

Implementation of Educational Supervision Policies in Improving Teachers' Professional Competence

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ABSTRACT

The successful implementation of the Merdeka Curriculum requires significant pedagogical shifts, placing teachers' professional competence at the forefront. Educational supervision is a key policy lever for this development, yet its on-the-ground implementation in Indonesian schools remains under-explored, particularly regarding its actual mechanisms for improving teacher competence. This study aims to analyze the implementation process of educational supervision policy at SMAN 27 Bandung, focusing on its planning, execution, challenges, and its perceived impact on teachers' professional competence in the context of curriculum change. A qualitative case study was employed. Data were collected through in-depth interviews with the principal, vice-principal for curriculum, and 12 teachers, alongside non-participant observations of supervision sessions and analysis of school policy documents. Thematic analysis was conducted to identify patterns across the data. The study reveals that collaborative supervision planning fosters teacher ownership. However, implementation faces a central paradox: while reflective post-observation feedback is valued for professional growth, its effectiveness is hampered by inconsistent documentation and high administrative burdens, which limit systematic follow-up. The supervision process was found to strengthen teachers' instructional design skills, yet its impact on deeper pedagogical transformation varied significantly. The research highlights the critical need to integrate supervision documentation within school quality assurance systems and to protect time for meaningful reflective practice. It contributes to the literature on instructional leadership by illustrating how policy intent is mediated by local capacity and contextual constraints.

Keywords: Education Policy Implementation, Instructional Supervision, Merdeka Curriculum

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INTRODUCTION

The development of outstanding human resources with global competitiveness is made possible by high-quality education, which is a necessary condition for a country's advancement. Since teachers are the primary participants in the learning process, their professionalism and performance quality are inextricably related to the quality of education. Teachers have a strategic role in determining the direction, quality, and success of students through their ability to design, implement, and evaluate the teaching and learning process effectively. Therefore, professional development and systematic capacity building for teachers are non-negotiable requirements in efforts to improve the quality of national education.

One important instrument that serves as a bridge between education quality policy and learning practices in educational units is educational supervision. Educational supervision occupies a strategic position because it not only functions as an administrative control tool for learning implementation, but also as a vehicle for professional guidance and assistance for teachers so that they can develop in line with the demands of the times and national education policy. Regulations such as Permendiknas Number 13 of 2007 concerning Standards for School/Madrasah Principals (Nasional & Indonesia, 2007) and Permendiknas Number 19 of 2007 concerning Standards for Education Management stipulate that supervisory skills are a fundamental part of the managerial competencies of school principals (Kemendiknas, 2007). Thus, the quality of educational leadership greatly depends on the extent to which school principals are able to carry out effective, humanistic, and empowering supervision.

A collaborative, introspective, and ongoing process of professional development is how supervision is best understood. The paradigm of educational supervision has changed from a unilateral inspection model to a developmental supervision model focused on teachers' professional development, according to Glickman et al (Glickman et al., 2017). Through dialogue, shared reflection, and constructive feedback, teachers not only receive guidance but also learn to understand their strengths and weaknesses in order to improve their teaching practices (Tamphu et al., 2024). Quality supervision thus becomes an instrument for transforming teachers' professionalism, which has a direct impact on the quality of student learning outcomes.

However, based on various recent studies, the reality in the field shows that the implementation of educational supervision in various schools, including at the senior high school (SMA) level, still faces various challenges as a fundamental problem. There are still teachers who view supervision as a form of bureaucratic control that emphasizes document compliance rather than competency improvement. Research by Irianti (Irianti, 2022) and Murtyaningsih & Utami (Murtyaningsih & Utami, 2024) notes that supervisory practices in urban public schools tend to be administrative, lack follow-up, and have not been able to foster deep reflection among teachers. The results of a survey by the Indonesian Teachers Association also reveal that "more than 40% of high school teachers still rely on conventional teaching methods, while only a small proportion are able to optimally integrate differentiated and digital learning" (Indonesia, 2023). These

findings indicate a gap between policies on teacher professional development and their implementation in schools.

