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School Supervision Practices in the Indonesian Education System; Perspectives and Challenges

Ikhfan Haris[1]; Fory A. Naway[2]; Wiwy T. Pulukadang[3];
Hiroko Takeshita[4] and Inero V. Ancho[5]

Abstract

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Key words: *education, school, supervision, supervisor, system*

Introduction

School supervisors are an important part of a devolved accountability system and quality assurance framework of education (Saccomanno, 2016; Hamzah et.al, 2013; International Institute for Educational Planning, 2007). In Indonesia, school supervisors are senior teachers or seniors school principals who are perceived as those who have qualifications for taking up school supervision roles (Peraturan Pemerintah Nomor 74 tahun 2008 and Permen PAN & RB No. 21 Tahun 2010). They report to the local education office of Ministry of Education and Culture (MoEC) or the Ministry of Religious Affairs (MoRA) at the provincial, regent or city level. In Indonesia, school supervisors are senior teachers or seniors school principals who are perceived as

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Introduction

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those who have qualifications for taking up school supervision roles (Government Regulation Number 74 of 2008 and *Ministerial Regulation of Administrative and Bureaucratic Reform No. 21 of 2010).*

The position of supervisors in the organizational structure of education is different from teachers (Raihan, 2008). The super-ordinates of teachers are school principals; the super-ordinates of primary school principals are the heads of sub-district UPTD ("*Unit Pelaksana Teknis Daerah*", local technical implementer unit) or the head of Sub-District Education Office; the super-ordinates of secondary school principals are the heads of District Education Office. Performance appraisal of teachers is assessed by school principals; primary schools by the head of sub-district UPTD; and secondary schools by the head of District Education Office through the head of primary or secondary education division.

At national level, supervisors are in the scope of work of the Director of Primary and Secondary Staff Empowerment, the General Directorate of Teachers and Education Staff, the Ministry of National Education. At district/city level, kindergarten and primary school supervisors report to the head of District Education Office through the head of sub-district UPTD and subject supervisors at secondary schools directly report to the head of District Education Office.

The Decree of the Indonesian President No 87 Year 1999 defines functional position as the position that reflects roles, responsibilities and rights of a civil servant in an organization unit that requires certain expertise and skills as well as independent in undertaking the position. Therefore, recommendations from school supervisors should be independent and should not be combined with other recommendations.

In the Regulation of the Minister of State for Administrative Reform and Bureaucratic Reform No 21 Year 2010 Chapter 1 Verse 2: "School supervisors are civil servants who are fully responsible and authorized to undertake academic and managerial supervision at education units. As they are fully responsible for supervision, their supervision results should become references for decision-makings on policies and empowerment. Their supervision results should also be considered by local governments when making decisions". However, the results are not respected; therefore school supervisors are less-respected. Their recommendations do not significantly impact on school principal and teacher empowerment, which is different from what happened in the local autonomy era.

A supervisor coordinator is assigned by District Education Office to oversee the success and effectiveness of school supervision work (Arman et, al, 2016). The coordinator is selected by all school supervisors across all education levels at province/district/city levels. The Ministry of Religious Affairs or other ministerial institutions/non-ministerial institutions as outlined in the Decree of the Head of Province/District/City Education Office, the Province/District Religion Office, or the head of other district offices, who have roles and responsibilities to coordinate supervision activities in their scope of work. In certain condition, the coordinator can play a double role as the head of MKPS ("*Musyawarah Kerja Pengawas Sekolah*", school supervisor working group).

Roles and responsibilities of the supervisor coordinator are (1) set roles and responsibilities of school supervisors; coordinate all activities of school supervisors; (2) provide advice in the process of setting credit points of school supervisors to be recommended to the head of Province/District/City Education Office; (3) report school supervision activities of all education levels on an annual basis; and recommend assessment results of performance appraisal of school supervisors to the head of Province/District/City Education Office. To ensure success and effectiveness of the work the coordinator, s/he is assisted by KKPS ("*Kelompok Kerja Pengawas Sekolah*", school supervisor working group) and MKPS of all education levels and types (Ministry of National Education Regulation No 143 Year 2014).

