



Policy and Implementation of Supervision in Efforts to Improve the Quality of Education

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Abstract: The quality of Indonesian education remains low in Asia, ranking below Vietnam and 12th out of 12 surveyed countries, while placing 37th out of 57 globally in competitiveness. To address this, strategic efforts through educational supervision are crucial. This descriptive qualitative study, conducted at the Office of the Ministry of Religious Affairs of Indramayu Regency, aims to analyze academic supervision, managerial supervision, supporting and inhibiting factors, and quality improvement policies for Madrasah Ibtidaiyah supervisors using interviews, observations, documentation, and triangulation. The results indicate that academic supervision is executed through planning, implementation, and reporting stages, while managerial supervision encompasses managing the curriculum, teaching staff, student affairs, personnel, facilities, public relations, and finance. Supporting factors include the proactive roles of teachers, principals, and supervisors, whereas inhibiting factors involve limited supervisor numbers, resistance to paradigm shifts, inadequate facilities, low teacher competency, weak coordination, and suboptimal regulation dissemination. Furthermore, policies to enhance supervisor quality are implemented by strengthening professionalism, career development, and education quality. To overcome existing constraints, this study recommends the implementation of innovative learning, strengthening technological facilities, improving teacher qualifications, and optimizing budgets and scholarships in a targeted manner.

Keywords: educational policy; implementation of supervision; madrasah supervision; quality of education.

Introduction

The quality of Indonesian education continues to face various serious challenges. According to a survey by the Political and Economic Risk Consultant (PERC), Indonesia's education quality ranks 12th out of 12 Asian countries, even below Vietnam. Data from the World Economic Forum in Sweden (2000) also shows Indonesia's low competitiveness, ranking 37th out of 57 countries surveyed worldwide. The same institution also noted that Indonesia remains a follower in technological mastery among 53 countries, rather than a leader. This situation indicates that the education sector, as a foundation for human resource development, has not been fully capable of driving increased national competitiveness (Basuki, 2022). The Human Development Report published by the UNDP in 2003 ranked Indonesia 112th out of 175 countries, far below Malaysia and Thailand, which were ranked 58th and 74th, respectively. The Philippines was ranked 85th, while Vietnam was ranked 109th (Prasodjo, 2004). These data reinforce the impression that the quality of Indonesia's human development, one of the factors determining education, still lags behind its neighboring countries in Southeast Asia.

The low quality of education is also reflected in data from the Research and Development Agency (Balitbang) (2003), which shows that of 146,052 elementary schools (SD) in Indonesia, only eight schools received international recognition under the Primary Years Program (PYP) category. Of 20,918 junior

high schools (SMP), only 8 received recognition in the Middle Years Program (MYP) category. Meanwhile, of the 8,036 senior high schools (SMA), only 7 received recognition in the Diploma Program (DP) category. This fact indicates that quantitatively, the number of educational units is very large, but in terms of quality and global recognition, it is still very limited (Handayani & Sukari, 2024).

One factor strongly suspected of contributing to the low quality of national education is the suboptimal education supervision system. Supervision is a crucial link in the education system. If this function is not carried out professionally, it will directly impact the low quality of learning and school management. Efforts to improve education quality through learning improvements must be accompanied by improvements to the supervision system, making it more professional and oriented towards quality improvement. The author's preliminary study indicates that current supervision practices tend to be administratively oriented. The focus of observations is more on physical aspects and the completeness of documents that are easily observed, rather than on the learning process, which is the core of educational activities. As a result, teachers often feel pressured when being supervised because supervision is perceived as an effort to find errors and shortcomings, rather than as a professional development process (Yadnya, 2020).

Conceptually, supervision encompasses control, inspection, and supervision. Control aims to ensure that work is carried out according to the established plan. Inspection is a direct examination of work processes in the field. Supervision, on the other hand, is a form of coaching aimed at improving and enhancing the quality of work. Supervision is a follow-up to control and inspection, implemented based on previous data and findings. In the context of education, supervision is a part of supervision that is oriented towards coaching to improve the quality of learning. Educational supervision is essentially providing assistance to enhance teachers' professional abilities in improving the learning process. Supervision is based on academic principles and scientific principles, with the primary objective being learning activities. The supervisory approach should build on the strengths and innovations already demonstrated by teachers, then develop them into better practices (Aswaruddin et al., 2024). Thus, supervision is not a fault-finding activity, but rather professional assistance to help teachers overcome the various problems they face.

Professional supervision of teachers aimed at improving teaching skills is known as educational supervision. This supervision is an activity that helps teachers improve their professional abilities to improve the learning situations for which they are responsible. In this study, supervision is used as a grand theory that serves as the main conceptual foundation (Arikunto, 2012; Sergiovanni & R.J., 1983; Sutisna, 1999). However, in practice, professional supervision has not been running as it should. The orientation of supervision is still predominantly on administrative and physical aspects of materials, not focused on academic activities that are the core of education. The weak effectiveness of professional assistance from supervisors is believed to be one of the causes of the decline in the quality of learning in schools, which ultimately leads to the low quality of national education (D. dan K. Satori & Aan, 2009).

