



The Effectiveness of Educational Management in Reducing Inequality in Learning Access at Public Senior High Schools

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ABSTRACT

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This study aims to examine the effectiveness of educational administration management in addressing disparities in learning access by analyzing the key dimensions of educational management: planning, organizing, implementing, and evaluating. A qualitative case study approach was employed to gain an in-depth understanding of administrative practices. Data were collected through interviews with the principal, administrative staff, teachers, students, and parents, as well as through observations and document analysis. The data were analyzed using Miles and Huberman's interactive model, including data reduction, data display, and conclusion drawing. The findings reveal that in the planning dimension, the school utilizes data-driven tools such as Dapodik and RKAS to design inclusive programs. Organizational efforts include flexible task distribution to accommodate diverse student needs. Implementation is responsive, addressing individual student requirements, though documentation practices are inconsistent. Evaluation remains sporadic and has not yet developed into a structured, sustainable monitoring system. These findings underscore the need for a more systematic, data-informed, and participatory approach to educational administration. Strengthening administrative staff capacity, developing adaptive policies, and establishing ongoing monitoring systems are recommended to enhance service effectiveness and ensure equitable access to education.

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INTRODUCTION

Education is a fundamental pillar in shaping human capital and strengthening national competitiveness. In Indonesia, the quality of human resources is closely linked to the accessibility and inclusivity of the educational system. Equitable access to education ensures that all students, regardless of socioeconomic background or geographical location, have the opportunity to acquire knowledge and skills essential for personal development and societal

contribution. However, disparities in access and quality persist, particularly between urban and rural areas, and even among schools within the same administrative region (Susanti & Huda, 2023; Mulyadi, 2022). These disparities not only limit individual potential but also hinder broader national development goals. Ensuring equitable education requires systematic educational administration capable of aligning resources, policies, and teaching practices with the needs of all learners. This study underscores the importance of effective educational management in fostering inclusive learning environments, thereby contributing to societal equity and long-term human resource development.

Despite government initiatives to improve access to education, significant inequalities remain at the secondary education level. Many students face structural barriers including inadequate school infrastructure, lack of qualified teachers, and limited learning resources, which disproportionately affect those from low-income families and remote areas. These inequalities can result in lower academic achievement, reduced participation in extracurricular activities, and diminished opportunities for higher education (Kusumawati et al., 2025). Furthermore, schools often struggle to implement policies that effectively address these disparities due to constraints in administrative capacity and inconsistent management practices (Latifah & Hasanah, 2022). Such systemic challenges highlight the necessity of evaluating educational administration as a tool for promoting equitable learning access. By examining how management functions—planning, organizing, implementing, and evaluating—are executed in schools, this study seeks to identify gaps and opportunities for improving educational equity at the institutional level.

At SMA Negeri 2 Kotaagung, learning access inequality remains a pressing issue (Veronika et al., 2024). Students come from geographically dispersed areas, including remote villages with limited transportation and poor digital connectivity. Observations reveal that many students experience irregular attendance, limited engagement in classroom activities, and difficulties in completing assignments, leading to suboptimal academic performance (Khotimah et al., 2024). School records also indicate that current administrative practices do not systematically target the needs of vulnerable students, leaving gaps in support services and learning facilitation. Additionally, teachers and administrative staff report challenges in implementing inclusive programs due to insufficient data integration and coordination (Wahyudi & Manshur, 2025). These field realities illustrate how the lack of structured, data-driven educational administration can perpetuate inequities (Yakin et al., 2025). Addressing these gaps requires comprehensive management strategies that integrate all administrative dimensions, ensuring that planning, organization, implementation, and evaluation processes are aligned to meet diverse student needs effectively.

