase in the number of reports, which on average were only 1500 complaints per year, now it has increased to 5000 reports per year or around a 350 percent increase in the last 3 years, namely 2011-2014 (ORI, 2016). Apart from ORI, Indonesia Corruption Watch (ICW) also touched on the issue of public services in Indonesia. According to the 2016 ICW Report, the quality of public services in Indonesia still has problems in several fields/sectors. There are 5 top sectors with low quality of public services and most vulnerable to corruption, namely; Regional financial sector (Rp. 144.1 billion); education sector (Rp. 142 billion); Transportation sector (Rp.191.4 billion); Community social sector (Rp. 12.1 billion); and the health sector (108.3 billion) (ICW, 2016).

Transparency International (TI) Indonesia also touched on the issue of public services, especially those that are vulnerable to corruption. According to TI Indonesia, the total corruption cases that were investigated during 2010-2015 amounted to 3,042 cases with a total state loss of IDR 33.2 trillion, as well as a bribe value of IDR 999.6 billion. These corruption cases were grouped into 3 (three) public service sectors that were most prone to corruption, namely: the education sector (71 cases) with a loss of Rp.185 billion; the transportation sector (54 cases) with a loss of IDR 199 billion, and the sector that caused the most losses to the State was social affairs (50 cases) with a loss of IDR 639.8 billion (TI, 2016). When examined carefully through political calculations, policy politics towards services in the field of education is a way to ensure that the elite circulation process is based on representation politics, both based on an unadapted bureaucratic culture, but as a potential for creating harmony in politics and government. In line with that, political policies based on ethnicity, regionalism, and social class allow for changes in regional leadership from time to time in an orderly and democratic manner because the priority of participating political elites is to win themselves in the governor election itself Susanto [13]. This journal is divided into two sub-discussions. The first part tries to explain a number of political policy studies in local political dynamics in the city of Medan. The purpose of this literature review is to ensure the position of this journal among piles of similar writings on one side, while on the other hand taking distance by displaying different sections, so as to produce something new. For example, by including social class as a comparison

of services in the city of Medan. The second part describes the service system associated with regional head profiling. The service system by the bureaucracy to society is reflected in the work of bureaucrats. This proves the way bureaucratic services and social class exist together as a form of rigid education services in the city of Medan. The third part examines more specifically the power bureaucracy in the bureaucratic system in Medan City. Bureaucracy as power is illustrated through the elite circulation represented by the social class that exists in the bureaucratic system. That is, who has the material, then service in the context of administrative processes is always a priority, while those who are less able will be served in a way that is not optimal. The last part is critical conclusion drawing by including what needs to be done as a future research agenda for improvement in Medan City.

Public service or public service is the provision of services, either by the government, private parties on behalf of the government or private parties to the community, with or without payment to meet the needs and or interests of the community. as well as in the context of implementing the provisions of laws and regulations. In contrast to the opinion above, Moenir argues that public service is an activity carried out by a person or group of people based on material factors through certain systems, procedures and methods in an effort to fulfill the interests of other people according to their rights. Also adds that public service is the provision of services either by the government, private parties on behalf of the government or private parties to the public, with or without payment to meet the needs of the public interest. Education services in schools as a public service are stated in article 5 paragraph 2 of Law Number 25 of 2009 concerning public services it is explained that public services include education, teaching, work and business, housing, communication and information, environment, health, social security, energy, banking, transportation, natural resources, tourism, and other strategic sectors. The demands of the community are to be given quality or quality services and services. States that quality is a product or service that complies with established quality standards and satisfies customers. Quality in the field of education includes the quality of input, process, output, and outcome. Educational input is declared qualified if it is ready to process. The process of quality education is when it is able to create an atmosphere that is PAKEMB (Active, Creative, Effective, Fun, and Meaningful Learning). The output is declared qualified if the student's academic and non-academic learning outcomes are high. The outcome is stated to be meaningful if the graduate is quickly absorbed in the world of work, the salary is reasonable, all parties recognize the greatness of the graduate and feel satisfied. Cohn added that educational inputs include student characteristics, school factors (school factors) and other influences from the community environment (non-school factors) [15].

II. RESEARCH METHODS

In this research the method used is descriptive method (Suryabrata [16]) with a qualitative approach (Moleong [17]).

The data collection technique used was literature study (Nazir, [18]) and field studies consisting of interviews (Suwartono, [19]) and documentation. Determination of informants in this study was carried out using a purposive technique in which informants were selected based on certain considerations (Sugiyono [20]). In addition, a qualitative approach can reveal more about the role of the parties (stakeholders) in implementing policies related to education services in the city of Medan.