Methodology and Conceptual Framework

The review aims to provide critical overview, description and analysis on the perspectives, practices and challenges of the school supervision in the Indonesian education system. The conceptual and theoretical framework for the review called for a summary of each aspect of school supervision to include: (1) the institutional set up: how supervision is organized; (2) logistics: how supervision is carried out, including remote or virtual supervision; (3) roles and responsibilities: the tasks and functions of a supervisor vis-à-vis other district/provincial or school level personnel; (4) effectiveness of the school supervision: what has been proven to work, and the strength or weakness of claims to effectiveness?; and (5) conditions for effectiveness: what financial, technological and human resource capacity is required, including managerial and pedagogic experience of supervisors?

The paper takes the form of a review of literature and other documentation on school supervision. The review sought to source information from journal articles, grey literature, and unpublished academic studies and donor/NGO-CSO reports and websites. This literature and practice review looked initially to the Indonesia literature to capture a snapshot of current strengths and areas of focus, and found divergent opinion on the implementation of school supervision in Indonesian schools.

This review has considered a range of national examples of the practices of supervision in Indonesia. Policies, programs and practices in regards to the supervisory responsibilities of evaluating student assessments; teacher and principal appraisal; and internal (within school) and external school evaluation were analysed to illustrate a holistic national evaluation and assessment framework. The focus of reviewed included: the organizational structure of supervision services; types of supervisions; purpose of supervisions and supervisor roles and responsibilities. Furthermore, the paper explores the selection of supervisors and tenure; resourcing and training of school supervisors. Drawing from the literature, this review also provides some considerations for Indonesia in strengthening school supervision practices. These include ensuring the focus of supervision is the improvement of teaching and learning, and student outcomes; differentiating supervision (in terms of frequency and depth of coverage) for low and high performing schools; promoting the wider use of the results of school supervision; and distributing greater responsibility to school principals and teaching staff for improving learning and teaching.

The review's outputs include: (1) the review of literature and other documentation on school supervision in Indonesia; (2) identifying successful supervision activities that would inform improvement and alignment of supervision policy, processes and practices in Indonesia; and (3) incorporating findings into reports, policy briefs to guide understanding of what an effective education system does in its approach to organization, processes and functions, and roles and responsibilities in school supervision

Role and Function of Supervisors in Indonesian context

The most important activity in school teaching delivery is interaction between teachers and students in classrooms, which require supervision to ensure that the set objectives are achieved (Gablinske, 2014; Coe et.al, 2014). School principals and teachers cannot do a double role as supervisors for teaching and learning delivery. Even if they can, the results will tend to be

subjective. They are different from the Inspectorate and BPKB ("*Badan Pengawasan Keuangan dan Pembangunan*", finance and development supervisory agency) that aim to audit financial flow of local governments/institutions.

Therefore, even though school supervisors have shared objectives with school principals and teachers, the "three" of education actors: teachers, school principals and supervisors have respective roles and responsibilities; school principals are planners; teachers are actors; and school supervisors are assessors of feasibility of implementation process and achievement of set objectives.

In general, the major function of the supervisor is to assist others to become efficient and effective in the performance of the assigned duties. Apart from this general function, supervisors also perform the following roles in the school system: (1) Instructional leader: Instructional leadership is one of the most important roles of supervisor: Supervisor leads other teachers in instruction to make them as effective as possible. They also lead teachers in developing and implementing an effective plan of instruction. Supervisors have to adapt to meet the needs of the people and the particular environment rather than practice a normative kind of leadership. Instructional leaders improve the quality of instruction by furthering professional growth for all teachers. Supervisors should be flexible enough to deal with any situation and should maintain a good relationship with their staff; (2) Assessing student progress: A supervisor assesses student's progress toward the established standards by the regulatory agencies, and also facilitates the planning of various types of instruction. Supervisors ensure that teachers are utilizing information from a variety of valid and appropriate sources before they begin the planning of lessons or teaching. Supervisors determine if teachers are using the numerous evaluation processes available to assist in planning meaningful instruction, and (3) The Supervisors ensure that teachers are preparing and maintaining adequate and accurate records of student's progress. This will include the regular and systematic recording of meaningful data regarding student's progress on specific concepts and skills related to the standards for each subject for the grade level they are teaching (Sutoyo et. al, 2017).