Prior research highlights the critical role of educational administration in mitigating disparities in learning access. Kustiawan and Lestari (2021) demonstrated that student needs-based educational planning significantly improves participation and academic outcomes. Similarly, Fitriyani et al. (2023) emphasized the importance of continuous evaluation and monitoring as mechanisms to identify and address gaps in service delivery. Gunawan and Permata (2023) further argued that adaptive administrative practices—incorporating flexible resource allocation and task distribution—enhance inclusivity for students from diverse socioeconomic backgrounds. These studies collectively suggest that robust administrative functions can serve as a strategic lever for achieving equitable educational outcomes. However, while evidence supports the effectiveness of individual management functions, there remains limited research that comprehensively examines all four dimensions of educational management—planning, organizing, implementing, and evaluating—at the secondary school level in Indonesia.

Existing studies often focus on isolated aspects of educational administration, such as planning or evaluation, without analyzing their interconnection in promoting equitable learning access. Furthermore, much of the research relies on quantitative measures of academic performance, overlooking qualitative insights from students, teachers, and administrative staff regarding management effectiveness (Depdiknas, 2020; Arikunto, 2021). This gap highlights the need for a holistic, qualitative investigation that explores how educational management practices are operationalized in real school contexts, particularly in schools serving heterogeneous student populations. By addressing this gap, the current study contributes both theoretically and practically, providing a more comprehensive understanding of how effective administration can reduce disparities, inform policy development, and foster inclusive educational practices.

The novelty of this study lies in its integrated approach to evaluating all dimensions of educational management—planning, organizing, implementation, and evaluation—within a single secondary school context. Unlike prior research that often isolates individual administrative functions, this study investigates their combined impact on addressing inequitable access to learning. It also incorporates qualitative insights from multiple stakeholders, including principals, teachers, administrative staff, students, and parents, providing a multidimensional perspective on management effectiveness. This comprehensive approach not only advances theoretical understanding of educational administration in Indonesia but also offers actionable recommendations for school-level policy and practice, particularly in designing sustainable and data-driven strategies to promote educational equity.

Based on the identified issues and research gaps, this study seeks to answer the following question: How effective are educational administrative functions in addressing disparities in learning access at secondary schools? Preliminary reasoning suggests that effective management across all dimensions—planning informed by accurate data, well-organized resources, responsive implementation, and systematic evaluation—can significantly reduce inequities. By evaluating these dimensions in practice, this research aims to generate evidence-based recommendations for strengthening school administration, enhancing staff capacity, and designing inclusive programs. The study contributes to theory by linking educational management practices with equity outcomes, while practically guiding schools and policymakers in creating responsive, participatory, and sustainable administrative systems.

RESEARCH METHOD

This study employed a qualitative case study design to provide an in-depth understanding of how educational administration is implemented to address disparities in learning access. The case study approach was chosen because it allows for a naturalistic, contextual exploration of complex administrative processes and stakeholder experiences, which may not be fully captured through quantitative methods. By examining the four core dimensions of educational management—planning, organizing, implementation (actuating), and evaluation (controlling)—the study aimed to identify strengths, limitations, and opportunities for improving equity-oriented school management practices. This design enables a comprehensive understanding of both systemic and situational factors affecting the operationalization of inclusive administrative functions.

The research was conducted at SMA Negeri 2 Kotaagung, selected purposively due to its diverse student population and persistent challenges related to equitable learning access. Data collection spanned six months and involved multiple techniques to ensure a rich, triangulated dataset. Primary techniques included in-depth interviews with key informants such as the principal, vice principal, administrative staff, teachers, students, and parents; direct observations of administrative practices in student services, academic planning, and support programs for underprivileged students; and document analysis of school policies, attendance records, learning program schedules, and administrative reports. These data sources were designed to capture comprehensive insights across all administrative dimensions.

Data analysis followed Miles and Huberman's interactive model, involving three sequential processes: data reduction, data display, and conclusion drawing/verification. Data were thematically categorized according

to the four dimensions of educational administration—planning, organizing, implementing, and evaluating—to identify patterns, challenges, and potential areas for improvement. Triangulation of sources, techniques, and time, along with member checking with selected informants, was conducted to ensure validity and reliability. This methodological framework allowed for a nuanced, evidence-based assessment of how educational management practices can be optimized to promote equitable access to learning and inform policy and school-level administrative improvements.