Education is a government responsibility. Without clear and accountable management, education will lose its direction. Therefore, serious commitment and attention from the government are required. Furthermore, the progress of schools or madrasahs is largely determined by good governance (management). A principal or madrasah head with the appropriate competencies and educational background will be able to mobilize the full potential of the institution to achieve better quality. The role of school or madrasah supervisors is crucial in supporting improvements in educational quality. A quality school or madrasah is determined not only by professional teachers and principals, but also by supervisors who possess high competence and integrity. Synergy between supervisors, madrasah principals, and teachers will create a conducive and high-quality educational ecosystem (Rosyada, 2017).

The reality on the ground shows that the implementation of educational supervision by some supervisors still needs improvement. Many supervisors are not optimal in providing professional services and guidance to teachers. Limited supervisor competency and skills are often a complaint from teachers. Ideally, supervisors should have a higher capacity in terms of coaching, guidance, and empowerment than the teachers they supervise. Another problem is the lack of ongoing teacher development. To improve the quality of education, it is necessary to recruit professional supervisors with adequate experience and competence. Supervisor skill development needs to be carried out through education and training, seminars, workshops, and symposiums. Madrasah supervisors must be truly professionals in the field of supervision (Sitorus & Kholipah, 2018).

Facts on the ground show that the policy to improve the quality of supervisors has not been

fully supported by the government. In 2009, of the 5,653 madrasah supervisors in Indonesia, only 30 received scholarships (Planning and Data Division of the Ministry of Religious Affairs, 2009). Of these, 4,318 (76.4%) were male and 1,335 (23.6%) were female. In terms of age, 2,315 (41.0%) were over 55 years old, meaning they were approaching retirement. This situation indicates that some supervisors were former structural officials who had changed professions. In terms of formal education, there were still 1,060 supervisors (18.8%) who did not have a bachelor's degree. The national ratio shows that one supervisor supervises an average of 11 madrasahs. In some provinces, one supervisor supervises up to 18 madrasahs. Bengkulu Province has 290 madrasahs with 134 supervisors, while in Central Java, 531 supervisors are required to supervise 9,759 madrasahs. This disparity poses a serious challenge to the Directorate General of Islamic Education in improving the quality of madrasah education (Rumra et al., 2025).

Improving the quality of madrasah supervisors should be a strategic commitment of the government, as supervisors play a significant role in enhancing the professionalism of teachers and principals. The author assumes that madrasah supervision has not been carried out intensively and effectively due to the suboptimal support of government policies in improving the quality of supervisors, which has an impact on the low quality of education. The policy and implementation of supervision in improving the quality of education are the focus of this study, which is formulated in four research questions: implementation of academic supervision, implementation of managerial supervision, supporting and inhibiting factors, and policies for improving the quality of madrasah supervisors (Saleh, 2025).

Academic supervision assists supervisors in improving teacher competencies in the learning process. Managerial supervision focuses on improving the quality of madrasah management. Both complement each other, as learning quality is inseparable from school management. Minister of National Education Regulation Number 12 of 2007 concerning School/Madrasah Supervisory Standards stipulates that supervisors must possess six competencies: personality competency, managerial supervision, academic supervision, educational evaluation, research and development, and social competency. This research focuses on academic and managerial supervision competencies (Amri et al., 2022).

Supervision is the assistance and guidance provided by supervisors to teachers, staff, and madrasah principals to improve performance in achieving educational goals. Supervision emphasizes the provision of professional services to enhance teacher capabilities and educational quality. Educational supervision aims to improve and enhance the quality of learning processes and outcomes. The results of this study are expected to contribute to policy for improving the quality of supervisors and education, provide benefits for educational practitioners, and enrich the treasury of educational management knowledge. In line with Law No. 32 of 2004 concerning Regional Government, educational autonomy grants regions broad authority to improve the quality of educational services (Arikunto, 2013; D. Satori, 1997; Sutisna, 2011).

This research is a qualitative descriptive study of the policy and implementation of supervision in an effort to improve the quality of education through academic and managerial supervision. With continuous professional assistance, teachers and madrasah principals are expected to be able to improve their performance and professionalism, thereby impacting the overall quality of education. Based on this description, the author is interested in further examining this issue in a dissertation entitled "Policy and Implementation of Supervision in an Effort to Improve the Quality of Education" (A Descriptive Study of the Policy and Implementation of the Education Supervision Program at the Ministry of Religious Affairs Office in Indramayu Regency).

Method

This research uses a descriptive method with a qualitative approach. This method aims to systematically, factually, and accurately describe the meaning of data obtained in the field. Sukmadinata explains that research using descriptive methods is intended to describe or depict existing phenomena, both natural phenomena and human engineering. Thus, this research seeks to capture in-depth the phenomenon of policy and implementation of supervision in improving the quality of education as it occurs in reality. A qualitative approach is used to understand social phenomena from the perspective of participants. Participants in this study are parties who are interviewed and observed and asked to provide data, opinions, and perceptions related to the focus of the research. Sukmadinata states that understanding is obtained through analyzing the relationships between participants and their meanings of situations and events experienced. In qualitative research,

researchers act as human instruments who must have adequate theoretical insight to be able to explore, analyze, and construct the meaning of data comprehensively (Sukmadinata, 2017).