III. RESULTS AND DISCUSSION

This research focuses on political policy in the context of educational services run by the regional government in Medan City, the birth of political policy must be oriented towards improving the bureaucratic system, but in fact this policy is blunt and even stalls in place so that the stage of policy improvement requires evaluation. In this context, evaluation is an assessment of the performance achievement of the implementation of education services in the city of Medan.

Education and Public Policy

Education and politics have a dynamic relationship. Education and politics are closely related and influence each other. Various aspects of education always contain political elements, and vice versa, every political activity has something to do with educational aspects. In the early days of independence, educational policies during the Old Order era were aimed at Indonesian socialism education (Prihatin, [21]). The relationship between politics and education manifests itself in different forms, according to the characteristics of the socio-political setting in which the relationship occurs. The form of this relationship varies from one society to another. In a society, these relationships can be very strong and real and in society. Education in the 1999 reform era changed the face of the Indonesian education system through Law No. 22 of 1999, with this education becoming a decentralized development sector. The government introduced the "School Based Management" model. Meanwhile, to balance the need for quality human resources, a "Competency-Based Curriculum" system was created. Entering 2003 the government made Law No. 20 of 2003 concerning the national education system replacing Law No. 2 of 1989, and since then education has been understood as, "A conscious and planned effort to create a learning atmosphere and learning process so that students actively develop their potential." to have religious spiritual strength, self-control, personality, intelligence, noble character, and the skills needed by himself, the community, the nation and the State." (National Education Standards, 2005 The education budget is determined in accordance with the 1945 Constitution, namely 20% of the APBN and APBD, so that there are many reforms in the world of education, especially in providing School Operational Assistance (BOS) funds, 9-year Compulsory Education, and increasing teacher income standards with teacher certification, as well as providing educational assistance (Scholarships) to increase teacher competency, and

so on (Putra [22]). Article 39 Paragraph (2) of Law Number 20 of 2003 concerning the national education system stipulates that educators are professionals. The position of teachers and lecturers as professionals has a vision of realizing the implementation of learning in accordance with the principles of professionalism to fulfill the equal rights of every citizen in obtaining quality education. Law number 14 of 2005 concerning teachers and lecturers Article 2 paragraph (1) Teachers as professionals imply that the work of teachers can only be carried out by someone who has academic qualifications, competencies and educator certificates in accordance with the requirements for each type and level of education certain. Article (4) What is meant by the teacher as a learning agent (learning agent) is the role of the teacher, including as a facilitator, motivator, driver, learning engineer, and inspirational learner for students (Tjiptono [23]) The relationship between politics and education manifests itself in different forms, according to the characteristics of the socio-political setting in which the relationship occurs. The form of this relationship varies from one society to another. In one society the relationship may be very strong and real and in another society, it may be weak and unreal. The pattern of the relationship between education and politics in developing countries varies from one society to another. In more primitive societies based on tribal basis (Tribal-based societies), for example, it is common for parents from one tribe to play two roles, as political leaders and as educators. They make important decisions and ensure that these decisions are implemented and enforced. They also prepare the younger generations for adulthood by teaching them hunting and fishing techniques, methods of warfare and so on. In addition, they instill in their youth beliefs, values and traditions and prepare them for political roles.

Education Service in Medan

For example, the city of Medan in 2016, ORI said that there were also a number of administrative mal activities and extortion at a number of elementary and junior high schools in Medan. For example, the action of the mal administration of illegal fees at SMP Negeri 7 Medan. Alleged administrative malfeasance related to education carried out by the Principal of Medan 19 Public Middle School. There is a demand for money from students made by MI Medan, which is located in the outskirts of Medan City (Tembung). There are allegations of requests for money/illegal fees to buy brooms; money for retired teachers; and the teacher's wife who died. Also, money for the purchase of SBK (Cultural Arts Skills) and money for LKS (Student Worksheets) made by the Principal of SMP Negeri 6 Medan. Thus, it can be concluded that illegal levies still occur today. Extortion is increasingly widespread in government agencies. As in the city of Medan, it can be seen that there are still many extortion practices being carried out. The city of Medan has been under the spotlight by the Corruption Eradication Committee in terms of the high extortion practices of primary and secondary schools in the city of Medan.

Where it can be seen that the practice of extortion has taken root and is rife in the school environment such as in

elementary and junior high schools. There are payments outside the provisions made by the school to its students. Illegal levies at school will continue to take root and spread if they are allowed to continue. How could I not, the number of students enrolling in schools until now continues to grow. This is not only done by unscrupulous educators or teachers, but also by unscrupulous school bureaucrats to practice extortion in collecting rupiah coffers. The world of school education has entered the practice of extortion, which of course does not reflect the behavior of educators. This happened in public schools in Medan City, such as in elementary and middle schools. The government decided to fully implement the education policy for elementary and junior high schools in accordance with Law Number 23 of 2014 concerning Regional Government starting January 1, 2017. This was done because so far the authority borne by level II regional governments was too heavy because it was in accordance with the Law Number 23 of 2014 the delegation of authority is divided.