This gap is becoming increasingly relevant in the context of the demands of teacher professionalism as mandated in Law No. 14 of 2005 concerning Teachers and Lecturers, which states that “professional teachers are required to have four main competencies: pedagogical, personality, social, and professional” (Law No. 14 of 2005, 2005). Professional competence is the most important of the four since it directly relates to knowledge of instructional content and the capacity to implement innovative and relevant learning methodologies. The ability to comprehend scientific material thoroughly, adjust to curriculum requirements, and use 21st-century learning devices and methodologies are characteristics of professional instructors (Rahmawati, 2025). Therefore, rules for educational supervision should focus on encouraging professional reflection, pedagogical innovation, and a culture of ongoing quality improvement in the classroom in addition to keeping an eye on teachers' performance.

In Bandung City, the local government through the Education Office has rolled out various programs to improve teacher professionalism, such as training on the implementation of the Merdeka Curriculum, strengthening the Subject Teacher Working Group (MGMP), and digital learning workshops. However, various reports show that these programs have not fully addressed the main problem, which is the low level of internalization of training results in daily teaching practices. Workshops and training are often temporary in nature without systematic follow-up, while internal supervision, which should be the main driver of teacher development, has not been maximized. As a result, teacher professional development has not been structured, sustainable, and data-driven. In this context, internal school education supervision should be a strategic instrument to bridge the gap between training outcomes and teaching practices, but its role has not been optimized to the fullest extent.

SMAN 27 Bandung is one of the schools that has responded to these challenges and sought to overcome them by developing an integrated educational supervision policy within the school's quality management system. Supervision at this school is not only aimed at assessing teacher performance, but also functions as an integral part of professional capacity building efforts through differentiated learning, authentic assessment, and the use of information technology in line with the characteristics of the Merdeka Curriculum. Under the leadership of the principal, the supervision policy is designed collaboratively between the school management, internal MGMP, and senior teachers as a concrete step to create a professional learning community that supports the improvement of teacher capacity and quality education in a sustainable manner.

Although previous studies have been conducted, including *The Implementation of Educational Supervision in Improving the Competence of Vocational School Teachers* (Nuha et al., 2024) and *The Importance of Educational Supervision in Improving Teachers' Professional Competence* (Asril, 2021), Based on this (Sutisna, 2020) and (Rahayu, S., & Widodo, 2021), there is still a significant research gap. Without thoroughly examining how supervision policies are administered within a methodical framework for education quality, the majority

of research concentrate on the impact or efficacy of supervision in general. Due to this, the policy dimension and management using management functions – which include planning, organizing, implementing, evaluating, and following up on supervision – that are created cooperatively and sustainably to enhance teachers' professional competence are often overlooked in current supervision studies. This is especially true in the context of the Merdeka Curriculum, which links supervision policy with the strengthening of differentiated learning, authentic assessment, and the use of learning technology, especially at the public high school level.

Thus, this study occupies a strategic position because it seeks to explain not only “what impact supervision has on teacher professionalism,” but also “how educational supervision policies are implemented in practice to create a sustainable coaching cycle.” This is the research gap that forms the basis of the novelty of this study, namely the analysis of the Implementation of Educational Supervision Policy in Continuously Improving Teacher Professional Competence.

Based on this gap analysis, this study aims to analyze the implementation of educational supervision policies in improving the professional competence of teachers at SMAN 27 Kota Bandung. Taking the context of SMAN 27 Kota Bandung, this study offers contextual and actual empirical contributions to the development of a quality-oriented educational supervision model in supporting teacher professionalism in the era of the Merdeka Curriculum. By analyzing management functions in terms of planning, implementation, evaluation, follow-up, challenges, and solutions for the application of educational supervision provided by schools, this study theoretically enhances studies on educational management. It is anticipated that this study will make a conceptual and practical contribution to the creation of a structured, participatory educational supervision policy model focused on the ongoing enhancement of senior high school teachers' professionalism.