Philosophically, this approach refers to naturalism and progressivism. Naturalism views reality as a unified whole that cannot be separated from its context (D. dan K. Satori & Aan, 2009). Researchers must be directly involved in social situations to understand the meaning hidden behind the facts. Meanwhile, progressivism views reality as dynamic and understood through experience (Komar, 2006). Therefore, this study requires direct involvement of researchers in the context of educational policy and supervision implementation. The research location is at the Ministry of Religious Affairs Office in Indramayu Regency. The primary data in qualitative research are words and actions. Primary data sources were obtained from the Head and staff of the Ministry of Religious Affairs Office, Madrasah Supervisors, Madrasah Principals, Teachers, and Madrasah administrative staff. Secondary data include official documents, archives, reports, and literature related to educational supervision policies.

Data collection techniques included interviews, observation, documentation studies, and triangulation. In-depth interviews were conducted using open-ended questions to explore the experiences, opinions, feelings, and knowledge of informants. Observations were used to understand behavior and the meaning behind actions. Documentation studies were conducted to strengthen and verify field data. Triangulation was used to increase data validity, as Moleong stated, namely checking data by utilizing other sources or methods for comparison. Data analysis was conducted interactively through the stages of data collection, data reduction, data presentation, and drawing conclusions (Moleong, 2004). Data reduction is the process of selecting and simplifying field data. Data presentation was done in narrative form for ease of understanding, while drawing conclusions was done continuously with ongoing verification.

Data validity was tested through credibility, transferability, dependability, and confirmability. Credibility testing was conducted through extended observation, triangulation, peer debriefing, and member checking. Dependability and confirmability testing were conducted through a comprehensive audit of the research process to ensure the objectivity and consistency of the research results. With these procedures, it is hoped that the research results will have a level of validity and reliability that can be scientifically justified.

Results and Discussion

Implementation of Academic Supervision

The academic condition of Islamic Elementary Schools (Madrasah Ibtidaiyah) in Indramayu Regency, as described in previous field findings, is inseparable from various interrelated factors. These problems are evident from the planning, implementation, and reporting stages of academic supervision. In general, the supervision process has been carried out in accordance with administrative provisions, but its substance and impact on improving educational quality have not been optimal. At the planning stage, academic supervision activities tend to be carried out to fulfill the formal obligations of madrasah supervisors in order to achieve the supervisory standards set by the government, in this case the Ministry of National Education. Planning is more oriented towards fulfilling administrative aspects, such as the preparation of the Annual Educational Supervision Program, the Academic Supervision Plan (RKA), the Odd Semester Program, the Even Semester Program, and the Monthly Program or Visit Plan. These documents are available and compiled systematically, but in practice they are not fully based on an in-depth needs analysis. As a result, the designed programs are more normative in nature as work guidelines, rather than as strategic instruments to solve real problems faced by madrasahs (Posangi & Labaso, 2025).

In addition to program development, supervisors also prepare various supervisory instruments, such as instruments for identifying madrasah academic problems, instruments for identifying teacher problems, instruments for completing learning administration, instruments for class supervision, instruments for recording class supervision results, and instruments for follow-up or recommendations based on supervision results. Developing these instruments is part of the supervisor's professional obligation to meet established supervisory standards. However, their effectiveness still depends on the depth of analysis and the consistency of follow-up in the field (Faizatul & Mufid, 2020).

The suboptimal implementation of academic supervision is also influenced by the madrasah principal. In practice, madrasah principals have not fully supervised all teachers. This is due to the

high burden of managerial tasks outside of academics, coupled with relatively large teaching obligations. The average Madrasah Ibtidaiyah principal in Indramayu Regency teaches between 12 and 20 hours of face-to-face instruction per week, compared to the ideal amount of only around 6 hours. This situation is exacerbated by minimal position allowances, particularly for private madrasah principals who only receive around 300,000 to 600,000 rupiah per month. This high workload with limited compensation reduces focus on the academic supervision function (Abdullah, 2025).

Besides structural constraints, there are also psychological factors. Madrasah principals often experience mental stress when supervising teachers who are their daily colleagues. Close social relationships make the supervision process feel rigid and lacking flexibility. In the case of low-income honorary teachers, madrasah principals even feel uncomfortable imposing high professional demands. This situation results in a lack of firmness in supervision, resulting in the ineffectiveness of established standards (Dini, 2019).

The next factor relates to the role of the Deputy Principal for Curriculum. Coordination between the Deputy Principal and the Principal in curriculum development remains weak. The Deputy Principal's role in improving the quality of the learning process is also suboptimal. This is influenced by the lack of innovative initiatives in designing and developing curriculum programs that adapt to the needs of the Madrasah. One cause is the still-centralized education policy, resulting in many strategic decisions being made from above. This situation indirectly stifles creativity and innovation at the educational unit level. Furthermore, the appointment of Deputy Principals is often based on seniority, not professional competence. In some cases, appointments are made due to a lack of alternatives, despite the fact that some teachers still need to improve their competencies in curriculum development. This situation directly impacts the slow acceleration of academic supervision success because curriculum development, the heart of the learning process, is not running optimally (Encu & Sudarma, 2022).

