International Journal of Education, Vocational and Social Science
https://e-journal.citakonsulindo.or.id/index.php/IJEVSS
E-ISSN : 2963 4954
IJEVSS

Analysis of Social Development Performance in the Education Sector Based on Net Enrollment Rate in Gorontalo City

Djunaida Kandow[1]
[1]Regional Development Planning Agency (Bappeda) of Gorontalo City, Indonesia
Mohammad Zubair Hippy[2]*
[2,] Gorontalo State University, Indonesia
Siti Rahmatia Machieu[3]
[3]Gorontalo State University, Indonesia
Dian Rahayu Maku[4]
[4,]Regional Development Planning Agency (Bappeda) of Gorontalo City, Indonesia
Mustakim Mokoginta[5]
[5,] Regional Development Planning Agency (Bappeda) of Gorontalo City, Indonesia
Indriyati Lanangawa[6]
[6,]Regional Development Planning Agency (Bappeda) of Gorontalo City, Indonesia
Meilan Daud[7]
[7]Regional Development Planning Agency (Bappeda) of Gorontalo City, Indonesia

*Corresponding Author: mohammadzubair@ung.ac.id

Abstract

Social development in the education sector plays a strategic role in enhancing the quality of human resources, particularly in regions such as Gorontalo City, which is currently facing challenges in education access and participation. This study aims to analyze the performance of social development through the indicator of Net Enrollment Rate (NER) at the elementary, secondary, and tertiary education levels. The research employed a mixed-method approach with an explanatory sequential design, combining quantitative analysis of NER data from 2014–2024 and forecasting for 2025–2030 using regression, exponential smoothing, and ARIMA methods. This was complemented with in-depth interviews with relevant stakeholders. The findings reveal that the NER for primary schools is approaching its maximum value; however, NERs for junior high schools, senior high schools, and higher education still show disparities and fluctuations, driven by economic, social, and digital infrastructure limitations. The COVID-19 pandemic has further

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exacerbated these conditions. The study concludes that improvements in NER heavily rely on the continuity of affirmative policies and digital transformation in education. Therefore, it is recommended that local governments strengthen multi-sector collaboration, expand scholarship programs, and accelerate equitable education digitalization to promote equal access and sustainably increase educational participation at all levels.

Keywords: Net Enrollment; Education; Development; Social; Forecasting

INTRODUCTION

Education constitutes one of the crucial aspects in the social development of a region that contributes to the overall progress of societal welfare. In Indonesia, participation rates in education serve as an important indicator in assessing the success of the education system. The Net Enrollment Rate (NER) reflects the proportion of school-age population who are actually attending school, and this is highly essential to ensure educational accessibility across various regions (Faradiba & Nomleni, 2024). Constructing adequate educational infrastructure and supporting educational access is a major challenge, particularly in regions such as Gorontalo City, where the need to improve the quality of education is highly urgent (Zulekha & Muhsin, 2020).

Regencies or cities in Indonesia often have different characteristics and challenges in the development of education. Previous research has shown that educational mapping using biplot analysis can assist in understanding differences and similarities between regions based on educational variables (Pogalin et al., 2020). This approach enables policymakers to formulate more effective strategies in order to improve educational achievement, specifically in increasing the net enrollment rate in Gorontalo City.

Gorontalo City, as one of the regions in Indonesia, possesses significant potential in developing the education sector. However, there are still challenges faced, particularly related to infrastructure and the allocation of the education budget. Research conducted by Dahiri (Dahiri, 2023) reveals that there is a positive relationship between education budget spending and the increase in school participation rates, demonstrating the importance of investment in this sector as a means to support the success of education. A deep understanding of the performance of social development in the field of education is essential in designing appropriate policies.

Good education planning involves collaboration among local government, community, and educational institutions. In this regard, the strategy of developing good socio-economic infrastructure has been proven effective in enhancing the quality of education in Batang Regency

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(Zulekha & Muhsin, 2020). The application of such strategies can be implemented in Gorontalo City by considering local needs and context, with the ultimate goal of increasing the Net Enrollment Rate (NER).

As an indicator of success in education, NER reflects the high level of children's participation in education, which in turn has a positive impact on overall human development (Yoku et al., 2023). Based on studies covering the period from 1994 to 2022, the trend of NER in Indonesia provides an overview that requires further follow-up for improvement in order to achieve national targets in the education sector (Faradiba & Nomleni, 2024). This highlights the importance of this study in understanding the dynamics of educational participation in specific areas, including Gorontalo City.

The analysis of educational development performance in Gorontalo City also needs to consider factors that influence the level of success in education, including economic indicators, social aspects, and the quality of education (Dahiri, 2023). With a comprehensive analytical approach, as demonstrated by Safira and Wibowo (Safira & Wibowo, 2021), valuable data can be obtained to formulate education policies that are more responsive to the needs of the local community. Therefore, this study focuses on the measurement and analysis of NER as one of the tools to evaluate the effectiveness of implemented education policies.

Schools as educational institutions play a central role in encouraging community participation. The performance of school principals also significantly contributes to creating a quality culture that is able to attract student interest (Ladjo et al., 2023). Therefore, understanding the key role of school principals in improving the quality of education is an important step in analyzing the NER in Gorontalo City. This research will delve deeper into the strategies and methods that can be used to enhance educational participation in this area.

The importance of better access to education in Gorontalo City is also related to government efforts in providing adequate educational facilities to improve education quality. In line with the increasing allocation of public funding in education, it is expected that NER will also experience a significant rise, as a positive implication of such policies (Tafalas, 2022). This indicates that understanding strategies for allocating education funds must become an integral part of this study.

Based on the previous explanation, this research aims to provide data-based recommendations in order to improve the Net Enrollment Rate in Gorontalo City. With in-depth, it is expected that education policies in this region can be formulated more effectively to achieve better and sustainable educational outcomes for the Gorontalo society.