RESULT AND DISCUSSION

Analysis Based on POAC Framework

Planning

Educational planning at SMA Negeri 2 Kotaagung encompasses the preparation of annual programs, learning calendars, and student support initiatives. While these planning activities demonstrate alignment with regulatory requirements, they often lack a comprehensive needs assessment, particularly for students from disadvantaged backgrounds. Planning is primarily compliance-driven rather than equity-oriented, which limits the ability to design interventions that respond to diverse student needs (Pratama, 2020; Wibowo & Aryani, 2024). Effective planning in educational management requires a clear connection between contextual analysis, stakeholder engagement, and resource allocation to ensure programs are responsive to local realities.

The school has implemented remedial programs and tutoring initiatives; however, these are often not informed by systematic data collection or monitoring. As a result, interventions may fail to reach the students who need them most or lack measurable outcomes. In the context of educational management dimensions, this indicates that the planning function is not fully integrated with organizational capacity, implementation mechanisms, or evaluation feedback. Strengthening data-driven planning processes, including student performance analytics and needs assessments, is essential to enhance equity in access and ensure that interventions are targeted effectively.

Organizing

The organizational structure at SMA Negeri 2 Kotaagung displays clear role divisions among administrative staff and teachers. Nevertheless, the coordination of educational administration lacks formalization. Informal mechanisms, such as teacher collaboration to identify at-risk students, exist but are not institutionalized through standard operating procedures (SOPs) or systematic documentation (Gunawan & Permata, 2023; Arifah et al., 2024). Without a formal organizational framework, accountability and sustainability of programs designed to reduce access inequities are weakened.

Moreover, organizational efforts are limited in linking planning outputs to actionable implementation. For instance, while student support initiatives are designed, there is no centralized system to allocate responsibilities, monitor progress, or facilitate communication among stakeholders. From a management perspective, the organizing function should ensure resources, roles, and coordination mechanisms are aligned with equity objectives, providing a structural backbone that supports both planning and implementation efforts. Institutionalizing collaboration and documentation processes could strengthen consistency and transparency.

Actuating (Implementation)

Implementation of educational programs, including attendance interventions, home visits, and flexible scheduling, is present but inconsistent. Much of the initiative relies on individual teacher effort rather than a coordinated school-wide strategy (Shafa et al., 2024). Observations indicate that enrichment classes, remedial programs, and support services are accessible to only a limited number of students, often determined informally rather than through systematic needs assessment.

This reliance on individual initiative highlights a gap in the actuating function of educational management. Effective implementation requires integration with both planning and organizational dimensions, ensuring that interventions are structured, equitable, and sustainable. Formalized implementation procedures, clear stakeholder responsibilities, and ongoing monitoring mechanisms are necessary to maximize program reach and effectiveness. Incorporating feedback loops and participatory involvement of students and parents could further enhance the responsiveness of administrative practices.

Controlling (Evaluation)

Control mechanisms within SMA Negeri 2 Kotaagung are largely limited to routine reporting and occasional teacher meetings. The school lacks a diagnostic system to identify root causes of learning gaps, and evaluation findings are not consistently applied to redesign administrative programs (Nurhayani et al., 2022; Yuniarti et al., 2023). Feedback is often general, lacking specific indicators or actionable recommendations, which reduces its utility in improving equity-oriented management practices.

In terms of educational management dimensions, the controlling function should provide evidence-based insights that inform planning, organization, and implementation processes. Systematic monitoring, reflection, and the use of measurable indicators are essential to assess program effectiveness, identify

barriers, and guide continuous improvement. Strengthening evaluation practices could transform incidental reporting into a structured, sustainable process, ensuring that administrative interventions meaningfully enhance access to education.