An equally significant issue lies with teachers. In general, some elementary school teachers in Indramayu Regency still maintain a traditional mindset, viewing their role as merely transferring knowledge in the classroom. Their mastery of learning techniques, methods, approaches, strategies, and the use of modern learning media remains limited. Some teachers still use conventional approaches and fail to implement learning processes in an ideal manner, meeting process standards. Some teachers have even failed to complete the eight learning administration instruments: the Education Calendar, Annual Program, Semester Program, Syllabus, Lesson Plan (RPP), Minimum Competency (KKM) Determination Form, Student Attendance, and Grade List (Ratnaningrum et al., 2022).

This situation is influenced by several factors. First, teacher competency in implementing learning models such as PAIKEM, CTL, Active Learning, Cooperative Learning, and others remains low. Second, most madrasahs lack adequate learning facilities, especially multimedia-based tools that can support active and innovative learning processes. Third, despite high public interest in madrasah education, the quality of student input is relatively low. Some students' Quranic reading and writing skills are still below standard, impacting the overall learning process (Musyawah & Arifoeddin, 2024).

Students' socioeconomic factors also contribute to low learning motivation. Many students come from families with lower-middle-class economic backgrounds, resulting in a less supportive homeschooling culture. This results in low enthusiasm for learning, both at home and at the school. Furthermore, students' commitment to homework is still lacking, necessitating teachers to build more intensive communication with parents to create synergy in supporting children's learning. Teachers' weak readiness in preparing learning administration is also influenced by low motivation, limited competencies, and the socioeconomic conditions of some teachers. These factors contribute to the suboptimal implementation of orderly learning administration.

During the implementation phase, academic supervision in Indramayu Regency is conducted through two approaches: direct and indirect. The direct approach is typically conducted in forums such as Madrasah Working Group (KKM) meetings, where supervisors deliver guidance, motivational materials, and information on developments in educational theory and policy. Supervisors also utilize the momentum of major holiday commemorations to provide academic guidance through speeches.

The indirect approach is carried out in a planned manner through special meetings with teachers, both outside of class, in class, and in the field. These activities include discussions of the syllabus, lesson plans, learning methods, learning implementation, media management, and the use of information

technology. In its implementation, supervisors use scientific, clinical, and artistic supervision models, abandoning conventional models. The scientific model is based on objective data and planned procedures; the clinical model is implemented through a cycle of observation, analysis, and follow-up; while the artistic model emphasizes the ability to motivate teachers to make improvements.

Classroom supervision was conducted through direct visits while teachers were teaching. Supervisors observed from the opening to the closing of the lesson, recording findings on the Classroom Supervision Form and Supervision Result Notes. In general, aspects such as teacher appearance, apperception, material mastery, and time management were considered good. However, weaknesses remained in method variation, active student participation, questioning techniques, and the use of learning media. Post-supervision discussions were conducted both directly and several days after the observation. Each had its own advantages and disadvantages, both in terms of actuality of events and psychological readiness and thorough analysis. Recommendations provided by supervisors generally related to diversifying learning resources, increasing the use of information technology-based media, and varying learning methods to create PAIKEM learning (Sholichah, 2019).

Laboratory-based learning guidance remains limited because most madrasahs lack adequate laboratory facilities. Therefore, guidance focuses more on motivation and administrative guidance. A similar focus applies to field learning, which focuses on time efficiency, a conducive atmosphere, and classroom management. At the reporting stage, academic supervision is systematically structured, encompassing the introduction, framework, methods, and results, through to conclusions and recommendations. Although the reporting system has been met, overall supervision results have not shown significant quality improvement. Numerous issues persist at the level of the madrasah principal, vice principal, teacher, education staff, and madrasah institutions. This situation is influenced by the lack of strategic policies for human resource development, budget constraints from both the central and regional governments, and the suboptimal commitment of policymakers to advancing madrasahs as educational institutions that play a crucial role in improving the quality of human resources in Indonesia, particularly in Indramayu Regency (Zulkarnain, 2022).

Implementation of Managerial Supervision

The implementation of Managerial Supervision by the Supervisors of Elementary Madrasahs in Indramayu Regency has basically been running according to the established formal framework, but in practice it is still more focused on fulfilling administrative requirements. This is evident from the emphasis on the preparation of documents such as the Annual Educational Supervision Program, Managerial Supervision Plan (RKM), Odd Semester Program, Even Semester Program, and Monthly Program/Visit Plan. In addition, supervisors also complete various assessment instruments, including the Managerial Supervision Instrument for Curriculum and Learning Administration, the Managerial Supervision Instrument for Class Administration, the Managerial Supervision Instrument for Madrasah Administration and Management, the Managerial Supervision Instrument for Organization and Institutions, the Managerial Supervision Instrument for Facilities and Infrastructure, the Managerial Supervision Instrument for Personnel, the Managerial Supervision Instrument for Financing, the Managerial Supervision Instrument for Students, and the Managerial Supervision Instrument for Community Participation (Tilaar, 2001).

