

## Principal Supervision at The Educational Unit Level: Implementation of Organizational Management and Control

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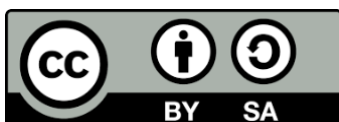
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### Abstract

This study aims to analyze the implementation of principal supervision at the educational unit level through a management and organizational theory approach. The method used is a systematic literature review with data sources in the form of national education regulations, classical to contemporary organizational theories (*Weber, Taylor, Likert, Simons*), and empirical research results in the period 2013–2023. Article selection was carried out based on the PRISMA (*Preferred Reporting Items for Systematic reviews and Metaanalyses*) guidelines, searches were conducted through Scopus, Web of Science, and Sinta (Indonesia), so that 20 articles were selected that met the inclusion criteria. The results of the study show that the implementation of principal supervision in Indonesia still faces various challenges, such as limited supervisor competence, minimal training, lack of technology utilization, and gaps between national policies and local practices. Analysis based on management theory reveals that the supervision system has not fully implemented the principles of bureaucracy, managerial efficiency, participatory leadership, and strategic control. Therefore, educational supervision reform is needed through mentoring-based supervision, digitalization of the supervision process, strengthening the capacity of supervisors and principals, and adjusting policies to local conditions. These findings are expected to provide theoretical and practical contributions in strengthening the effectiveness of the principal supervision system in Indonesia.

**Keywords:** Principal supervision, educational management, organizational theory, systematic literature review, strategic control



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**INTRODUCTION**

Education is a fundamental element in the development of a nation. At the global and national levels, various policy changes, policy evaluations, and innovations in educational management practices continue to develop to improve the quality of the education system. International organizations such as UNESCO and OECD have emphasized the importance of effective educational leadership in achieving sustainable development goals (SDGs), especially in point 4 regarding quality education. In line with that, in Indonesia, regulations such as Permendiknas No. 19 of 2007 and PP No. 19 of 2005 (revised PP No. 23 of 2013) emphasize the need for educational management standards based on school-based management (SBM), accountability, and transparency in the management of educational units.

However, the implementation of principal supervision still faces various challenges. Several studies have shown that the weak supervision system for principals, the lack of transparency in the management of educational resources, and the minimal use of technology in the supervision system are the main obstacles in achieving effective school management (Rahman et al., 2022; Sutrisno & Widodo, 2021). In addition, reports from the Audit Board of Indonesia (BPK) and the Ministry of Education, Culture, Research, and Technology (Kemendikbudristek) found that there were still maladministration practices and the implementation of the educational supervision function was less than optimal (Setiawan & Hamid, 2023).

From an academic perspective, the effectiveness of principal supervision can be analyzed through various theoretical approaches. Weber (1947) Weber's bureaucratic theory is widely recognized as the basis of modern administration, especially in the public sector, where formal rules and standard procedures are essential elements in ensuring fairness and efficiency in government. In bureaucratic theory emphasizes the importance of hierarchical structures and clear rules in organizational supervision. Frederick Winslow Taylor, in his book "The Principles of Scientific Management" (1911), introduced the scientific management approach that focuses on increasing efficiency and productivity through scientific analysis of work processes, worker selection and training, and collaboration between management and workers. Through the scientific management approach highlights the importance of efficiency in principal supervision to increase productivity and quality of education. Likert (1961) emphasizes that the effectiveness of supervision is greatly influenced by the leadership style applied by a leader. Leadership styles that are employee-oriented and supportive, such as participative leadership styles, tend to produce more effective supervision compared to authoritarian and task-oriented leadership styles. So, Likert argues that the effectiveness of supervision is influenced by the leadership style and the relationship between the principal and teachers and staff. Meanwhile, Roger Simons (1995) in his book "Levers of Control: How to Use the Right Controls to Drive Performance" put forward the concept of four levers of control which include: Belief System, Boundary System, Diagnostic Control System, and Interactive Control System. The effective use of these four levers, by paying attention to the balance between them, will result in more effective supervision and support the achievement of organizational goals. Simons (1995) developed the concept of levers of control, which suggests that effective supervision requires a combination of diagnostic, interactive, and rule-bound controls.