These authorities, among others, concern the allocation of funds from the APBN and APBD, teaching staff, school infrastructure, school construction, and students. To see the process by which illegal fees for primary and secondary schools in Medan City occur, the Ministry of National Education (2007) suggests that the education system in schools is a complex process, including various interrelated components. If the educational effort is to be carried out properly, then the various components and their interrelationships need to be identified, studied and developed so that the working mechanism between the components as a whole, namely educational activities, will be able to produce optimal results. The current education system includes input elements, namely the acceptance of new students, the process, which is said to be during the study period and the output, namely the completion of the learning period (graduates). Therefore, to analyze the process where extortion occurs, 3 approaches will be used.

As noted above, it was explained that extortion at primary and secondary schools in Medan City still occurs at all stages of the education system process. Both at the stage of admitting new students (input), during the learning period (process). Also, at the stage of completion of the study period/graduation (output). And each stage has a different form of levy or donation. Even though they are different, basically these various forms can still be said to be illegal levies. Improving the quality of public services is included in one of the bureaucratic reform agendas which starts from the fact that it is not good, namely the factual condition of the quality of public services which is largely determined by the quality of the attitude and character of government officials who are not commendable and irresponsible. Quality service is the demand of all people in the modern era as it is today. Therefore, the government of Medan City must take renewal measures in order to provide effective and maximum services. Elementary and secondary school education services to assess services to students with social strata status, there are five dimensions, namely tangible, reliability, responsiveness, assurance, and empathy in order to realize quality service.

The Corrupt Cycle of Education Administration Bureaucracy

In Medan City, especially in the public service process, the position of the community is very vulnerable to becoming victims of extortion because of their low bargaining power. Communities are forced to hand over additional amounts of money in the absence of an effective oversight institution to coerce bureaucrats who often commit extortion. The community also does not get a bona fide complaints institution due to low public trust in the image of bureaucrats. In addition, public complaints often do not receive an adequate response from the inspectorate as an internal supervisor. On the other hand, the community often contributes to the growth of the practice of extortion by getting used to giving money without being able to be critical in refusing payments outside of official fees. The culture of giving society to smooth things over with bureaucrats is hard to get rid of because it has been going on for centuries.

Since the feudal era, people are used to paying tribute to kings and royal officials. According to Susanto [13] also revealed the same thing that extortion practices occur due to cultural factors that are still inherent in the behavior of each individual in giving tribute since ancient times during the Sultanate. The culture of giving society to expedite dealings with bureaucrats is hard to get rid of because it has been going on for centuries. Since the feudal era, people have been accustomed to paying tribute to kings and royal officials. The culture of giving since ancient times to royal officials has made individuals still do this to this day. Where by giving without any element of coercion it has become a habit. This has been happening continuously until now which has made bureaucrats more and more used to it because they think of themselves as the position of a king that must be given. To improve the cultural factors that have been attached to individuals in the city of Medan is by first changing the existing work patterns in the bureaucracy.

As with illegal collection (pungli), terms of remuneration, extortion, immoral acts by bureaucrats are still rife. The main problem is, not solely because of these things, but weak law enforcement. Without an effective law enforcement mechanism, legal and administrative provisions regarding ethics and corruption are in themselves ineffective (Suheli [24]). Weak law enforcement capacity can be blamed in part on the fact that few documents, which makes access to them difficult, especially where enforcement officials lack experience, and is fueled by low awareness of the bureaucrats whose functions are public servants. Supposedly, as an apparatus tasked with protecting and educating the people. Therefore, in order to achieve good governance, D. Radhika suggests that there are 4 determinants that must be corrected. It is known that the 4 determinants are intended for administrators who are administrative actors in the public sector, such as; Building a political construct of which public administrators are a part; Legal framework; Administrators and public employees who are responsible for the provision of public services; and Citizens and users of public services who are part of civil society.

IV. CONCLUSION

Policy politics in the field of education in the city of Medan is a reflection of the future leadership of the city of Medan in the future. The occurrence of practice malls in education services in Medan City has resulted in public distrust of the bureaucratic system in the Medan City Education Office, this condition certainly leads to corrupt actions of government administrators. With this fact, the researcher sees that the Medan City Government must have a cyclical system of internal and external oversight institutions. Internal bureaucratic institutions such as the Regional Supervisory Board (Bawasda), the Saber Extortion Team and the DPRD (as institutional supervisors). As well as increasing external oversight institutions such as (mass) media, NGO's (Non-Governmental Organization's), and NGO's (Non-Governmental Organizations). Increased supervision is carried out mainly related to the use of technology. The use of technology-based so that it can reflect a bureaucracy that is creative, adaptive and that society is not bound by bureaucratic money-oriented behavior.

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