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LITERATURE REVIEW

Social Development Performance

Social development performance refers to the efficiency and effectiveness of efforts by both the government and society in creating improvements in social welfare within the context of sustainable development. According to Colina (Colina, 2021), development policies that focus on social and economic programs have a significant impact on the welfare of the community. Research by Hadiansyah (Hadiansyah, 2025) highlights the importance of transparency and accountability in budget management, where budget efficiency becomes the key to achieving optimal social development performance. In addition, recommendations from Aiman (Aiman, 2025) suggest that corruption mitigation can positively contribute to the utilization of the education budget, which is directly related to the enhancement of social performance. Thus, social development performance can be measured not only through economic indicators but also through public participation and the quality of public services delivered (Colina, 2021; Hadiansyah, 2025; Aiman, 2025).

Macro Education Indicators

Macro education indicators function to assess the performance of the education system in a broader context, including economic growth and social development. Aiman (Aiman, 2025) explains that good management of educational resources is essential to achieving optimal outcomes, and improving the quality of education has implications for overall economic growth. Lee et al. (Lee et al., 2024) add that factors such as access to higher education and extracurricular activities can influence social mobility and the education of future generations. Furthermore, research by Khosravi et al. (Khosravi et al., 2024) shows that education policies at the macro level must align with local needs to achieve better results. Therefore, macro education indicators must include cultural, social, and economic aspects to provide a comprehensive picture of overall education performance (Aiman, 2025; Lee et al., 2024; Khosravi et al., 2024).

Net Enrollment Rate

The Net Enrollment Rate (NER) is one of the key indicators in assessing the accessibility and success of the education system, representing the proportion of learners at various levels of education who are appropriately enrolled. According to Xu and Lv (Xu & Lv, 2022), various factors such as the socio-economic level of the family and government policies significantly influence the NER, where communities with better access to education show higher participation rates.

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Hadiansyah (Hadiansyah, 2025) emphasizes the importance of education budget efficiency to support improvements in NER, where all these efforts should also consider social inclusion and the reduction of inequality. In addition, a study by Zapfe (Zapfe, 2025) affirms that the design of the education system should take into account differences in student abilities and learning opportunities in order to effectively increase NER. Thus, NER is not merely a number but also reflects social justice in the provision of quality education access for all segments of the population (Xu & Lv, 2022; Hadiansyah, 2025; Zapfe, 2025).

METHODOLOGY

The location of this research is Gorontalo City, utilizing secondary data sourced from the Regional Development Planning Agency (Bappeda) of Gorontalo City, the official website of BPS (Statistics Indonesia) of Gorontalo City, and the website of BPS of Gorontalo Province. The implementation of the research is in the year 2025. This study employs a Mixed Method research approach. Mixed Method is a research approach that combines quantitative and qualitative approaches using a specific design to answer the research objectives. The Mixed Method in this study is identical to the Explanatory Design method, where the primary results are quantitative (secondary data), which are then supported by qualitative findings (stakeholder interviews to reinforce the discussion). Data analysis conducted includes not only system dynamics analysis using Vensim, but also forecasting analysis using a combination of regression, exponential smoothing, and ARIMA methods.

RESULT

The performance of social development in the educational aspect refers to the evaluation and measurement of the effectiveness of efforts made to improve the education system and the provision of educational services to society. This involves several factors and indicators used to assess the extent to which educational goals and social progress have been achieved within a region or country. The Net Enrollment Rate (NER) is an indicator that measures the percentage of school-aged children who are enrolled at the appropriate level of education compared to the total number of children who should be at that level. NER reflects the level of student involvement or participation in the education system. It is an important metric in evaluating access and participation in education.

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1. Net Enrollment Rate (NER) for Primary Schools

The NER for primary education is the percentage of children aged 7–12 years who are enrolled at the primary school level according to their age, compared to the total population in that age group. This number reflects the success of the education system in reaching children of primary school age. Existing data on the Net Enrollment Rate (NER) for primary schools in Gorontalo City from 2014 to 2024 and the forecasting from 2025 to 2030 are as follows:

Table 1: Net Enrollment Rate (NER) for Primary Education in Gorontalo City (Existing and Forecasting)

Year	Existing	Forecasting		
		Moderate	Pesimistic	Optimistic
2014	97.16			
2015	96.99			
2016	99.40			
2017	100.00			
2018	99.68			
2019	99.66			
2020	100.00			
2021	99.96			
2022	99.97			
2023	99.73			
2024	98.83			
2025		98.94	97.31	100.00
2026		99.61	98.34	100.00
2027		99.84	98.86	100.00
2028		99.77	98.92	100.00
2029		99.79	99.06	100.00
2030		99.91	99.20	100.00

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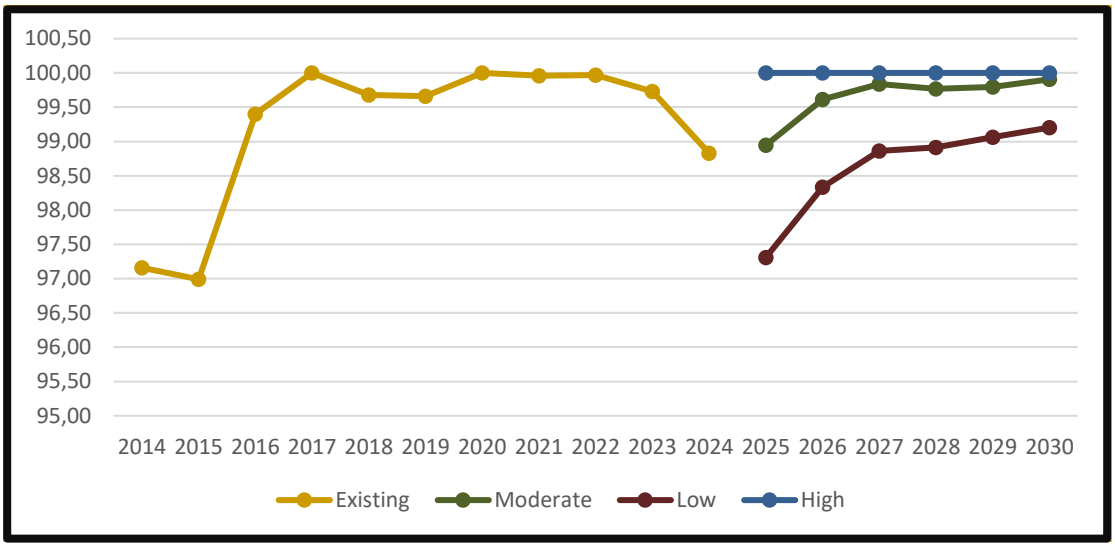