The Regulation of the Minister of Administrative and Bureaucratic Reform No 21 Year 2010 on Functional Position of School Supervisors and their Credit Scores, the main task of school supervisors is to do academic and managerial supervision at an education unit covering the development of supervision program, empowerment implementation, implementation monitoring

of the eight national standards of education, assessment, assistance, and teacher professional trainings, evaluation of the results of supervision program, and the implementation of supervision tasks in specific areas.

The purpose of supervision closely relates with the purpose of education at schools that is to help schools (teachers) undertake their roles to get the set objectives met. The main purpose of supervision is to improve teaching and learning (Neagly and Evans, 1980; Oliva, 1984; Unal, 2013; Glickman et.al, 1998). The main target of supervision activities is improved teacher professional development. The teachers are related with human resource development, which in the end determines the prosperity and the sustainability of a nation (Wiles and Bondi, 2004).

Operational implementation of academic and managerial supervision focuses on things related with the following school condition and context: (1) checking on the availability of teaching-learning materials; (2) advising on the appropriateness of the teaching-learning materials in use; (3) assessing staff levels; (4) advising on the school climate; (5) advising the availability and quality of advising and support services available to the teacher; (6) promoting curriculum change and innovation; (7) attending to the welfare of teachers; (8) attending to institutional problems; (9) data collection to facilitate planning and decision making, and (10) monitoring policy implementation.

In order to develop and promote the quality of education, the school supervisors should conduct the duties and the roles professionally, in the following activities: providing feedback on teacher's performance; identifying needs for staff development; identifying potential for promotion; conducting quality assurance checks as well as ensuring teacher motivation and morale and providing professional support and guidance to the teachers. In addition, school supervisor ensures that the professional environment is supportive of the teaching and learning process. The ultimate objective of supervision is to improve the quality of teaching and learning. This means that school supervisor needs to play the roles of planner; organizer; leader; helper; evaluator, appraiser, motivator, communicator, and decision-maker.

Supervisor roles and responsibilities

Supervision is a process of facilitating or assisting the professional growth of a teacher, primarily by giving the teacher feedback about classroom interactions and helping the teacher make use of the feedback in order to make teaching more effective (Glatthorn, 1987). Therefore,

supervision broadly refers to the professional guidance and support provided by the supervisors, who are expected to offer the teacher assistance that will enhance and improve teacher motivation and classroom instruction (Neagly & Evans, 1980; Oliva, 1984; Hoy & Forsyth, 1986; Wiles dan Bondi, 2004; Glickman, 1990)

The main role of school or education unit supervisors is to do academic and managerial supervision functions. There are three activities that should be done by school supervisors: (1) accomplish empowerment of school quality development, school principal performance, teacher performance, and school staff performance; (2) conduct evaluation and monitoring of school program implementation and development; and (3) perform assessment of school development program process and result within a collaborative work with school stakeholders; (4) realize assigned education governance supervision at kindergartens, primary schools, junior and senior high schools and SLB ("*Sekolah Luar Biasa*", schools for children with special needs); and (5) improve the quality of teaching and learning process/counseling and student learning achievement/counseling to achieve education objectives

The first main role refers to managerial supervision and the second one academic supervision. The former is about empowerment, assessment and support/counseling from program planning, process and result. Counseling and support are provided by school principals and school staff in school management or education governance at schools to improve school performance. Academic supervision relates with empowering and assisting teachers in quality improvement of teaching and learning process/counseling and student learning quality.

The authority given to school supervisors includes: (1) Select and determine working method to achieve optimal results in undertaking the roles as required by the ethical codes; (2) Determine teacher performance level and the level of other supervised staff and other influential factors; (3) Determine or propose empowerment program and do the empowerment. The authority implies the autonomy of school supervisors to identify steps and strategies in determining supervision procedures. However, school supervisors should collaborate with school principals and teachers to undertake their role that is in line with the set school development objectives (Hariri et. al, 2012).