Although administratively, these various tools are available, their implementation in the field has not fully addressed the substance of madrasah management. Managerial supervision still tends to focus on document completeness rather than the effectiveness of the management function itself. Managerial supervision should comprehensively examine various aspects of management, such as Curriculum Management, Teacher Management, Student Management, Class Management, Personnel Management, Facilities and Infrastructure Management, Public Relations Management, and Financial Management (Tobroni, 2008).

In the Curriculum Management aspect, managerial supervision aims to ensure that the learning process runs effectively so that educational objectives can be achieved. Therefore, teachers need to be continuously encouraged to refine learning strategies. In Indramayu Regency, curriculum management supervision is implemented by assessing the stages of Planning, Organizing and Coordinating, Implementation, Assessment, and Control. However, in practice, the emphasis still focuses on administrative completeness. The curriculum used is essentially determined nationally, so all madrasahs have relatively similar subjects. Differences in quality are determined more by teacher

competence in implementing the curriculum. Therefore, what differentiates the results of curriculum management is the extent to which students' minimum competencies are achieved. Supervision should not stop at document review, but should also evaluate the learning process through the Context, Input, Process, and Product (CIPP) assessment approach, so that actual conditions, problems, opportunities, and achieved results can be analyzed (Umaedi, 2004).

In Teacher Management, managerial supervision is still carried out through standard stages such as Planning, Organizing and Coordinating, Implementation, and Control. However, substantive aspects such as teacher recruitment management have not received adequate attention. This is despite the fact that the recruitment process determines the level of professionalism of educators. Furthermore, personnel management needs to ensure that teachers focus on their primary task of teaching and educating, without being burdened with other duties that interfere with their professional concentration. Supervision should also include teacher resource development to minimize the number of teachers who do not meet competency standards. Low teacher creativity and innovation result in monotonous learning patterns, lack of discipline, and suboptimal performance in carrying out professional obligations (Sutaryat, 2005).

In terms of Student Management, most madrasas in Indramayu Regency have implemented the basic principle that students are subjects, not objects, of education. The diversity of student conditions—whether physical, intellectual, socioeconomic, or interest-based—has been recognized as a reality that must be managed. Madrasas also understand that student motivation arises when they enjoy the material being taught, and that developing student potential must encompass the cognitive, affective, and psychomotor domains. Although this principle is understood, its implementation has not been optimal. Active student participation in learning is still limited, and facilities for developing interests and talents are inadequate. The main obstacles lie in the limited number and quality of teachers, inadequate infrastructure, limited budgets, and the government's suboptimal commitment to strengthening madrasa competitiveness (Saifulloh, 2006).

In Personnel Management, human resource management is essentially guided by four main principles: that human resources are the most valuable asset; that good management will support the achievement of institutional goals; that organizational culture and managerial behavior influence successful development; and that harmonious cooperation among madrasah members is crucial. However, the implementation of these principles has not been fully effective. The availability of professional staff is still limited. There are still madrasah principals who lack leadership skills, teachers who have not mastered the material and methods, and internal conflicts regarding rights and obligations. Therefore, developing the competency of each personnel is an urgent need to maintain system stability and improve the quality of learning (Sahertian, 2000).

Various issues remain in financial management. Madrasas often struggle to obtain government funding. Financial administration remains elusive, particularly in traditional madrasas that lack adequate bookkeeping systems. Funding sources often depend on donors or foundation owners. Institutions with multiple structures—such as a foundation chairperson, director, and principal—often lack clarity regarding financial accountability. A single foundation overseeing several institutions also creates management complexity. Consequently, institutional development is slow, transparency is low, and fund use is difficult to trace. This situation is influenced by limited financial management competency and the continued mixing of institutional finances with family finances, particularly in family-owned madrasas.

In Classroom Management, the primary responsibility lies with teachers to create active and conducive classroom dynamics. However, student participation is not optimal due to weak teacher educational leadership. Classroom management at the Madrasah Ibtidaiyah (Islamic Elementary School) in Indramayu Regency emphasizes three aspects: administrative activities, teacher leadership, and teacher discipline. Administrative planning includes the preparation of annual and daily programs, including extracurricular activities. Organization includes the division of tasks and roles, including student involvement. Coordination aims to build cooperation, while control is to evaluate the achievement of goals. However, in practice, administrative activities are still limited to document preparation without evaluating the effectiveness of implementation. Teacher placement is sometimes not in line with educational backgrounds, and teacher discipline is still driven by formal leadership, not yet developing into inspirational informal leadership.

In terms of facility and infrastructure management, conditions in Indramayu Regency remain

uneven. Many madrasas lack facilities, some are damaged, and maintenance is suboptimal. Budgetary constraints are a major factor. Facility management is also not in accordance with regulations, resulting in rapid deterioration and disruption to the learning process. Therefore, preventative maintenance management is needed through the formation of implementation teams, facility inventories, maintenance schedules, periodic evaluations, and awards for those who contribute to facility maintenance. These steps are crucial for extending the lifespan of facilities and reducing repair costs (Sahertian, 2000).

In terms of Madrasah-Community Relations Management (HUMAS), the relationship is not yet harmonious. A gap still exists between madrasas and the surrounding community, preventing them from fully becoming community partners in social development. Formal leadership is one of the causes of the lack of public sympathy. Yet, madrasas and the community have a reciprocal relationship that requires each other. Madrasah education can contribute to building a religious community and providing a workforce with character.