However, based on empirical studies and existing regulations, there are still several gaps that need to be studied further, such as the lack of research that integrates bureaucratic theory, scientific management, and strategic control in principal supervision. In fact, there is still limited empirical evidence on the effectiveness of the principal supervision system in various regional contexts (Putri et al., 2022). The lack of research that examines principal supervision based on differences in region, school accreditation level, and level of education (Nasution & Harahap, 2021). Furthermore, there is a lack of research based on quantitative and qualitative data that measures the impact of supervision on the quality of education (Wahyudi & Prasetyo,

2023). So, the principal's understanding of supervision regulations and their application in school management is not optimal (Hidayat & Suryani, 2022). There is still a gap between nationally designed supervision policies and supervision practices implemented at the education unit level (Sari & Munir, 2023). The majority of previous studies have focused more on descriptive studies, without exploring more in-depth methods such as longitudinal studies or mixed-method research in understanding the effectiveness of principal supervision (Santoso & Fadillah, 2021).

At the local level, various issues of principal supervision are increasingly complex, especially in the context of regional autonomy which provides flexibility to each local government in managing educational units. Cultural factors, regional policies, and community involvement in school supervision also influence the effectiveness of the supervision system (Zahra & Syafii, 2023). Therefore, this study is important to explore how the implementation of the principal supervision system can be strengthened through an evidence-based management approach and organizational theory.

Based on the background above, this study aims to:

1. Analyzing the implementation of principal supervision based on the perspective of organizational theory and educational management.
2. Identifying the main challenges in implementing principal supervision at the educational unit level.
3. Develop strategic recommendations to improve the effectiveness of principal supervision in order to create a more accountable and transparent education system.

Thus, this research is expected to provide theoretical and practical contributions in strengthening the policies and practices of principal supervision in Indonesia.