Selection of Supervisors and tenure

Different from school principals that are selected, school supervisors are not selected. Even though the Regulation of the Ministry of National Education 12/2007 has set criteria or requirement to become school supervisors, which is passing the selection process, the appointment of school supervisors is not by selection process. This impact on the competence quality of school supervisors as they are assigned not selected through standardized recruitment process. Even if selected, the recruitment and selection process have not been carried out professionally as they still apply favoritism and consider political situation at local level (CNN, 2016).

Many publications on school supervision in Indonesia suggest that the system of recruiting school supervisors is a key challenge as it is shown to be based less on competencies and qualifications than on favoritism and political considerations at the local level. On the other hand, the appointment of school principals has been done by selection process as required by the Regulation of the Minister of National Education No 28 Year 2010 on the Appointment of Teachers by School Principals. Of 514 districts/cities in Indonesia, only 113 have been committed to do the selection and school principal trainings as required by the Regulation of the Minister of National Education No 28 Year 2010. The selection and the trainings of the principal candidates in Indonesia are delivered by LPPKS ("*Lembaga Pengembangan dan Pemberdayaan Kepala Sekolah*" - The Institution of Development and Empowerment of (school) Principals of Indonesia), in Solo. There have not been any institutions responsible for both activities, so they are carried out as needed by District Education Office.

Effectiveness of schools is very much determined by the effectiveness of their leaders. Effective school leaders are those who are able to realize vision, mission and objectives of schools they lead. The leaders here refer to school principals and supervisors who are effective as they are competent to get school vision, mission and objectives realized.

Comprehensive, reliable selection method is required to get effective, competent school principals and supervisors. The selection is necessary to get eligible school supervisors who meet the competences set by the Ministry of National Education, i.e. 1) Personality; 2) Supervision and managerial; 3) Academic supervision; 4) Education evaluation; 5) Development research; 6) Social (Regulation of the Indonesian Minister of National Education No 12 Year 2007). Currently, there are about 30 district/cities in Indonesia that have applied the selection process for school supervisors.

Training of supervisors

School supervisors are strategic partners for schools in quality improvement, particularly in assisting teachers to implement what have been learned from trainings on classroom learning. As their role is important, school supervisors should get improved supervision competences in supervision and school principal monitoring (Jawas, 2014). School supervisors should be selected from qualified school principals and teachers, who will be prepared to become professional school supervisors as required by the Minister of National Education Regulation No 13 Year 2007. Theoretically school supervisors should have obtained competences that are above the competences of school principals and teachers as their role is to supervise them.

School supervisor training program is aimed at equipping school supervisor candidates with academic and technical, professional competences on supervision to get them familiar with related science/knowledge and technology. More specifically, the training enhances their knowledge, skills and professional attitudes in: (1) Education policies and their implementation at schools; (2) Education planning and school-based management; (3) Education management at schools; (4) Education leadership at schools; (5) Professional development for school principals and teachers; (6) Monitoring and supervision roles at schools; (7) Education innovation and technology; and (8) Techniques of training, assisting, and counseling.

In fact, access to trainings for school supervisors is very limited (Principals working group). The school supervisors often conduct the trainings independently through KKPS that meets on a weekly basis. Guidelines on school supervisor trainings have been released, e.g. training guidelines of school supervisor competence empowerment (Ministry of National Education, 2010) or Empowerment Guidelines for *Madrasah* School Supervisors and Islamic School Supervisors (Ministry of Religion Affairs, 2014); yet school supervisor training is still very limited.

Many surveys revealed that supervisors undertook minimal continued professional development (CPD) training in the three years prior to the study. The minority of supervisors who did claim to have received training, mostly those from MoEC, received training through mentoring from other supervisors or special training programs. A close analysis of supervisor comments about the training they received after appointment does not indicate that they participated in a specially planned induction program with mentoring and performance management support.

Resourcing for supervision

Policy resources are potential values of a policy in the implementation. In the context of education supervision, the main resources are school supervisors. In education supervision, school supervisors require resources to support supervision activities. One of the main issues related with supervision resources is education supervision implementation budget.

Even though regulations on the position of school supervisors are clearly set, the budget for supervision implementation is still a big issue (Sofo et. al, 2012). Many school supervisors complain the unavailable operational budget so they have to use their personal money. After completing school monitoring, they expect to have their money returned by schools to cover at least the transport money used to go to schools (Berita Express, 2016).