When analyzed using a SWOT approach, several important aspects emerge. In terms of strengths, over 80% of madrasas are privately managed, with strong community moral support and strong religious values. In terms of weaknesses, management professionalism remains low, and the development system is not yet established. In terms of opportunities, recognition in Law No. 20 of 2003 opens up space for the development of religious education. However, in terms of threats, competition with other, more advanced educational institutions and the rapid development of science and technology pose serious challenges. Therefore, managerial supervision should not stop at administrative completeness but must become a strategic instrument for comprehensively improving madrasah governance. Strengthening human resources, financial transparency, developing a quality-based curriculum, optimizing facilities, and partnering with the community are prerequisites for madrasas to produce quality graduates without losing their Islamic identity (Encu & Sudarma, 2022).

Supporting and Inhibiting Factors of Supervision

1. Supporting Factors

The successful implementation of academic and managerial supervision at Islamic elementary schools in Indramayu Regency to improve educational quality is inseparable from a number of interrelated supporting factors. Among the most crucial factors are teachers, principals, and supervisors. These three components are the main pillars of the Islamic elementary school education system. Educational quality is fundamentally dependent on the synergy, quality, and commitment of all three.

Teachers occupy a central position as the spearhead of education. The quality of education is greatly influenced by their performance, competence, commitment, motivation, and professional attitude in carrying out their duties. Teachers serve not only as transmitters of learning materials, but also as guides, educators, and character builders for students. Therefore, in the context of both academic and managerial supervision, teachers are a key factor that requires serious attention. Supervision conducted by Islamic Elementary School supervisors will be effective if teachers are mentally and professionally prepared to accept direction, guidance, and evaluation of their learning practices.

Teachers' cooperative attitude and openness in accepting supervision activities are determining factors for successful improvement in educational quality. Teachers who are willing to accept feedback openly will develop more easily than those who are defensive or resistant to change. This openness reflects professional maturity and an awareness that supervision is not a fault-finding exercise, but rather a coaching effort to improve the quality of learning. Furthermore, a teacher's academic qualifications are also highly influential. Teachers with educational backgrounds relevant to their field and who meet qualification standards will more easily understand and implement supervisory recommendations (Tilaar, 2021).

In addition to teachers, elementary school supervisors are also a crucial factor in the success of academic and managerial supervision. Supervisors' competence in both academic and managerial supervision significantly determines the effectiveness of the guidance provided to madrasas. Supervisors with a deep understanding of the curriculum, learning strategies, educational management, and applicable regulations will be able to provide targeted guidance. A professional attitude, strong commitment, and integrity are key assets for supervisors in carrying out their supervisory duties.

The supervisor's experience and seniority also contribute significantly. Supervisors who have previously served as teachers or madrasah principals possess empirical experience that can serve as

a reference in guiding the madrasahs they supervise. Long tenure in education enables supervisors to understand the dynamics of the problems faced by madrasahs more comprehensively. Furthermore, supervisors' participation in various professional development activities such as education and training, briefings, workshops, orientations, and similar activities will enrich their knowledge and enhance their capacity to carry out supervision.

The principal of an elementary school is also crucial in supporting successful supervision. The principal is the educational leader at the educational unit level and has strategic responsibility for mobilizing all available resources. Visionary leadership, openness to change, and a commitment to quality improvement will significantly contribute to the smooth implementation of academic and managerial supervision. A principal who is able to build effective communication with teachers and supervisors will create a work environment conducive to continuous improvement (Posangi & Labaso, 2025).

Madrasah principals also act as mediators between government policies and their implementation at the madrasah level. If madrasah principals support the supervision program and are willing to consistently follow up on supervisors' recommendations, the process of improving educational quality will proceed more optimally. Conversely, without the support of madrasah principals, supervision results often stop at the recommendation level without concrete implementation. Therefore, the success of academic and managerial supervision in improving the quality of Madrasah Ibtidaiyah education in Indramayu Regency is greatly influenced by collaboration between teachers, madrasah principals, and supervisors. All three must share a shared vision for building high-quality and competitive madrasahs.

2. *Inhibiting Factors*

In addition to supporting factors, various inhibiting factors influence efforts to improve the quality of education in elementary madrasahs in Indramayu Regency. One major obstacle is the low ratio of supervisors to the number of elementary madrasahs that must be supervised. The limited number of supervisors results in a very high workload, thus hindering the optimal intensity and quality of supervision. This limitation is caused, among other things, by the still-low supervisor recruitment capacity and the lack of interest among teachers or madrasah principals in holding supervisory positions. Another obstacle is the persistence of conventional learning paradigms and mindsets among some teachers, madrasah principals, and even the community. The shift toward modern learning that emphasizes active, creative, and innovative approaches requires adequate knowledge and skills. However, not all educators possess this readiness. Furthermore, central government education policies are often rigidly understood as guidelines to be followed without room for innovation, thus stifling creativity at the madrasah level.