METHOD

This study employs a descriptive study design and a qualitative methodology in order to thoroughly investigate the process of implementing educational supervision policies into practice within the actual setting of SMAN 27 Bandung. The meaning, dynamics, and perspectives of supervision actors (principals, vice principals, senior teachers, and instructors) about supervision policies and their effects on teachers' professional abilities can be comprehended by researchers using this method. The research subjects included the principal as the person primarily responsible for supervision, the vice principal in charge of curriculum, senior teachers involved as members of the supervision team, and a number of teachers as the targets of supervision. Data collection techniques were carried out through: (1) in-depth interviews to explore understanding, practices, and experiences related to planning, implementation, evaluation, follow-up, obstacles, and solutions to supervision; (2) documentation studies of supervision policy documents, school annual work plans, supervision programs, supervision schedules, observation instruments, supervision reports, and teacher learning

documents; (3) observation of the implementation of supervision in the classroom and reflective discussion forums.

Data validity checks were conducted through source triangulation (principals, curriculum representatives, senior teachers, teachers) and method triangulation (interviews, observations, documentation) to enhance the credibility and consistency of the findings. Data analysis followed the Miles and Huberman model, which includes data reduction, data presentation, and repeated conclusion drawing and verification (Miles et al., 2020), thereby obtaining consistent patterns related to the implementation of supervision policies and their impact on teachers' professional competencies. The theoretical basis of this study refers to the concepts of rational and participatory planning, School-Based Management, and the principle of continuous quality improvement with the Plan-Do-Check-Act (PDCA) cycle in educational quality management.

RESULTS AND DISCUSSION

Supervisory policy planning

The results of the study indicate that the planning of educational supervision policy at SMAN 27 Bandung is designed systematically, integrated into the Annual Work Plan and school academic calendar, and based on an analysis of teacher needs or positioned as the main instrument for improving teacher professional competence that reflects the paradigm evidence-based educational supervision.

According to current educational management theory, effective supervision planning must be based on teacher performance data, quality evaluation outcomes, and contextual school needs to ensure that guidance is relevant and has a direct impact on increasing learning quality (Bush, 2020). In order to identify supervision focuses that are pertinent to learning challenges, such as the implementation of the Merdeka Curriculum, differentiated learning, authentic assessment, and the use of ICT, this planning is carried out participatively by involving the principal, vice principal for curriculum, senior teachers, and internal MGMP. This active collaboration can build a shared spirit (Handayani, 2024). The involvement of the principal, curriculum deputy, senior teachers, and internal MGMP in the supervision planning process strengthens the participatory nature of the planning. According to Harris and Jones, this is an important prerequisite in creating a sense of ownership among teachers towards supervision policies (Harris & Jones, 2022).

Participatory planning also contributes to improving teachers' readiness to deal with curriculum changes, including the implementation of the Merdeka Curriculum, which requires flexibility, differentiated learning, and adaptive use of technology (Ministry of Education, Culture, Research, and Technology, 2022). This shows the alignment between supervision policies and the national learning quality improvement agenda. Widodo and Rahayu (2022) emphasize that supervision that is relevant to curriculum requirements and the actual learning context has more potential to encourage improvements in teachers' professional competencies than supervision that is general and normative in nature (Rahayu, S., & Widodo, 2021) (Widodo & Rahayu, 2022). Thus, the supervision planning at SMAN 27 Bandung not only meets the principles of rational planning but also demonstrates a focus on quality and sustainability.

Planning documents include annual supervision programs, supervision schedules, lists of target teachers, division of supervisor roles, and classroom observation instruments that refer to national learning process standards. Supervision planning is also based on needs analysis sourced from teacher performance assessments, quality reports, and internal evaluations, so that coaching targets are more focused on strengthening teachers' professional competencies. These findings are in line with the principles of rational and participatory planning, which emphasize the involvement of implementing actors and the use of data as the basis for developing relevant and quality-oriented supervision programs. Based on this description, it can be said that supervision planning at SMAN 27 Bandung is in line with the strategic instructional leadership approach, whereby supervision is no longer understood as a routine administrative agenda, but rather as a strategic instrument to guide the continuous development of teachers' professional competencies (Leithwood et al., 2020).