Figure 1: Net Enrollment Rate (NER) for Primary Education in Gorontalo City (Existing and Forecasting)

The Net Enrollment Rate (NER) for primary education in Gorontalo City shows significant fluctuations throughout the period from 2014 to 2024. In 2014, the NER was recorded at 97.16% and experienced a slight decrease in 2015 to 96.99%. However, in 2016, there was a significant increase reaching 99.40% and peaked in 2017 at 100%. This achievement reflects the success of the local government in promoting access to primary education for all school-aged children. The consistent implementation of the 9-year compulsory education program and the provision of educational assistance such as the Indonesia Smart Card (KIP) and Family Hope Program (PKH) were key factors in increasing NER. In addition, collaboration between schools, local government, and society in supporting children to remain in school contributed positively to the primary school participation rate in Gorontalo City.

However, from 2018 to 2024, NER experienced fluctuations although it remained at relatively high levels. The year 2018 showed a slight decrease to 99.68% and stagnated in 2019 at 99.66%. In 2020, NER returned to 100% but slightly dropped to 99.96% in 2021 and 99.97% in 2022. A sharper decline occurred in 2023 and 2024, with NER decreasing to 99.73% and 98.83%, respectively. This decline was caused by various factors, including the impact of the COVID-19 pandemic, which disrupted the learning process. Limited access to technology for students in certain areas, especially in peripheral regions, was one of the main causes. Furthermore, socio-economic factors such as rising poverty rates due to the pandemic affected parents' ability to

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support their children's education.

In the moderate scenario, the NER for primary education in Gorontalo City is projected to gradually increase from 98.94% in 2025 to 99.91% in 2030. This projection is based on the assumption that the local government will continue to improve educational access through affirmative policies such as scholarships, school infrastructure improvement, and educational digitalization programs. Digital transformation in the education sector, such as the implementation of technology-based learning (e-learning) and digital-based school administration systems, plays an important role in improving efficiency and student participation. Additionally, collaboration between government, the private sector, and society to provide inclusive educational facilities will strengthen primary school participation. Efforts to expand internet access in remote areas are also a crucial factor in supporting the future increase of NER.

The pessimistic scenario projects slower growth, with NER increasing from 97.31% in 2025 to 99.20% in 2030. This slowdown may be caused by various challenges such as unequal access to educational facilities, particularly in marginal areas, and low digital literacy among the community. If digital transformation is not implemented evenly, it will be difficult for students in remote areas to engage in technology-based learning. Moreover, unstable economic conditions may increase school dropout rates, especially among low-income families. A lack of coordination between educational institutions, the government, and society in ensuring children remain in school could also hinder the increase in NER. If these issues are not addressed immediately, the goal of equitable access to education in Gorontalo City will be difficult to achieve in the near future.

The optimistic scenario projects NER to remain stable at 100% from 2025 to 2030. This achievement is possible if digital-based economic transformation is fully implemented in the education sector. The government can utilize information technology to provide flexible and inclusive learning access for all students. Programs such as digital schools, technology-based teacher training, and the provision of learning devices for underprivileged students will support the achievement of 100% NER. Additionally, partnerships with the private sector in providing technology-based learning facilities and CSR programs in education are also key factors in driving full participation in primary education. With this strategy, Gorontalo City can achieve and maintain NER at the maximum level, ensuring that every school-aged child has equal access to basic education.

Technology-based education drives learning innovation and the provision of more equitable digital infrastructure. Poverty reduction and the improvement of community welfare are reflected in inclusive educational access and affirmative policies that support students from

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disadvantaged families. By integrating technology in the education sector, Gorontalo City can strengthen its knowledge-based economic foundation, improve the quality of human resources, and promote socio-economic development in the region.

2. Net Enrollment Rate (NER) for Junior high school

The Net Enrollment Rate (NER) for junior high school is the percentage of children aged 13–15 years enrolled in junior high school (SMP) at the appropriate age compared to the total population in that age group. This indicator reflects the level of access and participation of adolescents in junior high school. Existing data on the Net Enrollment Rate (NER) for junior high school in Gorontalo City from 2014 to 2024 and the forecasting from 2025 to 2030 are as follows:

Table 2: Net Enrollment Rate (NER) for Junior high school in Gorontalo City (Existing and Forecasting)

Year	Existing	Forecasting		
		Moderate	Pesimistic	Optimistic
2014	69.77			
2015	56.57			
2016	63.41			
2017	81.50			
2018	71.64			
2019	72.03			
2020	71.14			
2021	74.36			
2022	73.87			
2023	69.02			
2024	69.70			
2025		73.81	65.40	82.22
2026		74.76	69.37	80.16
2027		75.55	70.31	80.80
2028		76.33	71.08	81.58
2029		77.10	71.84	82.36
2030		77.87	72.61	83.13