The lack of learning facilities and infrastructure, particularly those based on information technology, is also a serious obstacle. Technological facilities have not been fully prioritized in the development of Islamic elementary schools. Yet, the use of technology is crucial for improving the quality of learning in the digital era. This limitation has resulted in the suboptimal implementation of varied and multimedia-based learning methods. The low level of teacher self-development is also a hindering factor. Opportunities for further formal education and training remain limited. Existing training programs have not reached all teachers and supervisors equally. Furthermore, some supervisors approaching retirement have shown a tendency to be less enthusiastic about participating in training, resulting in suboptimal competency updates (Posangi & Labaso, 2025).

Weak coordination between madrasah principals and deputy principals for curriculum also slows down improvements in educational quality. A deputy principal recruitment system that fails to consider professional competency leads to ineffective curriculum development at the madrasah level. In some cases, deputy principals are appointed based on limited options, rather than on adequate qualifications. Another problem is teachers' lack of attention to the completeness of learning materials. Many teachers have not developed learning materials based on their own work. Existing materials are sometimes simply copied from other sources without adapting them to students' needs. This demonstrates a lack of professional awareness in preparing a quality learning process.

The distribution and dissemination of educational regulations also poses a challenge. In some cases, supervisors are not directly involved in the process of conveying new policies. As a result, madrasah principals sometimes learn about regulations before supervisors. This situation has the potential to create a lack of synchronization in policy implementation on the ground. Furthermore,

curriculum improvement and development are still heavily influenced by central government policies. Teachers and madrasah principals are generally only authorized to develop syllabi and lesson plans, while the curriculum framework is determined centrally. This limited space for innovation prevents madrasahs from adapting their curricula to local needs.

These various inhibiting factors indicate that improving the quality of Madrasah Ibtidaiyah education in Indramayu Regency requires comprehensive efforts involving systemic improvements. Without improvements in supervisor ratios, shifts in learning paradigms, provision of infrastructure, teacher professional development, strengthened internal coordination, and streamlined regulatory processes, the implementation of academic and managerial supervision will not achieve optimal results. Therefore, a joint commitment is needed between the government, supervisors, madrasah principals, and teachers to address these various obstacles in a sustainable manner.

Policy for Improving the Quality of Supervision of Elementary Madrasahs

Based on research findings on madrasah supervisors in Indramayu Regency, it can be concluded that the policy to improve the quality of supervision of elementary madrasahs has not been implemented optimally and systematically. Coaching, which should be aimed at strengthening the professional competence of supervisors, has not been implemented in a planned, structured, and sustainable manner. Supervisors generally carry out their main duties and functions based on their existing capabilities, without a focused competency development program to address the ever-evolving challenges of education. In practice, supervisors continue to carry out academic and managerial supervisory duties in accordance with applicable regulations and prepare reports on their implementation to the Head of the Ministry of Religious Affairs Office in Indramayu Regency. However, these reports have not been optimally utilized as evaluation material for designing supervisor development and capacity building programs. In other words, the feedback mechanism, which should be the basis for professional development, has not been functioning effectively. Reports tend to be administrative in nature and have not yet become a strategic instrument for improving the quality of supervision (Faozan, 2022).

Current development activities have focused primarily on providing motivation, general direction, and explanations of educational policies in regular meetings. This approach is certainly insufficient to substantively improve the professional competence of supervisors. Ideal development should include needs-based training (needs assessment), strengthening academic and managerial supervisory competencies, enhancing educational evaluation skills, and mastery of information technology relevant to supervisory duties. Field evidence indicates that comprehensive and sustainable development programs have not yet become a policy priority at the regional level. This limited development is closely related to the resource availability within the Indramayu Regency Ministry of Religious Affairs Office. Limited human resources, financial resources, and access to information are contributing factors to the weakness of supervisor development programs. Budget-wise, the allocation of funds for improving supervisor competence is relatively small compared to the overall need to improve education quality. Meanwhile, in terms of human resources, there is no dedicated unit that systematically handles supervisor professional development (Efendi, 2022).

In addition to regional factors, the central government's attention to strengthening the role of madrasah supervisors is also considered suboptimal. Policy-wise, supervisors hold a strategic position in ensuring the quality of education in madrasahs. However, in practice, education quality improvement programs focus more on teachers, madrasah principals, and strengthening educational institutions. The position and existence of supervisors often lag behind these two components. As a result, supervisors' contributions to the progress of the madrasahs they supervise have not been significant, not only due to weak individual performance but also due to an inadequate guidance system (Sutiah & Center, 2020).

Monitoring results indicate that policies to improve the quality of madrasah supervisors in Indramayu Regency still rely heavily on programs designed by the central government through the state budget (APBN). Programs such as scholarships to improve educational qualifications, tuition assistance, mentoring of supervisory duties and functions, programmed discussions, scientific forums, monitoring and evaluation, comparative studies, and supervisory coordination meetings are largely funded by the central government. Local governments do not yet have significant independent programs to continuously strengthen supervisory quality. For example, the budget policy of the Directorate General of Islamic Education, Ministry of Religious Affairs of the Republic of Indonesia in 2014 allocated funds primarily

to strengthening Islamic boarding schools (pesantren) and Islamic religious education institutions. The social assistance program launched included various components such as the development of Islamic boarding school agribusiness, educational operational assistance, construction of new classrooms, dormitory assistance, and strengthening of Quranic educational institutions. The total allocated budget reached hundreds of billions of rupiah. However, this large allocation has not directly addressed aspects of improving the quality of madrasah supervisors (Hikma et al., 2025).