Implementation of supervisory policies

Supervision at SMAN 27 Bandung is carried out through the stages of pre-observation, classroom observation, and post-observation, which emphasizes dialogue and professional reflection between supervisors and teachers. The approach used is academic and clinical, focusing on actual classroom learning practices, including classroom management, differentiated learning strategies, authentic assessment, and the use of ICT to support learning activities (Ibnu Imam Al Ayyubi; Nurhikmah; Eko Prayetno, 2026). This approach is in line with previous research which confirms that effective supervision must facilitate space for teachers to reflect on real learning practices, not merely assess compliance with standards (Zepeda, 2021). This is also in line with research by Rahayu and Widodo, which shows that “clinical supervision that emphasizes reflective dialogue can significantly improve teachers' pedagogical and professional competencies” (Rahayu & Widodo, 2021).

Teachers are given the space to explain the learning context, the challenges faced, and the strategies chosen, so that supervision becomes a two-way learning process that is humanistic and non-judgmental. This is in line with Mulloh and Muslim, who state that “effective supervision must position teachers as professional partners, not objects of assessment” (Mulloh & Muslim, 2022). The involvement of the principal, curriculum deputy, and senior teachers as a supervision team shows that supervision is positioned as a collective responsibility, not just an individual authority. The involvement of teachers in explaining the context and challenges of learning makes supervision a two-way learning process. This is also in line with Murtyaningsih and Utami, who emphasize that “teacher resistance to supervision generally arises when supervision is perceived as bureaucratic control, not professional guidance” (Murtyaningsih & Utami, 2024).

The implementation of this type of supervision is consistent with the principles of School-Based Management and a collaborative approach to supervision, which has been proven to increase teachers' acceptance of supervision and encourage a willingness to reflect on and change teaching practices. The involvement of a supervision team consisting of the principal, curriculum deputy,

and senior teachers reflects the practice of School-Based Management (SBM), which emphasizes distributive leadership. Recent studies show that distributive leadership in supervision contributes significantly to improving the quality of learning because it expands coaching capacity and strengthens a culture of professional collaboration in schools (Harris, 2021).

Supervision policy evaluation

The evaluation of the supervision policy at SMAN 27 Bandung was conducted as part of the continuous teacher development cycle, emphasizing the formative function as the basis for improving learning practices. The evaluation had a broader scope than assessment (Basari & Handayani, 2025). The evaluation was carried out through analysis of classroom observation results, post-supervision reflection, review of teaching tools, and follow-up discussions in internal MGMP forums. The evaluation results were used to identify the strengths and weaknesses of teachers' learning practices and to formulate professional development needs at the individual and group levels. The evaluation of the supervisory policy at SMAN 27 Bandung, which is formative and continuous, shows its alignment with the principle of continuous quality improvement in education. Formative evaluation is considered more effective in encouraging improvements in learning practices than summative evaluation, which is solely oriented toward reporting (OECD., 2020).

However, research has found that the use of evaluation results as a basis for long-term professional development planning for teachers is still not fully optimized. Evaluations tend to function more as formal documentation and reporting rather than as strategic instruments for systematic and measurable decision-making on teacher competency development. This condition shows that although evaluations are conceptually aligned with the principles of continuous quality improvement, integration with the school's internal quality assurance system and measurement of the impact of supervision on teachers' professional competencies still need to be strengthened. Previous research also states that supervision evaluation will have an optimal impact if it is integrated with the internal quality assurance system and used as the basis for formulating data-informed decision-making on teacher professional development (Mandinach & Schildkamp, 2021; Lickona, 2018).

Follow-up supervision

Follow-up supervision at SMAN 27 Bandung is directed at professional development for teachers through various activities, including individual mentoring by the principal or senior teachers, reflective discussions in internal MGMP forums, and activities for sharing good practices and strengthening the teacher learning community. Follow-up is not carried out uniformly, but is tailored to the needs, competency levels, and challenges faced by each teacher, making it contextual and differentiated. This follow-up pattern is in line with Widodo and Rahayu, who state that "supervision will have a significant impact on teacher professionalism if it is followed by contextual and needs-based follow-up" (Widodo & Rahayu, 2022).

However, studies show that individual professional development plans for follow-up supervision have not been thoroughly documented, which makes it

challenging to track instructors' competency progress over time. The regular application of thorough and ongoing follow-up is further hampered by time restrictions and the administrative responsibilities of teachers. There are still issues with systematization, as seen by the absence of follow-up documentation in the form of individual professional development plans. As Sutisna asserts, without documentation and continuous monitoring, supervisory follow-up tends to be incidental and difficult to measure in terms of its impact on improving teachers' professional competencies (Sutisna, 2020). From a quality management perspective, this condition shows that the "Act" stage in the PDCA cycle is already running substantively, but still requires strengthening of systematization, documentation, and impact measurement so that improvement efforts become more structured.