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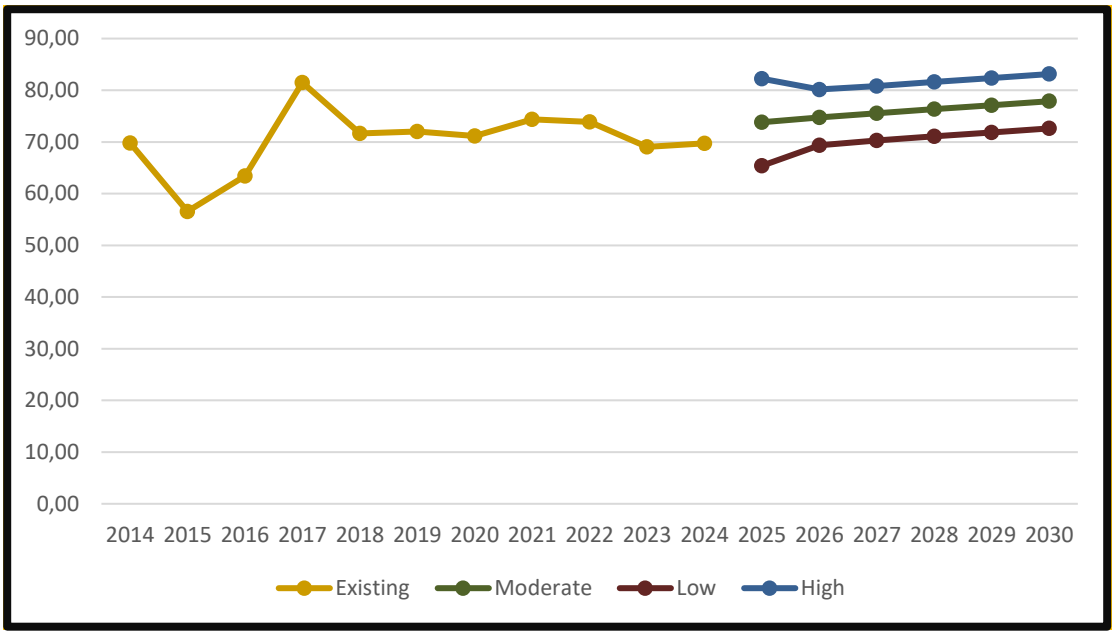


Figure 2: Net Enrollment Rate (NER) for Junior high school in Gorontalo City (Existing and Forecasting)

The Net Enrollment Rate (NER) for Junior high school (SMP) in Gorontalo City shows significant fluctuations during the period from 2014 to 2024. In 2014, the NER was recorded at 69.77%, but sharply declined to 56.57% in 2015. However, in 2016, it rose to 63.41%, followed by a significant surge to 81.50% in 2017. This increase can be attributed to government programs such as School Operational Assistance (BOS), which alleviated the burden of education costs, and the 9-year compulsory education policy which began to be implemented effectively. In addition, educational awareness campaigns involving local governments and social institutions also encouraged student participation at the junior secondary level.

Although it reached its peak in 2017, the NER experienced a decline in the following years. In 2018, this figure dropped to 71.64% and only slightly increased to 72.03% in 2019. The decline may have been caused by economic and social factors, where many students from low-income families chose to work to help their parents rather than continue their education. In 2020, NER dropped again to 71.14%, likely due to the impact of the COVID-19 pandemic, which caused remote learning and limited access to technology among students. Although there was an increase to 74.36% in 2021, NER dropped again to 69.02% in 2023 before slightly increasing to 69.70% in 2024. This instability reflects ongoing challenges in maintaining student participation at the junior

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secondary level, particularly among economically vulnerable groups.

In the moderate scenario, NER for junior high school in Gorontalo City is projected to gradually increase from 73.81% in 2025 to 77.87% in 2030. This increase is driven by consistent educational policies such as the improvement of access to technology-based education facilities, digitalization of learning, and provision of educational incentives for students from underprivileged families. In addition, the enhancement of education quality through teacher training and development of technology-based curricula can increase student motivation to pursue further education. Support from the local government in expanding internet networks in remote areas and integrating educational information systems is also expected to facilitate access to learning for all students. With government commitment and multi-sector collaboration, NER is expected to continue increasing gradually.

The pessimistic scenario projects slower growth in NER, increasing only from 65.40% in 2025 to 72.61% in 2030. The main factors causing the slow growth of NER in this scenario include limited access to technology for students in disadvantaged areas, economic inequality, and low awareness of the importance of secondary education. If digital transformation does not occur evenly, students in rural areas will face difficulties accessing technology-based learning. Moreover, unstable economic conditions may increase school dropout rates as many families prioritize basic needs over education. If affirmative policies such as scholarships and education subsidies are not strengthened, NER growth will be difficult to achieve at an optimal level in the long term.

In the optimistic scenario, NER for junior high school in Gorontalo City is projected to increase rapidly from 82.22% in 2025 to 83.13% in 2030. This projection assumes that digital transformation in the education sector is implemented effectively and evenly across all regions. The application of information technology in the learning process, such as e-learning and digital education platforms, is expected to enhance accessibility and flexibility of learning. Additionally, partnerships between the government and private sector in providing technology-based educational facilities will accelerate the increase of NER. Social welfare programs such as digital-based education assistance will also facilitate the distribution of funds to students in need, thereby reducing dropout rates. With this strategy, Gorontalo City can achieve a high and equitable level of participation in secondary education across all segments of society.