## **RESEARCH METHODS**

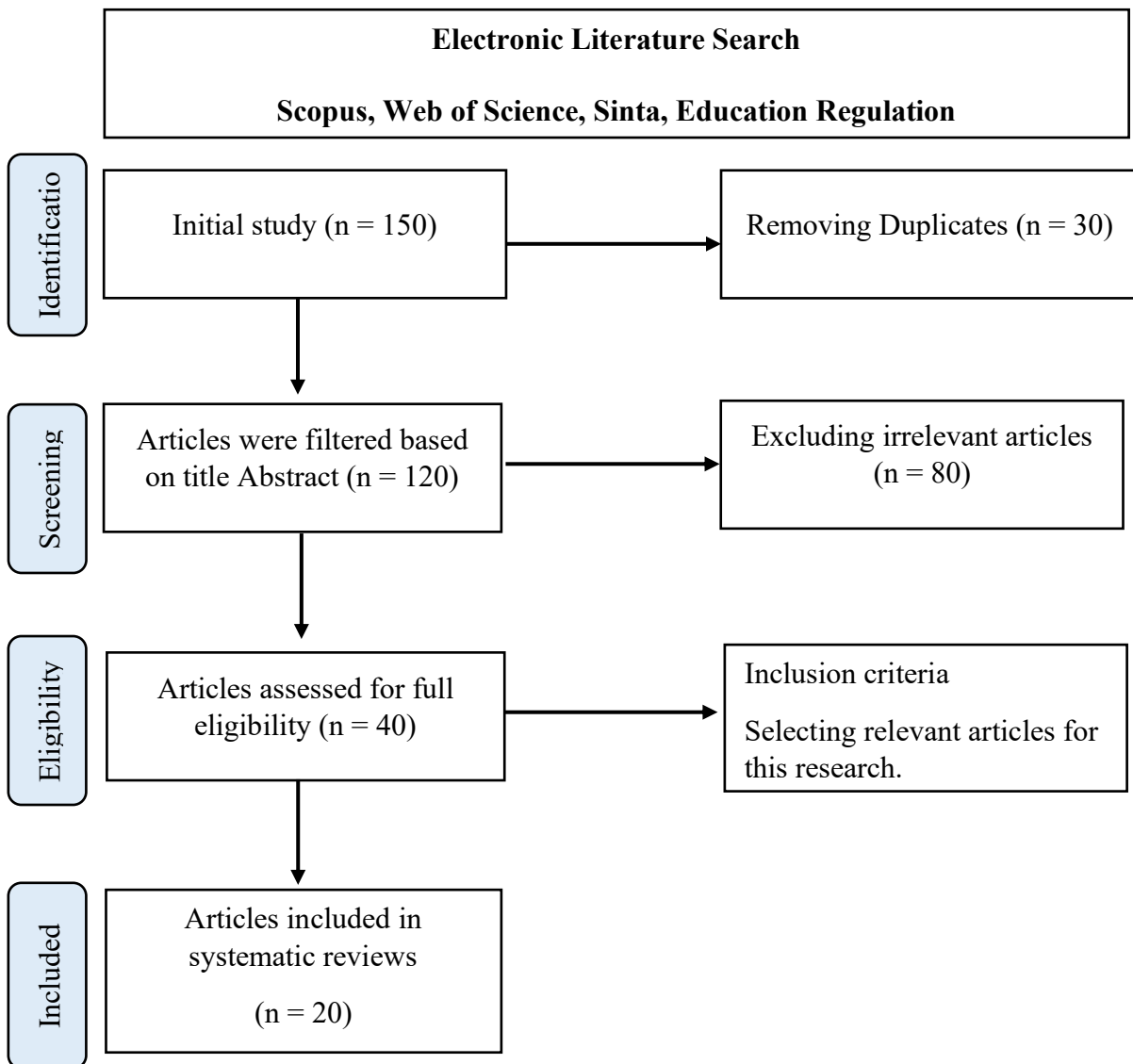
### **Research Approach**

This study uses a systematic literature review method, which is an approach that aims to identify, evaluate, and synthesize previous research on principal supervision in educational management. Systematic literature review was chosen because it can provide an in-depth understanding of the theory, policies, and practices of principal supervision based on various relevant scientific sources.

### **Search strategies and examples**

Literature search strategy is carried out systematically using several steps, namely Database Search is done through Scopus, Web of Science, and Sinta (Indonesia). Keywords Used a combination of keywords such as "principal supervision," "educational management," "organizational control," "strategic control," and "school supervision." Year Limitation The selected articles are from 2013 to 2023. Source Type Reputable scientific journals, official government regulations, academic books. Article Language in Indonesian and English.

Based on the PRISMA guidelines, 120 articles were identified through the Scopus database, 30 additional articles were found from other sources (regulations, government reports) totaling 150 articles, then the Screening process 30 Duplicates were removed, 120 Articles were re-screened based on title and abstract, 80 Articles were irrelevant, 40 articles entered further selection, viewed from the feasibility of 20 articles were excluded because they did not meet the criteria or full-text was not available, 20 articles were checked for full feasibility, then 20 articles were found that met the inclusion criteria and were included in the systematic analysis.



**Figure 1.** Article selection process based on PRISMA.

## Data Sources

Data sources in this study include:

1. Education regulations such as Permendikbud No. 19 of 2007, PP No. 19 of 2005 (revision of PP No. 23 of 2013), Law No. 20 of 2003, Permendikbud No. 6 of 2018, Permendikbud No. 40 of 2021, Permendikbud No. 28 of 2010, PP No. 57 of 2021 and Law No. 23 of 2014 which discusses supervision of Education by the principal.
2. Academic theories from Weber (1947), Taylor (1911), Likert (1961), and Simons (1995) which discuss organizational theory, leadership, and supervisory systems in educational management.
3. Scientific journals published in the last 10 years and published in reputable journals, such as Scopus, Web of Science, and Sinta (Indonesia).
4. Reports from government and non-government agencies on the effectiveness of principal supervision.

The criteria for selecting sources include the Relevance of Articles discussing principal supervision, educational management, and the effectiveness of educational supervision. The accuracy of Sources from indexed journals, academic books, and official regulations and

Publications in the 2013–2023 time frame to ensure discussions that are in accordance with the latest conditions.

### **Data collection technique**

The data collection process is carried out through several stages, namely by identifying sources of searching for journals, books, and regulations through databases such as Google Scholar, Scopus, Springer, Taylor & Francis, and national journal portals such as Garuda and Sinta. Furthermore, conducting literature selection where the articles found are selected using the PRISMA (Preferred Reporting Items for Systematic Reviews and Meta-Analyses) technique to ensure the quality and relevance of the source. Furthermore, conducting data extraction with the main information from each source is categorized based on theory, regulation, methodology, main findings, and recommendations. Furthermore, conducting analysis and synthesis of the data obtained is analyzed using content analysis techniques to find patterns, research gaps and implications for principal supervision policies.