In performing their duties, the school supervisors have rights related with resources include: (1) receive salary as civil servants by government level; (2) receive functional allowance by school supervisor position; (3) obtain operational/regular fund to undertake supervision tasks, e.g. transportation, accommodation, and other supervision related activities; (4) receive professional allowance as school supervisors after getting supervisor certificate; (5) obtain subsidy and incentive to support tasks and professional development of school supervisors; (6) have special allowance as school supervisors working at isolated, conflicted, natural affected disaster areas (Decree of the Ministry of Administrative and Bureaucratic Reform No 118 Year 1996; Decree of the Minister of National Education No 03420/O/1996; Decree of the Minister of National Education No 020/U/1998).

The budgets mentioned above are covered by central and local governments and the well-being allowances by local governments. The allowances are in line with the capability of e central and local governments. Subsidy and incentives for school supervisor professional improvement is provided once a year by the government through the Directorate of Education Staff with the amount adjusted with the capability of the budgeting. The subsidy is given to school supervisors through school supervisor coordinator at district/city level. Therefore, the coordinator should develop programs and activities of professional development as needed by school supervisors within their respective areas.

Roles of stakeholders

School supervisors are at the central position in education management at local level. The head of District Education Office entrusts school supervisors for the empowerment of school

principals and teachers. On the other hand, they can also empower teachers through MGMP ("*Musyawarah Guru Mata Pelajaran*", subject teacher working group and school principals through MKKS ("*Musyawarah Kerja Kepala Sekolah*", school principal working group). Solid relationships among related stakeholders require partnership. The relationship between school and community requires attention. The better the level of education, well being and progress of a community, the better their appreciation and aspiration towards education institutions are. The most highlighted aspect is certainly education quality, besides management transparency is presented in following figure.

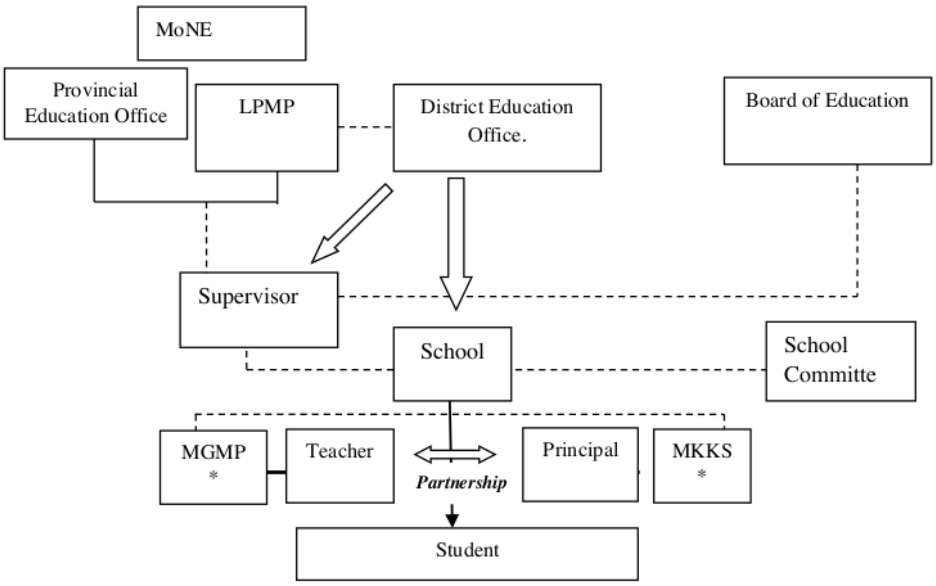

Figure 1 Role, authority and relationship between school supervisor and education stakeholder

Remarks:

MGMP: *Musyawarah Guru Mata Pelajaran* (Subject teachers working group)

MKKS: *Musyawarah Kelompok Kepala Sekolah* (School principal working group)

LPMP: *Lembaga Penjaminan Mutu Pendidikan* (Quality Assurance Board in Province level)