3. Net Enrollment Rate (NER) for Senior high school

The Net Enrollment Rate (NER) for senior high school refers to the percentage of

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adolescents aged 16–18 years who are enrolled at the senior high school (SMA) level according to their age, compared to the total population in that age group. This indicator reflects the affordability and participation in upper secondary education. Existing data on the Net Enrollment Rate (NER) for senior high school in Gorontalo City from 2014 to 2024 and its forecasting for 2025–2030 are presented below:

Table 3: Net Enrollment Rate (NER) for Senior high school in Gorontalo City (Existing and Forecasting)

Year	Existing	Forecasting		
		Moderate	Pesimistic	Optimistic
2014	66.89			
2015	66.01			
2016	61.00			
2017	52.02			
2018	56.30			
2019	56.69			
2020	54.94			
2021	57.75			
2022	59.11			
2023	58.97			
2024	61.38			
2025		60.78	58.70	62.86
2026		62.92	59.78	66.05
2027		63.13	59.37	66.90
2028		64.81	60.85	68.77
2029		65.38	61.23	69.53
2030		66.79	62.61	70.97

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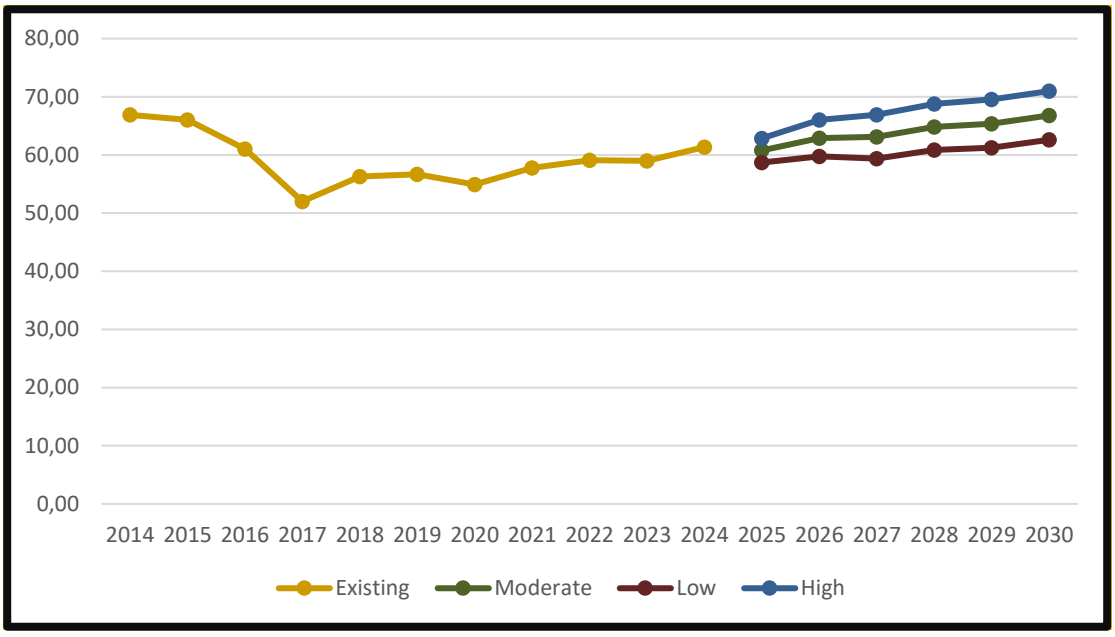


Figure 3: Net Enrollment Rate (NER) for Senior high school in Gorontalo City (Existing and Forecasting)

The Net Enrollment Rate (NER) for Senior high school (SMA) in Gorontalo City shows significant fluctuations during the period from 2014 to 2024. In 2014, NER was recorded at 66.89%, and slightly decreased to 66.01% in 2015. This decline may have been caused by several factors, including limited access to education in certain areas and economic pressures leading some students to choose employment directly after completing junior high school. A sharper decline occurred in 2017, when the NER dropped to 52.02%. One of the main causes may be the lack of financial support and limited awareness of the importance of advanced education among low-income communities. Although government programs such as the Indonesia Smart Card (KIP) exist, socio-economic challenges continue to pose major obstacles in increasing participation at the senior secondary level.

After reaching its lowest point in 2017, the NER for senior high school in Gorontalo City began to show a gradual upward trend. In 2018, NER rose to 56.30%, and continued to slightly increase to 56.69% in 2019. This improvement can be attributed to various local government initiatives encouraging students to continue their education to a higher level, including scholarship provision and awareness campaigns on the importance of senior high school. However, in 2020, NER declined again to 54.94%, likely due to the impact of the COVID-19 pandemic. The pandemic caused many students to struggle with online learning due to limited access to technology and

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digital infrastructure. Although NER rose again in subsequent years, reaching 61.38% by 2024, the figure still indicates significant challenges in ensuring equal access to senior high school for all students.

In the moderate scenario, NER for senior high school in Gorontalo City is projected to increase gradually from 60.78% in 2025 to 66.79% in 2030. This increase is assumed to occur in line with improvements in technology-based educational access, enhanced learning facilities, and the implementation of inclusive education policies. The government is expected to continue expanding educational assistance programs and improving digital infrastructure in remote areas. Furthermore, cooperation with the private sector in providing technology-based learning facilities may increase student participation at the senior secondary level. Programs such as curriculum digitalization and the development of e-learning platforms will enable students to access learning flexibly, even in previously hard-to-reach areas. With consistent policies and multi-sectoral support, NER is predicted to experience steady growth under this scenario.

The pessimistic scenario projects slower growth in NER, increasing only from 58.70% in 2025 to 62.61% in 2030. This scenario reflects ongoing challenges in providing equitable access to education, particularly for communities with low economic status. Without significant efforts to improve technological infrastructure and expand social welfare programs, many students will continue to face barriers to continuing their education at the senior secondary level. Moreover, the digital divide in rural or underserved areas may slow down the growth of NER. Other factors such as low awareness of the importance of education and economic needs that force students to work at a young age also contribute to the slow growth of NER in this pessimistic scenario.

Conversely, the optimistic scenario projects a more significant increase in NER, from 62.86% in 2025 to 70.97% in 2030. This growth is expected to occur if Gorontalo City successfully implements a comprehensive digital-based economic transformation. Strengthening the digital education ecosystem, increasing teacher capacity through technology-based training, and expanding internet access will be the main drivers of NER growth in this scenario. Moreover, collaboration with private institutions to provide digital-based scholarships and online learning assistance will help reduce dropout rates. If these efforts are combined with economic empowerment programs that reduce poverty among low-income families, the NER for senior high school in Gorontalo City could grow faster and reach optimal levels in the coming years.