### **Data Analysis Techniques**

Data analysis was conducted in three stages, namely Data Reduction by Sorting the most relevant information from various sources. Furthermore, Data Presentation by Compiling findings in the form of thematic categorization based on the theory and practice of principal supervision, the final stage is Drawing Conclusions by Comparing findings from various sources, identifying research gaps, and formulating implications for principal supervision policies and practices.

## **RESULT AND DISCUSSION**

The discussion in this study aims to analyze the implementation, challenges, and strategies of principal supervision based on a review of theory, regulations, and previous research results.

### **Implementation of Principal Supervision**

Principal supervision is an important part of the education management system to ensure the effectiveness of school leadership and management. PP No. 19 of 2005 Article 49 Paragraph (1) emphasizes that the management of educational units is based on School-Based Management (MBS), which prioritizes independence, partnership, participation, openness, and accountability.

Based on literature review, supervision of school principals in Indonesia is carried out by several institutions, namely School Supervisors Responsible for academic and managerial supervision of schools. The Education Office Conducts administrative, financial, and school policy audits. School Committees and the Community Play a role in participatory supervision. However, research from Nasution & Harahap (2021) shows that supervision often only focuses on administrative aspects, without optimal assistance for principals in improving leadership effectiveness.

In addition, Hidayat & Suryani (2022) noted that the lack of training for school supervisors resulted in a lack of understanding of data-based leadership strategies and educational innovation.

### **Challenges in Principal Supervision**

Based on analysis of various sources, several major challenges in supervising school principals can be identified as follows:

**Table 1.** Review 20 article major challenges in supervising school principals.

No	Reference	Title	Challenge	Description	Results	Method
1	Hidayat & Suryani (2022)	Principal Supervision Evaluation in Educational Management: Challenges and Solutions	Lack of Principal Training	The principal lacks adequate supervisory skills.	Supervision is less effective because the principal is not ready.	Case study
2	Nasution & Harahap (2021)	The Effectiveness of Educational Supervision on Principal Performance in Indonesia	Competency Gap of School Supervisors	The competence of school supervisors is uneven, especially in remote areas.	Structured supervision improves principal performance.	Quantitative (survey)
3	Putri et al. (2022)	Analysis of the Implementation of Principal Supervision in Improving the Quality of Elementary Schools	Low Teacher Motivation for Supervision	Teachers feel that supervision is more like control than coaching.	Participatory-based supervision is more effective.	Qualitative
4	The Last Supper (2023)	Competency Gap of School Supervisors in Principal Supervision: A Study in Remote Areas	Resource Constraints in Remote Schools	Limited supervisory staff and facilities in remote areas.	Supervisors in remote areas have less access to training.	Comparative study
5	The Last Supper (2023)	The Use of Technology in Educational Supervision: Opportunities and Challenges	Lack of Technology Utilization	Technology infrastructure in schools is still limited.	Technology can increase the effectiveness of supervision.	Exploratory study
6	Zahra & Syafii (2023)	Disparities in Principal Supervision in Indonesia: An Education Policy Perspective	Inequality of Supervision Policy	Principal supervision policies are not uniform across regions.	A more equitable policy is needed for effective supervision.	Policy analysis
7	The Last Supper (2020)	The Influence of the Principal's Leadership Model on the Effectiveness of	Weak Principal Leadership	The principal lacks leadership skills in supervision.	Transformational leadership increases the effectiveness of supervision.	Quantitative