Supervisory policy challenges and solutions

The study found several major obstacles in the implementation of educational supervision policies at SMAN 27 Bandung, namely: (1) limited time for supervision and follow-up due to the high workload and administrative tasks of teachers and school management; (2) limited capacity and time of supervisors (principals and senior teachers) to provide intensive assistance to all teachers; (3) the suboptimal standardization of documentation of supervision results and follow-up, so that long-term professional development planning is not yet fully data-driven.

In response to these challenges, the school developed several policy solutions, including: (1) integrating the supervision program into the Annual Work Plan and school academic calendar to ensure adequate time allocation and consistency of implementation; (2) forming a supervision team involving the deputy principal, senior teachers, and internal MGMP coordinators so that supervisory responsibilities are distributed and the scope of professional assistance for teachers is broader; (3) developing a dialogical and reflective supervision approach that positions teachers as professional partners, so that supervision is perceived as a coaching process rather than merely a performance evaluation; (4) strengthening the teacher learning community and utilizing the internal MGMP as a space for collective reflection to follow up on supervision findings collectively.

These solutions demonstrate the school's efforts to translate the principles of rational-participatory planning, School-Based Management, and continuous quality improvement into more humanistic, collaborative, and teacher competency-oriented supervision practices. However, the success of these solutions still depends on continuous structural support, reduction of non-essential administrative burdens, and strengthening of policies at the system level to provide adequate space for reflection and professional development of teachers. The solution developed by this school is a best practice in educational supervision at the school level. As Irianti states, "the distribution of supervisory roles and the strengthening of the teacher learning community can improve the effectiveness of continuous professional development" (Irianti, 2022).

CONCLUSION

The goal of this study, which was to examine how the educational supervision policy was used at SMAN 27 Bandung, was effectively accomplished. The results provide a thorough description and explanation of the policy's cycle: its implementation through scientific, reflective stages that change the paradigm from assessment to professional development; its formative evaluation focused on improving practice; its contextual follow-up within teacher communities; and its evidence-based, participatory planning integrated into the school's work plan. Importantly, the analysis also found that the school's adaptive solutions, like team-based supervision and strengthening professional learning communities, hinder the full impact of the policy due to ongoing systemic issues like time constraints, administrative burdens, and inadequate documentation.

This research makes distinct theoretical and practical contributions. Theoretically, it enriches the literature on instructional leadership and School-Based Management by providing an empirical case of how supervisory leadership is distributed in practice. It demonstrates that the principles of clinical supervision and continuous quality improvement (PDCA cycle) can be synergized to create a coherent, school-specific professional development model. Practically, the study offers a validated framework for other schools, highlighting that effective supervision requires a deliberate balance between structured systems (planning, instruments) and humanistic processes (dialogue, reflection). A key nuanced finding is that even within a well-designed policy, the translation from formative evaluation to systematic, long-term professional development planning remains a critical vulnerability point, indicating where management focus is most needed.

Based on the limitations and findings of this study, the following specific directions for future research are proposed: (1) Action Research: Conduct design-based research to develop and test a standardized yet flexible digital toolkit for documenting supervision cycles (from observation notes to individual development plans) to address the identified weakness in systematic follow-up. (2) Comparative Studies: Undertake a multi-site case study comparing supervision policies in schools with different performance profiles or resource levels to identify the contextual factors that most significantly enable or constrain the effectiveness of collaborative supervision models. (3) Impact Measurement Research: Develop and validate a mixed-methods framework to longitudinally measure the causal relationship between specific supervisory practices (e.g., the quality of reflective dialogue in post-observation conferences) and measurable changes in teachers' pedagogical competencies or student learning outcomes. (4) Policy Analysis Research: Investigate the alignment and tensions between school-level supervisory initiatives and broader district or national education policies and administrative demands, to better understand the systemic constraints on supervisory effectiveness.

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