4. Net Enrollment Rate (NER) for Higher Education

The Net Enrollment Rate (NER) for higher education is the percentage of individuals aged

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19–23 years who are enrolled in higher education at the appropriate age compared to the total population in that age group. This figure reflects access and participation of the community in tertiary education. Existing data on the Net Enrollment Rate (NER) for higher education from 2014 to 2024 and forecasting for Gorontalo City from 2025 to 2030 are presented below:

Table 4: Net Enrollment Rate (NER) for Higher Education in Gorontalo City (Existing and Forecasting)

Year	Existing	Forecasting		
		Moderate	Pesimistic	Optimistic
2014	43.61			
2015	43.74			
2016	43.87			
2017	42.85			
2018	43.75			
2019	42.93			
2020	49.01			
2021	44.74			
2022	44.74			
2023	42.82			
2024	42.38			
2025		45.33	43.67	46.98
2026		44.19	42.63	45.74
2027		43.85	42.20	45.51
2028		43.52	41.91	45.14
2029		44.11	42.47	45.76
2030		45.68	44.05	47.31

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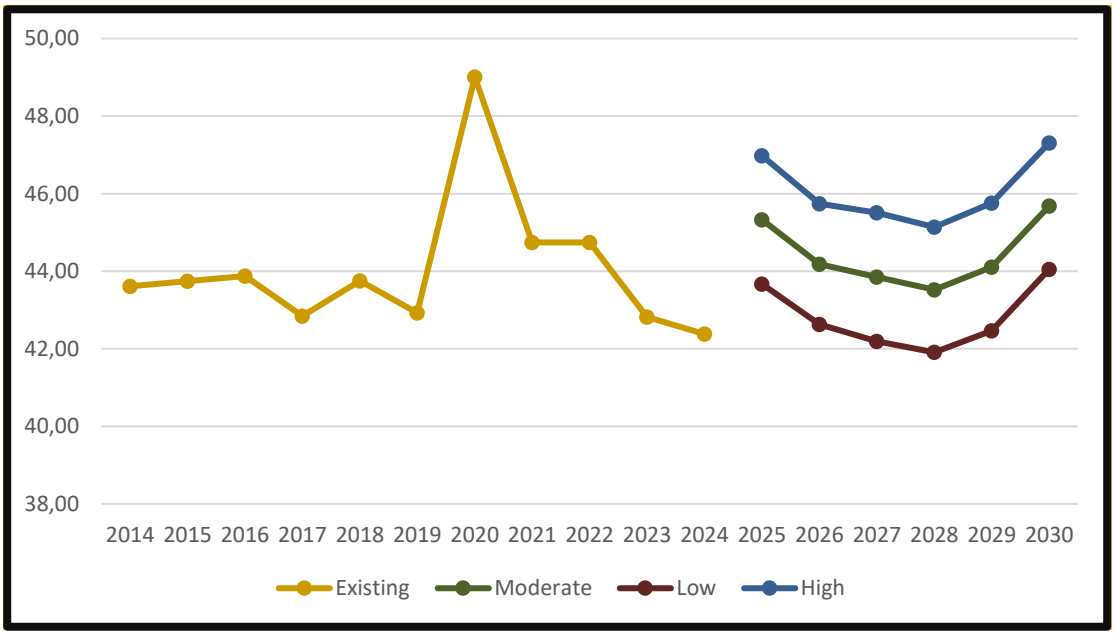


Figure 4: Net Enrollment Rate (NER) for Higher Education in Gorontalo City (Existing and Forecasting)

The Net Enrollment Rate (NER) for higher education in Gorontalo City shows considerable fluctuation from 2014 to 2024. In 2014, NER was recorded at 43.61% and slightly increased to 43.74% in 2015, followed by another small rise to 43.87% in 2016. However, in 2017, there was a decrease to 42.85%, most likely caused by economic factors that limited the community's ability to pursue higher education. In addition, inequality in access to tertiary education, especially in peripheral areas, may be a key reason behind the decline in participation. Although a rise occurred in 2018 to 43.75%, this figure dropped again in 2019 to 42.93%. Other contributing factors to this fluctuation include the limited availability of scholarship programs and high tuition fees, which serve as barriers for many prospective students in Gorontalo City.

An interesting trend appeared in 2020, when the NER for higher education surged to 49.01%. This significant increase was driven by various government programs to expand access to higher education through policies such as Kartu Indonesia Pintar (KIP) Kuliah and increased capacity in local universities. However, this surge did not last, as the rate sharply declined to 44.74% in 2021 and stagnated in 2022. This decline was likely caused by the impact of the COVID-19 pandemic, which placed economic pressure on many families, reducing their capacity to finance higher education. In addition, the online learning model implemented during the pandemic created significant challenges for students in areas with limited internet access. By

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2024, NER continued to decline to 42.38%, highlighting unresolved structural challenges, including socio-economic disparities and a lack of support for students from vulnerable groups.

In the moderate scenario, the NER for higher education in Gorontalo City is projected to gradually increase from 45.33% in 2025 to 45.68% in 2030. This increase is assumed to result from increasingly inclusive government policies, such as increasing scholarship quotas and strengthening digital-based education infrastructure. Furthermore, collaboration between government and universities to provide vocational and industry-based education programs is expected to foster broader participation. Support from the digital ecosystem through e-learning and hybrid learning models will also improve accessibility for prospective students previously limited by geographic or economic constraints. If these initiatives are consistently implemented, participation in higher education can increase slowly but steadily in Gorontalo City.