School supervisors that have supervision and enabling functions to schools are required to be able to develop cooperation between schools and other related stakeholders for the sake of school empowerment: (1) Encourage schools to do dialogues with school committee and community. School supervisors can play the role to smoothen school quality improvement program within the networks they have, e.g. with the head of District Education Office, the head of Sub-District Education Office, industry and entrepreneurship parties, local libraries, and

museums. They not only monitor the relationship between schools and communities in a passive note but also provide assistance to support the relationship; (2) Assist schools in curriculum development; (3) Assist schools in developing relationships with scientific and professional organizations, e.g. higher education institutions and other International institutions knows as Coalition Schools. The cooperation is aimed for professional institutions to provide opportunities for students to interact and become the sources of information; (4) Help schools develop institutional relationships among school levels within the areas of supervision. This means schools can exchange information on their respective school conditions and policies, i.e. kindergartens exchanging information with primary schools; primary schools with junior high schools; junior high schools with senior high schools. The collaboration is helpful to accommodate the interest of students to continue their study; (5) Help schools improve local content teaching and learning. School supervisors not only monitor but also accelerate quality improvement of local content curriculum. Therefore collaboration between school supervisors across districts/cities to succeed local content curriculum is required; (6) Help schools conduct shared activities, e.g. exhibitions, sports and art week among schools, contests of wits, student exchange, leadership training among OSIS ("*Organisasi Siswa Intra Sekolah*", student union) as well as tryout and empowerment of olympic participants. The activities are instruments in developing collaboration with related stakeholders to get them engaged in education quality improvement in their areas; (7) Help schools promote successful teachers, students and other academic aspects; (8) Help schools find funds for teacher training and research, e .g. classroom action research through collaboration with higher education institutions, empowerment of MGMP and KKG ("*Kelompok Kerja Guru*", teacher working group) or information delivery on grant funds; and (9) Help schools develop relationships with entrepreneurship actors if schools are to work on school cooperation, teacher well being improvement, and other relevant efforts.

Of all school empowerment ideas already mentioned, some may go beyond the tasks and responsibilities of school supervisors. This is when the importance of school supervisors having the knowledge of opportunities and rights is required. When done, they will get closer to school principals and teachers and will become school partners.

Feedback mechanisms to schools and ministry

An important aspect related with school supervision is the report of supervision results. Considering the uniqueness of specific areas and the importance of collected information by school supervisors from their school visits, there needs to be quality supervision mechanism and reporting.

The mechanism and reporting system of supervision include: (1) standardized report format and content of supervision at special areas; (2) time arrangement of supervision reporting (frequency, timeline, monthly/quarterly/semester/annual report, etc.); (3) reporting system (unit/section or staff responsible to collect report, to analyze, to respond or to provide feedback on the reports from school supervisors); (4) data sorting of supervision results by category, e.g. curriculum related data, student development and progress data, facilities and infrastructure data, school principal and teacher professional development data, and school issue data; (5) report sorting of findings and recommendations, e.g. findings to be followed up by interest and urgency levels and (6) follow up from field visit by school supervisors by District Education Office.

Proposed mechanism and reporting system is presented in a diagram below:

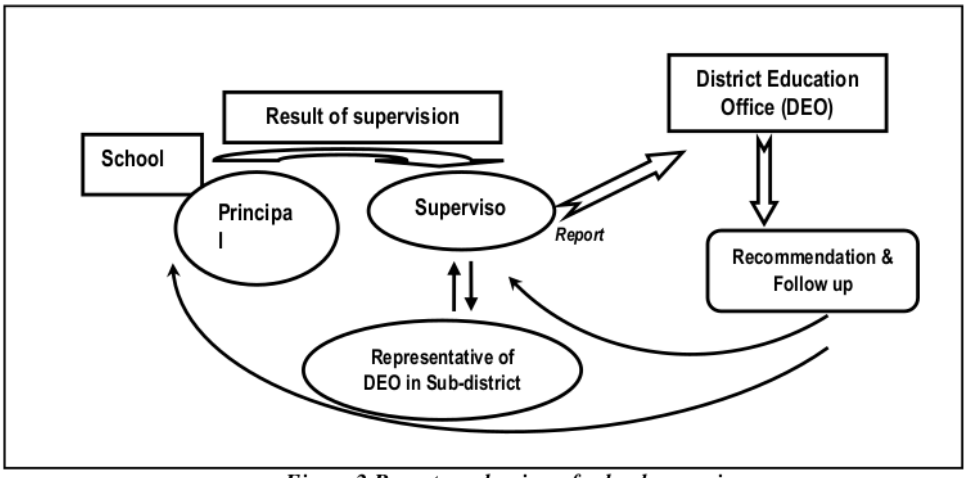

Figure 2 Report mechanism of school supervisor

An important aspect of reporting mechanism of supervision results is the coordinative relationship among Sub-District Education Office/technical implementation unit of district education office. Therefore education supervision activities at specific areas should set the mechanism.

The diagram shows that supervision findings by school supervisors will be reported to District Education Office, which has section/unit responsible to process the report data provided

by the supervisors. After getting the report, analyzed recommendations for follow up will be informed to schools and school supervisors. It is expected that this type of reporting will result in ”reporting quality cycle” that provides feedback for issues happened at schools and solutions or policies developed by District Education Office to empower the function of school supervisors as bridge-facilitators between District Education Office and schools.

Discussion of challenges and opportunities

School supervisors have an important role to play in supporting principals and teachers to improve the quality of education delivered in Indonesia’s schools, and in strengthening the capacity of principals and teachers to deliver on this goal.

There is wide agreement that the system of school supervision in Indonesia needs improvement. Supervisors are used sporadically and their use varies across regions. However, even in areas that do use supervisors, the supervisory role is shown to focus mainly on administrative rather than quality issues. This review and analysis of practice of school supervision in Indonesia has identified that the performance and quality of Indonesian school supervisors has been impacted by the following factors: (1) recruitment of school supervisors through seniority or extension of pension age for a bureaucrat means that schools that need the most highly qualified supervisors with specific expertise may not receive this high level support (Media Indonesia, 2016; ACDP, 2016); (2) the tasks of school supervisors are not fully supported with adequate infrastructure, facilities and resources to make the supervision process successful; (3) the position of school supervisors may be viewed as a challenging and an unrewarding career path for innovative educators needed to fulfill this role (UGM, 2016); (4) attention to empowering the career of school supervisors is not viewed as a MoEC priority and (5) the process of school supervision is seen as a compliance activity by both schools and the supervisor (ACDP, 2016; Syahban, 2010).

Initially school supervisors apply inspection approach for supervision activities. Classroom and school visits done by school supervisors are viewed as formal, scary activities. They get into classrooms, checking how teachers teach and how curriculum is applied, and verbally assessing student competences. The results of the checking are very meaningful for school supervisors and teachers as they impact on their future career. School principals do inspection on teachers as part of daily internal supervision system.

Unfortunately the assignment of school supervisors has never been supported with sufficient funds and has been the burden to schools. It psychologically impacts on school supervisors being less respected at schools. In addition to this, the government only releases policies that support training and education on supervision activities focusing on school principals and not engaging school supervisors. It makes the function of school supervisors at schools is neglected/not supported. It slows down the response and anticipation of school supervisors towards new education policies and innovations as facilities and support from central and local governments are very limited in providing supporting programs as they are mostly for school principals and teachers. School supervisors should have been aware of new education policies and innovations before they become known by school principals and teachers.

The supervision paradigm of school supervisor mentioned above should be changed, not only controlling to look for mistakes made by school principals and teachers but also helping them to find solution. By considering what has been elaborated, there needs to be revitalization of the role of school supervisors to make improvements in every aspect so that education processes at schools are effectively delivered. School supervision should be directed to quality control to improve education quality, requiring eligible competences to do academic and managerial supervision (quality controlling auditing).

Any supervision model cannot guarantee the perfect solution to supervision issues, particularly those related with the existence of school supervisors as the external parties of education quality control at schools as education units that should reflect education quality that are mostly ignored. School supervisors are even blamed when failures are reflected in the education results. The big question is why this happens. In this context, the revitalization of the role of school supervisors is important to make improvements towards effective education processes at schools. School supervision should be directed to improve education quality by requiring appropriate competences to do academic and managerial supervision (quality controlling auditing).