Similarly, the Directorate of Islamic Religious Education (PAI) has allocated a significant budget to improve the quality of Islamic Religious Education (PAI) teaching in schools and madrasahs. This program includes infrastructure assistance, development of extracurricular activities, support for Subject Teacher Conferences (MGMP), improvement of teacher academic qualifications, and improvement of the quality of Islamic Religious Education (PAI) supervisors. Although there is an allocation for Islamic Religious Education (PAI) supervisors, this policy has not specifically targeted the overall improvement of the quality of madrasah supervisors, particularly at the Madrasah Ibtidaiyah (Islamic elementary) level. Therefore, attention to strengthening the capacity of madrasah supervisors remains relatively limited compared to attention to teachers and educational institutions. This situation indicates an imbalance in policy priorities. Supervisors have a strategic function as external quality assurance agencies tasked with ensuring the consistent implementation of national education standards. Without competent and professional supervisors, various quality improvement programs aimed at teachers and madrasahs will not run optimally due to a lack of effective guidance, monitoring, and evaluation (Akbar et al., 2025).

In addition to development and budgetary issues, the supervisor recruitment system is also a key concern in policies to improve the quality of supervision. In practice, supervisor appointments are still found to not fully comply with applicable mechanisms and regulations. Ideally, supervisors are recruited from teachers or madrasah principals who have a good performance track record, sufficient experience, and proven professional competence. A hierarchical career process from teacher to madrasah principal and then to supervisor will produce supervisors who are mature in terms of experience and leadership. Regulations governing the appointment of supervisors actually provide clear requirements, including having a certified teacher with a minimum of eight years of teaching experience or having served as a school/madrasah principal for at least four years, according to the relevant educational level. These provisions aim to ensure that supervisors have adequate pedagogical and managerial experience (Setiawan, 2024). However, in practice, this mechanism has not been fully implemented consistently.

Recruitment problems are often not solely caused by individual quality, but by a system that lacks transparency and accountability. In some cases, the selection system allows for interference from vested interests, resulting in a less than merit-based appointment process. If the recruitment system is not improved, the quality of the resulting supervisors will also be suboptimal. Therefore, system improvement is key to policies to improve the quality of madrasah supervisors. Given these various problems, policies to improve the quality of Madrasah Ibtidaiyah supervision should be directed toward several strategic steps.

First, develop a planned and sustainable professional development program based on real needs in the field. This program should include technical supervision training, strengthening managerial competencies, enhancing educational data analysis skills, and utilizing information technology in supervision. Second, increase the allocation of a dedicated budget for supervisor development, both through the national budget (APBN) and through regional budget (APBD) support. Regional governments need to take a more active role to avoid relying entirely on central programs. Third, improve the merit-based recruitment system, ensuring transparency and accountability, so that only the best candidates can occupy supervisory positions. Fourth, strengthen the role of supervisors in the education quality assurance system by providing clear authority and adequate policy support. Supervisors should not only act as administrative auditors but also as educational consultants, helping madrasahs develop sustainably (Masrurah et al., 2026).

Therefore, improving the quality of supervision of elementary madrasahs requires a joint commitment from the central government, regional governments, and all education stakeholders. Without comprehensive, integrated policies focused on strengthening supervisor capacity, efforts to improve the quality of madrasah education will struggle to achieve optimal results. Policies that support strengthening supervisor professionalism are a strategic investment to ensure the sustainable improvement of madrasah education quality.

Conclusion

Based on the research findings and discussion, it can be concluded that the implementation of academic and managerial supervision of Islamic Elementary Schools in Indramayu Regency has not been able to significantly improve the quality of education. The implementation of academic supervision is still ineffective in improving teacher competency, because in learning practices, the dominant use of lecture methods, minimal variation in learning strategies, and low student activity are still found. In addition, supervision activities have not been carried out continuously and the reporting system for supervision results is still conventional, so it has not had a broad impact on improving academic quality or access to public information. Managerial supervision has been implemented through the stages of planning, implementation, and reporting, but in its implementation it still tends to be oriented towards administrative fulfillment. Various planning documents and supervision instruments are mostly prepared as formal completeness, not yet fully become strategic instruments in ensuring the quality of education.

The implementation of managerial supervision is also not fully integrated with the education quality assurance system according to regulations, so it has not been able to bring about significant changes to the quality of madrasah management. Supporting factors for supervision include the role of teachers, supervisors, and madrasah principals who generally have adequate commitment and experience, accompanied by a constructive and cooperative supervision pattern. However, various inhibiting factors exist, including an imbalance in the ratio of supervisors to the number of supervised madrasahs, conventional learning patterns, weak internal coordination, low levels of teacher professional development, and limited facilities and funding for curriculum development. Policies to improve the quality of supervisors through scholarship programs, professional development, and career development have not been fully effective because the number of beneficiaries is still limited and implementation is highly dependent on the central budget. Therefore, a more systematic, sustainable, and field-based policy is needed so that supervision truly contributes to improving the quality of education in Madrasah Ibtidaiyah.

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