In contrast, under the pessimistic scenario, NER for higher education is projected to decline from 43.67% in 2025 to 44.05% in 2030. This decline is predicted to occur if economic and social challenges are not addressed effectively. Continuously rising tuition costs without adequate scholarship policies will make it difficult for students from low-income families to pursue higher education. In addition, lack of access to technology and digital infrastructure in peripheral regions may exacerbate educational inequality. Without significant policy interventions—especially to support vulnerable community groups—NER growth will remain slow or even stagnant, limiting opportunities to improve societal welfare through education in the future.

Meanwhile, under the optimistic scenario, NER for higher education in Gorontalo City is projected to increase from 46.98% in 2025 to 47.31% in 2030. This increase is highly dependent on the successful implementation of digital-based economic transformation that supports access to higher education. If the government expands need-based scholarship programs, builds equitable digital infrastructure, and promotes collaboration with industry sectors to create education programs aligned with labor market needs, then NER has the potential to increase significantly. More innovative and accessible distance learning programs will expand opportunities for individuals who previously struggled to access higher education. Furthermore, the availability of Recognition of Prior Learning (RPL) programs for individuals with work portfolios can also boost the motivation to pursue further studies. With consistent support from all stakeholders, Gorontalo City can create a higher education ecosystem that is inclusive and adaptive to the needs of society in the digital era.

Economic transformation in Gorontalo City is closely linked to the increase in NER for higher education through the strengthening of the Smart Economy sub-dimension. In the

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industrial ecosystem, cooperation between universities and industry through internship programs and digital-based training can enhance public interest in continuing to higher education. Poverty reduction and improvement in societal welfare are realized through more inclusive scholarship policies and digital-based economic empowerment programs that enable education access for underprivileged groups. Moreover, the development of digital-based financial transaction ecosystems—such as the efficient and transparent distribution of scholarships—can reduce economic barriers to accessing higher education. With synergy between education policy and digital-based economic transformation, Gorontalo City can promote sustainable growth of NER in higher education and contribute to enhancing human resource competitiveness in the future.

DISCUSSION

Social development in the education sector represents a vital foundation for the advancement of a region, as it reflects the level of participation and access of society to formal education across various levels. This study specifically presents an in-depth analysis of the Net Enrollment Rate (NER) in Gorontalo City, covering four main levels of education: Elementary School (SD), Junior Secondary School (SMP), Senior Secondary School (SMA), and Higher Education. The results of this study provide a comprehensive picture of the extent to which school-aged residents in Gorontalo City actively participate in the education system according to their age groups. By examining the dynamics of NER at each level, this study not only captures the current achievements of educational development but also reveals inequalities, challenges, and potential areas that need to be addressed by the local government and other stakeholders to enhance future social development quality.

The increase in the Net Enrollment Rate (NER) at the elementary level in Gorontalo City, reaching an optimal achievement of 100% in 2017, indicates significant progress in access to education. This can be attributed to the implementation of government policies such as the compulsory education program aimed at improving educational accessibility (Nurcahya et al., 2024). Additionally, the provision of educational assistance through the Indonesia Smart Card (KIP) has also contributed to increased participation (Fadillah, 2025). With a high NER value, this achievement reflects the success of collaboration between the local government, community, and educational institutions in ensuring continuity of education for children, despite fluctuations caused by the significant impact of the COVID-19 pandemic (Syafar et al., 2024). The recent decline in NER marks challenges in sustaining educational participation, with economic and social factors contributing significantly (Triwiyanto et al., 2023). The success of education should be measured

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not only by participation figures but also by taking into account the social and economic contexts affecting children's attendance, especially in remote areas (Fidiyah et al., 2022).

The positive projection of NER for the coming years, both under moderate and optimistic scenarios, brings hope for more inclusive educational achievement in Gorontalo. This optimism is based on government efforts to improve infrastructure, implement technology in education, and strengthen capacity-building programs (Naharin et al., 2023). Digital transformation in the education system has proven to help reach more students, but access challenges remain, particularly in underserved areas (Nabilla et al., 2023). However, the pessimistic scenario shows that educational disparities remain a barrier, especially concerning access to technology and economic support for low-income families (Ayu & Qibthiyyah, 2023). If these challenges are not addressed properly, they will hinder the achievement of targets set in accordance with the principles of inclusive and equitable education as outlined in the Sustainable Development Goals (SDGs) (Khairani et al., 2024). Thus, the quality of education is not only determined by participation rates but also by the creation of a supportive environment where every child has equal opportunities to learn and grow.

The Net Enrollment Rate (NER) for Junior Secondary School in Gorontalo City shows significant fluctuation from 2014 to 2024. According to the data, NER in 2014 was 69.77%, but dropped sharply to 56.57% in 2015 before rising significantly to 81.50% in 2017. This increase can be linked to government programs such as School Operational Assistance (BOS) which effectively reduced education costs, and the implementation of the 9-year compulsory education policy, which had a positive impact on access (Faradiba & Nomleni, 2024). In this context, it is important to highlight that fluctuations in participation rates may be influenced by socio-economic dynamics, and in many cases, a policy does not operate under ideal conditions. For example, the decline in NER after 2017 may have been caused by several factors, including the impact of the COVID-19 pandemic, which made it difficult for many students to access proper education. This is consistent with research showing that favorable economic conditions influence the education decisions of parents and students (Gultom et al., 2025).

Future projections based on moderate scenario analysis indicate that NER is expected to gradually increase to 77.87% by 2030. This growth is supported not only by sustainable government policies but also by initiatives to improve educational infrastructure and digitalized learning. Previous research has emphasized that technology adoption in education can enhance learning quality and boost student motivation (Safira & Wibowo, 2021). Conversely, under a pessimistic scenario, stagnant NER suggests that without strong interventions, inequalities in

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educational access will remain a challenge. Looking at other studies on the role of education programs in underprivileged regions, economic instability and access to educational resources play a major role in determining the success of an education system (Utama & Soesanti, 2019; Warsihna, 2019). Therefore, the creation of affirmative policies and the strengthening of cooperation between the public and private sectors are essential to achieving the expected education targets and ensuring that all students can access proper education.