To be considered, the revitalization of school supervision in Indonesia is reflected in the following forms: (1) recruitment of school supervisors should be in line with the Regulation of the Ministry of National Education No 12 Year 2007 and the Government Regulation No 19 Year 2005. The government should assign clear, competent institutions when recruiting and assessing school supervisors, psychologically and academically, and releasing educational audit certificates for school supervisors that have time limit that should be extended. If the certificates expire and

school supervisors have not got them extended by participating in the re-assessment, they do not have the right to do school supervision and District Education Office has the right to decide their existence; (2) re-structuring of supervision areas should be done as there are too many of them. The Regulation of the Ministry of National Education No 12/2007 states that a school supervisor supervises minimum 5 schools to improve their quality, which is quite hard. Ideally, one supervisor supervises one school (kindergarten/primary school), one school supervisor for one school (junior high school, senior high school, and one vocational high school) from subject supervisor. Therefore work performance of school supervisors can be identified clearly based on the indicators of school quality improvement; (3) central government should prioritize competence improvement of school supervisors particularly on the support for education and training about new education policies and innovations before getting them delivered to school principals and teachers. School supervisors should first get the content to be supervised. This is not what is happening as most school principals and teachers know more and have better understanding than school supervisors, which lessens the authority of school supervisors; (4) local government/district or city education office should formulate common policies on academic and managerial supervision activities to be applied at schools, covering empowerment and implementation monitoring of eight national standards of education in which direct interaction among school principals, teachers and other staff takes place. The direct interaction or face to face activity takes place at schools. Yet processing the results of the monitoring of the respective eight standards is not by face to face activity. Therefore District Education Office and school supervisors should develop standardized supervision program that includes: (a) Annual supervision program; (b) Semester supervision program; (c) Managerial supervision plan; and (d) Academic supervision plan. Having the standardized instrument enables District Education Office to get accurate data on education quality improvement of the area; (5) school supervisors are given the authority to carry out teacher development training and to assess school principal and teacher performance, which will then be used for their career enhancement. With the authority, school supervisors can accurately assess work performance of school principals and teachers; (6) sufficient allowances and operational funds for school supervisors. By getting higher allowance than teachers, it is expected that professionalism of school supervisors can be enhanced and their image can become prestigious. The allowance should be adjusted with the heavy workload borne by school supervisors. They need to get sufficient operational funds for office supplies, reporting, travel allowance, research,

and empowerment activities; (7) policies on rewards and strict punishment from local government should be made available. This is to ensure that supervision activities can be applied in improving education quality at schools and (8) further thoughts should be made on the official status of school supervisors – central or local staff, or local staff at province (senior high school supervisors), district (junior high school supervisors), and sub-district (kindergarten/primary school supervisors).

The literature review also revealed that the foundations for school supervision in Indonesia benchmarked well alongside other countries. However, the rigour of implementing current policy, programs and practices was impeding school and student improvement in the majority of Indonesian schools (ACDP-034C, 2014, p. vii). This report noted that the Government of Indonesia is doing most things right, by comparison with international good practice and within the Indonesian context. The report also noted that Indonesia was not yet reaping the full benefits of being on the right track because of weaknesses in the supervision implementation and enforcement cycle. Impediments included: (1) weak supervision; (2) massive and mostly interesting rather than useful data sets; (3) limited and mostly academic rather than evaluative analysis of policy, programs and practices and (4) virtually non-existent feedback.

The role of the supervisor is a critical role for MoEC as it delivers a number of system and school priorities to improve student outcomes. Unfortunately the assignment of school supervisors has often been inadequately resourced to carry out this role (ACDP, 2016; Syahban, 2010). This is in conflict with other countries where the most needy schools are given the most significant professional support to improve outcomes. Therefore, this review recommends improvement in the quantity, quality and resourcing of (government) supervisors to provide adequate services to all schools in Indonesia. It also suggested organising needs-based school supervision more so than prescheduled visits; capacity building for the school principal; and ensuring consistent implementation and enforcement. The OECD also noted that Supervisors should be independent and highly skilled, and recognised educational leaders in their own right.

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