Summary of Findings Based on POAC Framework

POAC Component	Key Finding
Planning	Programs exist but lack data-based needs assessment; mostly compliance-driven
Organizing	Informal coordination exists; no formal SOPs or standardized documentation
Actuating	Program implementation inconsistent; relies on individual initiative
Controlling	Monitoring lacks specificity, reflection, and actionable feedback

Integration with CIPP Evaluation

Beyond the POAC framework, the study also examined the effectiveness of educational administration using the CIPP evaluation model (Context, Input, Process, Product). This approach provides a holistic assessment of how contextual relevance, resource allocation, program implementation, and resultant outcomes collectively influence equitable learning access. By combining POAC and CIPP analyses, the research highlights systemic strengths and weaknesses, offering a multi-layered understanding of how educational management practices can be optimized to reduce disparities. Together, these frameworks support evidence-based recommendations for developing integrated, data-driven, and participatory administrative systems that ensure inclusive education at the secondary level.

Analysis Based on CIPP Evaluation Model

Context Evaluation

SMA Negeri 2 Kotaagung recognizes that disparities in learning access exist among its student population. However, the school has not developed a structured diagnostic system to comprehensively map the needs of vulnerable students. Planning decisions are often made without fully considering students' academic profiles, attendance patterns, or socioeconomic backgrounds (Purnomo & Munadi, 2005; Fauziah et al., 2023). In terms of educational management dimensions, this gap reflects a weakness in the planning function, as effective administration should begin with contextual analysis to ensure interventions are responsive and targeted.

Additionally, although teachers and administrative staff are aware of students at risk, their efforts are fragmented and informal. There is no centralized system to identify which students require specific support, leading to potential

inequities in service delivery. Effective context evaluation would involve systematic data collection, needs mapping, and prioritization of interventions based on both qualitative and quantitative indicators. Addressing this dimension would allow the school to design evidence-based programs that align planning, organizing, and implementation processes with students' unique needs.

Finally, the lack of structured contextual analysis limits the school's ability to engage stakeholders, including parents and community organizations, in a strategic and meaningful manner. Without understanding the broader social and environmental factors influencing student participation, planning and organizational efforts remain reactive rather than proactive, undermining the equity and inclusiveness of administrative practices.

Input Evaluation

The school possesses adequate human and physical resources, including qualified teaching staff, classrooms, and digital learning infrastructure. However, these inputs are underutilized and unevenly applied in administrative and instructional processes (Rohmah & Saputra, 2023; Hermanto et al., 2024). For example, digital learning platforms and socio-emotional learning tools are available but rarely integrated into regular programs, limiting the potential impact of resource allocation. From a management perspective, the organizing and implementing functions must ensure that inputs are systematically aligned with program goals and effectively mobilized to support equitable access to learning.

Moreover, staff capacity to apply inclusive administration varies widely. Some teachers are proactive in identifying students' needs and providing additional support, while others rely on routine practices without tailoring interventions. This variability underscores the necessity of professional development programs and capacity-building initiatives to standardize administrative practices and improve the consistency of program delivery. Optimizing inputs requires strategic coordination between available resources and operational mechanisms to ensure all students benefit equitably.

Finally, administrative inputs, including monitoring tools and learning support materials, are not fully leveraged in decision-making processes. The lack of integration between inputs and planning cycles reduces the effectiveness of administrative interventions. Addressing these gaps through structured input management would enhance the synergy between planning, organizing, implementation, and evaluation, thereby increasing the responsiveness of the school's educational administration system.

Process Evaluation

The administrative processes at SMA Negeri 2 Kotaagung remain largely procedural. Regular meetings and administrative routines occur; however, follow-up mechanisms and feedback loops are minimal. Monitoring tools are not integrated into planning cycles, and there is limited engagement with parents or community stakeholders in addressing barriers to learning (Nuraeni & Nugraha, 2023). From a management standpoint, the implementing (actuating) function is compromised by the lack of structured coordination, formalized procedures, and participatory processes.