The Net Enrollment Rate (NER) for Senior Secondary School in Gorontalo City reflects both the dynamics and challenges of educational development in the region. Between 2014 and 2024, NER experienced significant fluctuation; one of the most notable was the sharp drop in 2017 to 52.02%, allegedly due to economic factors and limited access to education. This phenomenon aligns with the concept of educational decentralization, which emphasizes the need to improve access and equity in education to produce quality human resources (DP, 2015). Furthermore, programs such as the Indonesia Smart Card (KIP) have not been fully effective in addressing poverty issues that hinder student participation (Dahiri, 2023). The link between education and socio-economic factors is crucial, as prior studies have shown that financial aid and improved school infrastructure positively contribute to increased education participation, especially for low-income groups (Sitanggang, 2023). In other words, achieving inclusive and sustainable educational goals requires a multi-sectoral approach that integrates social policy with educational initiatives.

Following the decline in previous years, NER in Gorontalo City showed signs of improvement, reaching 61.38% in 2024, with projections for the coming years indicating a gradual increase, particularly under the optimistic scenario. This projection suggests that improved technology-based access to education and support from the private sector can significantly impact student participation. Initiatives such as economic empowerment programs and capacity-building for teaching are expected to contribute to the achievement of universal secondary education goals (Warsihna, 2019). Previous studies have also emphasized the importance of distance learning as an alternative to support participation in secondary education (Warsihna, 2019). The optimistic scenario predicting NER growth to 70.97% by 2030 demands concrete action from the government and the community to create a stronger and more inclusive educational ecosystem. Therefore, to realize an optimal educational vision, close collaboration between government, community, and the private sector becomes a necessity that must be pursued.

The Net Enrollment Rate (NER) for higher education in Gorontalo City has shown a fluctuating trend during the 2014–2024 period, reflecting various factors influencing public access to tertiary education. The sharp rise in NER in 2020 to 49.01% can be explained by the KIP Kuliah

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program, which aims to increase accessibility to education for low-income communities. The decline that followed, especially in 2021 and stagnation in 2022, indicates the significant impact of the COVID-19 pandemic, which not only constrained family finances but also altered educational dynamics through online learning, posing challenges—particularly regarding access to technology in areas with poor internet infrastructure (Wicaksono, 2023). This widened the education gap among different socio-economic groups.

Overall, these NER fluctuations reflect the complex challenges faced by the education system in Gorontalo, including inequality in higher education access, which requires more attention from policymakers. Looking ahead, projections for NER under moderate, pessimistic, and optimistic scenarios reflect a deep understanding of how education strategies can adapt to societal needs. Under the optimistic scenario, NER is projected to reach 47.31% by 2030, if continuous support from all parties, including inclusive government policies and collaboration with industry sectors, is successfully implemented (Alfarizi, 2023). Success in increasing participation rates greatly depends on the ability to build better educational infrastructure and more accessible scholarship programs. This aligns with literature that shows a positive relationship between vocational education programs and public participation in higher education (Lenama et al., 2023). Conversely, in the pessimistic scenario, mounting economic pressures and lack of attention to vulnerable groups may cause stagnation in education participation, resulting in long-term consequences for the community's ability to access adequate higher education. This challenge highlights the importance of active involvement from both government and the private sector so that education policy is not only strategic but also practical and implementable, ensuring equal access to higher education for all societal layers (Ariyani et al., 2023).

CONCLUSION

The performance of social development in the education sector in Gorontalo City, as measured by the Net Enrollment Rate (NER) indicator at all levels of education, has experienced fluctuations influenced by social, economic, and educational policy factors. The NER for elementary education has generally reached high levels, approaching or attaining 100%, indicating the success of implementing compulsory education programs, education assistance such as KIP and PKH, as well as the synergy between the government, society, and educational institutions. However, at the junior secondary, senior secondary, and higher education levels, the NER still reflects significant disparities, with uneven and stagnant achievements, particularly among low-income families. The COVID-19 pandemic marked a major turning point that lowered the NER,

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primarily due to technological access barriers and economic pressures. Projections up to the year 2030 under moderate, pessimistic, and optimistic scenarios indicate that the increase in NER is highly dependent on the continuity of affirmative policies, digital transformation, and inclusive and adaptive community economic empowerment that responds to the educational needs of local communities.

Based on these findings, this study recommends that the Gorontalo City Government strengthen multi-layered policy interventions for each level of education, focusing on reducing disparities in access and participation, especially in junior secondary, senior secondary, and higher education. Affirmative programs such as scholarships, KIP Kuliah, and education subsidies must be enhanced in both coverage and effectiveness, targeting vulnerable groups more accurately. Technology-based educational transformation needs to be accelerated through the provision of equitable digital infrastructure, teacher training in e-learning methods, and the development of contextual, 21st-century skill-based curricula. Cross-sector collaboration between local government, educational institutions, society, and the private sector is key to expanding the reach and quality of education services. The government should also promote vocational and job-skills-based education programs so that education becomes more relevant to labor market needs and serves as a means of social mobility for the younger generation in Gorontalo City.

FUTURE DIRECTIONS

In the future, the direction of education development in Gorontalo City must focus on the integration of the education system with digital economic development and the strengthening of technological literacy from an early age. Further research may explore the relationship between NER and the quality of education and learning outcomes at each level of education. In addition, longitudinal studies are needed to examine the impact of educational digitalization policies on NER in remote areas and among marginalized groups. The local government also needs to build a real-time data-based monitoring and evaluation system to track the development of NER dynamically and responsively. Innovations in education financing, such as blockchain-based scholarship platforms or CSR collaborations from the private sector, can serve as new strategies to strengthen access to higher education. Efforts to build an integrated education ecosystem with the development of smart city and smart economy initiatives will be a strategic step in ensuring sustainable growth in NER and equitable improvement in human resource quality in the future.

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