No	Reference	Title	Challenge	Description	Results	Method
8	The Greatest Showman (2019)	Educational Supervision Principal's Academic Supervision in Improving Teacher Professionalism	Lack of Effective Organizational Control	The principal does not have a clear evaluation system.	Systematic academic supervision improves teacher skills.	Field study
9	Joseph (2021)	School Based Management and the Role of Supervision in Improving the Quality of Education	School Principal Workload Imbalance	The principal is burdened with excessive administrative tasks.	Good supervision supports the success of school-based management.	Qualitative study
10	The Greatest Showman (2018)	Principal Supervision Strategy in Improving Teacher and Student Performance	Resistance to Change in Supervision	Teachers and staff were less receptive to changes in the supervision system.	A combination of formal and informal approaches to supervision is more effective.	Case study
11	The Last Supper (2023)	Evaluation of the Effectiveness of Principal Supervision in Educational Management	Lack of Principal Training	The principal has not received sufficient supervision training.	Good supervision has an impact on improving the quality of education.	Quantitative study
12	Nugraha et al. (2022)	The Relationship between Principal Supervision and Teacher Motivation	Low Teacher Motivation for Supervision	Teachers are less motivated due to a less nurturing supervisory approach.	Teachers are more motivated if supervision is carried out with a participatory approach.	Survey
13	Hasan & Putra (2023)	Implementation of Principal Supervision in Improving Teacher Performance	Weak Principal Leadership	The principal lacks the ability to guide teachers effectively.	Teachers are more confident in teaching with targeted supervision.	Qualitative study
14	The Last Supper (2021)	The Principal's Role in Organizational Control in Secondary Schools	Lack of Effective Organizational Control	The monitoring and evaluation system is less structured in some schools.	Good organizational control improves the effectiveness of school management.	Field study

No	Reference	Title	Challenge	Description	Results	Method
15	The Greatest Showman (2020)	Factors Influencing the Success of Principal Supervision	School Principal Workload Imbalance	The principal focuses more on administration than supervision.	The main factors for successful supervision are communication and teacher involvement.	Data analysis
16	The Last Supper (2019)	Principal's Strategy in Supervising Teacher Performance	Resistance to Change in Supervision	Teachers are reluctant to accept new supervision methods.	Coaching-based supervision is more effective than traditional approaches.	Case study
17	The Last Supper (2023)	Application of Technology in Educational Supervision	Lack of Technology Utilization	The technological infrastructure in schools does not yet support digital supervision.	Digitalization of supervision increases the efficiency of educational supervision.	Exploratory study
18	Dawn & Goddess (2022)	Principal Transformational Leadership and Its Influence on Organizational Control	Weak Principal Leadership	The principal is less innovative in implementing supervision strategies.	Visionary leadership increases the effectiveness of supervision.	Qualitative study
19	The Last Supper (2021)	Gap in School Supervision in Urban and Rural Areas	Resource Constraints in Remote Schools	Schools in rural areas have limited supervisors.	Urban schools have more access to supervision resources.	Comparative study
20	Ramadan & Fitri (2020)	The Influence of Academic Supervision on Student Learning Outcomes	Lack of Effective Organizational Control	Supervision is not supported by a good evaluation system.	Intensive supervision has a positive impact on student learning outcomes.	Experimental study

## CONCLUSIONS

This study found that principal supervision in Indonesia still faces various complex challenges. Some of the main obstacles include the limited number and competence of human resources for supervisors, which have an impact on the effectiveness of supervision implementation in the field. In addition, the focus of supervision which tends to be centered on administrative aspects such as completeness of documents and compliance with procedures results in a lack of attention to developing the quality of the learning process. On the other hand, the use of information technology in educational supervision activities is still relatively minimal, even though technology integration can increase efficiency, transparency, and

accuracy in data collection and evaluation of school performance.

In the context of management theory, the implementation of principal supervision in Indonesia has not fully reflected the principles put forward in various classical and contemporary managerial approaches. For example, Max Weber's bureaucratic principle that emphasizes a clear organizational structure, a clear division of labor, and a rational and legal-formal authority system, is often not consistently applied in supervisory practice. Likewise, Frederick Taylor's scientific management approach, which emphasizes efficiency through standardization of procedures and data-based performance measurement, has not been fully integrated into the educational supervision system. In addition, Rensis Likert's leadership model that emphasizes participation and interpersonal relationships in the organization has not been widely reflected in the supervisor's leadership style which is still top-down. Finally, the strategic control system according to Robert Simons, which emphasizes the importance of using information as a tool to direct and motivate organizational behavior strategically, has not been optimally applied in the principal monitoring and evaluation process. To improve the effectiveness of principal supervision, policy reform is needed that emphasizes mentoring-based supervision, utilization of technology, and strengthening the competence of supervisors and principals. With a more strategic and participatory approach, the principal supervision system can contribute more to improving the quality of education in Indonesia.

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