Furthermore, the absence of systematic reflection and adaptive interventions means that administrative decisions are reactive rather than proactive. Processes for identifying at-risk students, allocating resources, and tracking program effectiveness are fragmented, resulting in inconsistencies in support for students. Integrating process evaluation with data-driven decision-making would strengthen the implementation of programs, allowing the school to adapt strategies dynamically based on observed outcomes and stakeholder feedback.

Lastly, limited process management affects the continuity and sustainability of programs. While some interventions occur successfully at the individual teacher level, they are not standardized or scaled school-wide. Ensuring that processes are institutionalized, documented, and monitored systematically is essential to create a responsive, inclusive, and sustainable administrative framework.

Product Evaluation

Student outcomes at SMA Negeri 2 Kotaagung demonstrate uneven results. Some students show measurable improvement due to targeted teacher interventions, while others continue to struggle academically or disengage from learning activities. Evaluation data are rarely utilized to refine administrative strategies or report progress transparently (Nurhayani et al., 2022). The absence of key performance indicators (KPIs) for tracking equity impacts indicates a weakness in the controlling (evaluation) function of educational management.

Moreover, product evaluation does not inform iterative planning, resulting in a disconnect between outcomes and administrative adjustments. Effective educational administration should link student performance data directly to program redesign and resource allocation, creating a continuous improvement cycle. Without such feedback, administrative efforts remain fragmented and lack the ability to meaningfully enhance equity in learning access.

Finally, shifting from output-oriented assessment toward outcome-driven evaluation is critical. By establishing measurable indicators that reflect both academic performance and equity goals, the school can better align administrative actions across planning, organizing, implementing, and evaluating dimensions. This integration would enhance the effectiveness of the overall educational management system and ensure that programs are responsive to all students.

Summary of Findings Based on CIPP Model

CIPP Component	Key Finding
Context	Disparities acknowledged, but no structured student needs mapping.
Input	Staff and tools exist but are underutilized; varied preparedness.
Process	Administrative routines not linked to continuous improvement.
Product	Uneven student progress; results not used for planning or innovation.

Integrative Discussion

The findings from the CIPP evaluation model indicate that SMA Negeri 2 Kotaagung’s educational administration system is not fully aligned with continuous, responsive, and equity-oriented management practices. Weak integration across context, input, process, and product dimensions results in fragmented interventions and inconsistent student support. By combining the insights from both POAC and CIPP analyses, it is evident that a systematic, data-driven, and participatory approach is needed to strengthen planning, organizing, implementation, and evaluation functions, thereby promoting equitable access to learning and sustainable school improvement.

Discussion

Alignment of Administrative Practices with Inclusive Education

Combining the POAC and CIPP frameworks reveals that the school’s educational administration practices are partially aligned with inclusive and equitable education objectives. In the planning dimension, programs are developed regularly, including annual schedules and remedial initiatives, but lack comprehensive, data-driven needs assessments for vulnerable students (Pratama, 2020; Wibowo & Aryani, 2024). Context evaluation using the CIPP framework confirms that student academic profiles, attendance records, and socioeconomic conditions are underutilized in planning decisions (Purnomo & Munadi, 2005; Fauziah et al., 2023). Without integrating context analysis into planning, interventions risk being generic and insufficiently responsive to diverse student needs, limiting the effectiveness of equity-oriented educational management.

The organizing function also exhibits limitations. While the school has a clear organizational structure, task divisions and responsibilities are informal, particularly in programs targeting at-risk students (Gunawan & Permata, 2023; Arifah et al., 2024). CIPP input evaluation indicates that available resources—qualified staff, infrastructure, and digital tools—are underutilized, and coordination mechanisms are inconsistent. Effective administration requires standard operating procedures (SOPs), clear documentation, and a systematic flow of responsibilities, linking planning to implementation and evaluation. Institutionalizing these practices strengthens organizational capacity to support continuous and equitable educational programs.

Implementation and Monitoring

In the actuating (implementation) dimension, programs such as remedial classes, attendance interventions, and enrichment activities are carried out but inconsistently. Observations and process evaluations show reliance on individual teacher initiative, with minimal integration across the school system (Shafa et al., 2024; Nuraeni & Nugraha, 2023). Embedding implementation within formalized structures, supported by digital tracking systems, ensures that interventions are consistent, measurable, and equitable. This also allows administrative actions to be responsive to emerging student needs and promotes sustainability of interventions over time.

Evaluation and Feedback Mechanisms

The controlling (evaluation) function is currently limited to routine reporting and informal teacher meetings. Product evaluation indicates uneven student outcomes, with improvements seen in some cases but persistent gaps for others (Nurhayani et al., 2022). Feedback is rarely tied to measurable indicators or used to inform planning and organizational adjustments. Integrating POAC with the CIPP evaluation model allows administrators to use monitoring data strategically, translating evaluation results into actionable improvements. Key strategies include embedding real-time dashboards, defining key performance indicators (KPIs) for equity, and ensuring feedback loops directly influence planning and program refinement.

Recommendations for Improvement

To enhance equity-oriented administration, the school should:

1. Institutionalize student needs assessments using instruments such as risk index mapping to inform data-driven planning.
2. Develop formal SOPs, administrative flowcharts, and digital protocols to standardize organizational procedures.

3. Integrate access and performance data into dashboards for real-time monitoring and responsive decision-making.
4. Implement quality control measures that systematically link evaluation findings to program redesign and resource allocation.
5. Strengthen partnerships with parents, local government, and NGOs to co-design interventions that address systemic barriers to learning.

By strategically applying POAC for operational management and CIPP for outcome evaluation, SMA Negeri 2 Kotaagung can transition from compliance-based administration to a reflective, equity-focused system. This integrative approach is critical for actualizing the Merdeka Belajar policy, reducing achievement gaps, and ensuring that all students, especially those at the margins, receive equitable access to quality education.

Summary Table of Integrative Analysis

Framework	Dimension	Key Finding	Recommendation
POAC	Planning	Programs exist but lack data-based needs assessment	Institutionalize risk mapping for student needs
POAC	Organizing	Informal coordination; no SOPs	Develop SOPs and administrative flowcharts
POAC	Actuating	Implementation inconsistent; teacher-driven	Embed programs into systematic processes; digital tracking
POAC	Controlling	Monitoring lacks specificity; feedback not actioned	Use KPIs and dashboards; integrate evaluation into planning
CIPP	Context	Disparities acknowledged; no structured mapping	Use contextual data to guide interventions
CIPP	Input	Staff and tools underutilized	Align resources with program targets; build staff capacity
CIPP	Process	Routines not linked to improvement	Establish participatory, adaptive processes
CIPP	Product	Uneven student progress; outcomes not used	Link evaluation results to program redesign and equity targets

CONCLUSION

The most important insight from this study is that inequitable access to learning is not caused by a single administrative weakness but by the interconnected failure of planning, organizing, implementing, and controlling functions. The findings demonstrate that when educational administration is not grounded in systematic student needs analysis, standardized organizational procedures, and data-driven evaluation, equity-oriented programs become fragmented and unsustainable. The integration of POAC and CIPP frameworks reveals that effective educational management must be intentional, student-centered, and reflective, rather than merely compliance-based. Meaningful improvement in learning access requires administrative practices that continuously link contextual analysis, resource utilization, implementation consistency, and outcome-based evaluation to ensure that vulnerable learners are adequately supported.

This study contributes to the field of educational management by offering a dual-framework analytical model that bridges managerial functions (POAC) with evaluative dimensions (CIPP), providing a comprehensive lens for assessing and improving equity-focused educational administration. This integrated approach enriches theoretical discussions on inclusive school management and offers practical guidance for school leaders and policymakers. However, the study is limited by its qualitative design and single-institution focus, which may restrict generalizability. Future research should involve comparative multi-school studies, explore the use of digital dashboards and learning analytics for equity monitoring, and examine community-based governance models to strengthen participatory and scalable solutions for inclusive education management.

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