



Principal Leadership in Improving the Quality of Education in Regional Public Elementary Schools in Gugus II Cakranegara, Mataram City

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Abstract

This study aims to analyze educational quality management in elementary schools located in the red zone of Cluster II Cakranegara, Mataram City, and to formulate a contextual and sustainable quality development strategy. The study used a qualitative case study approach, involving principals, teachers, and school committees as research subjects. Data collection techniques included observation, in-depth interviews, and documentation, while data analysis used a data reduction, data presentation, and verification model. The results of the study indicate that educational quality planning has been carried out through the preparation of RKS (Work Plans) and RKAS (Work Plans for Schools), but has not been fully based on quality data analysis and real student needs. A quality organization still relies on the dominant role of the principal and individual commitment, so that the internal quality assurance system has not run optimally and collaboratively. Evaluation of educational quality is still oriented towards academic achievement and has not been optimally utilized as a basis for improving the learning process. Based on integrating the findings with the principles of Total Quality Management (TQM), quality improvement strategies should focus on strengthening instructional leadership, data-based decision-making, stakeholder involvement, and continuous improvement. This study recommends developing a quality management model that is adaptable to the socio-economic and environmental conditions of red zone schools.

Keywords: *Education Quality; Red Zone; Elementary School; Principal Leadership*

INTRODUCTION

Quality education is the primary foundation for developing superior and competitive human resources. In today's era of globalization, a nation's success in various sectors is largely determined by the quality of its education system, particularly at the primary level. However, educational inequality remains a fundamental problem in many countries, including Indonesia. This inequality occurs not only between regions but also between schools within the same region. Globally, a 2021 UNESCO report noted that more than 250 million primary school-age children have not received a quality education. The COVID-19 pandemic has exacerbated this situation, particularly in developing countries that lack equitable educational technology infrastructure (Kundu & Barik, 2022). Inequitable access to distance learning

widens the educational gap and negatively impacts the quality of education for children in disadvantaged areas.

In Indonesia, the disparity in educational quality is very evident in schools in the "red zone" category. The red zone education refers to areas with low levels of quality achievement, as measured by Education Report indicators, such as student literacy and numeracy, teacher quality, availability of facilities and infrastructure, and community participation. In areas like these, the education system often faces complex structural obstacles, ranging from budget constraints and poor human resource quality to low parental and community involvement. One area that demonstrates these challenges is Cluster II Cakranegara in Mataram City, West Nusa Tenggara Province. Three elementary schools in this area—SDN 15, SDN 24, and SDN 42 Cakranegara—are a clear reflection of the conditions of the education red zone. Based on Education Report data, Literacy Ability: Moderate (60% of Students have achieved Minimum competency) 40% - 70% of students have achieved minimum competency for reading literacy, but efforts are needed to encourage more students to achieve minimum competency. The percentage of students who have achieved the minimum competency for Literacy Skills this year is 60%, up 16.67 from 2023 (percentage 43.33%). And Numeracy skills: Less (33.33% of students have achieved the Minimum competency), less than 40% of students have achieved the minimum competency for numeracy; efforts are needed to encourage students to achieve the minimum competency.

The percentage of students who have achieved the minimum competency for Numeracy this year is 33.33%, an increase of 6.66% from 2023 (26.67%). These three schools have low literacy and numeracy achievements, and face limited learning facilities and low parental participation. In addition, the social environment around the school also contributes to worsening student learning conditions. A significant external factor is the Karang Bagu area's status as a red zone for drug distribution in Mataram City. Based on data from the Mataram City National Narcotics Agency (BNN), there are cases of drug abuse involving students around the school environment. Informal data collected from the school administration states that an estimated 5 students are directly or indirectly affected by drug abuse at SDN 15 Cakranegara, 3 students at SDN 24 Cakranegara, and 4 students at SDN 42 Cakranegara. Although these numbers are not large in percentage terms, they have a significant impact on the learning climate, safety, and motivation of other students.

This situation creates a negative stigma that directly affects the social environment, including students' motivation to learn and parents' participation in school activities. Addressing areas like this requires a collaborative approach across sectors, including education, health, and security. Interestingly, the Cakranegara area, specifically Karang Bagu Village, is also known as a red zone for drug trafficking in Mataram City. The Mataram City National Narcotics Agency (BNN) has designated Karang Bagu as a priority intervention area due to its high rate of drug abuse. This situation creates a negative stigma that directly affects the social environment, including students' motivation to learn and parents' participation in school activities. Addressing areas like this requires a collaborative approach across sectors, including the education sector.

In this context, developing educational quality cannot be achieved independently of the social conditions of the surrounding community. Therefore, the approach used in this study combines the principles of educational quality management with an understanding of the social systems within the school environment. Total Quality Management (TQM) serves as the primary foundation, emphasizing the importance of continuous improvement through the involvement of all stakeholders, including teachers, principals, parents, and local government.

Anderson's (2020) educational systems theory also serves as a foundation for understanding that schools are part of an open system influenced by both internal and external factors. With this systemic approach, educational quality is influenced not only by teacher and facility quality, but also by community support, family economic conditions, and the social stability of the environment. Community

support is crucial, especially in addressing social challenges such as drug trafficking, which threaten the safety of learning environments.

Previous studies have highlighted the importance of stakeholder involvement in improving educational quality. Lee and Kim (2019) noted that socioeconomic background and community support significantly influence student learning outcomes. Meanwhile, Rahman and Suharto (2023) emphasized the need for evidence-based intervention models that are adaptive and tailored to local contexts for effective quality improvement strategies.

However, these studies still have limitations in addressing specific issues in elementary schools located in red zones. Some studies only emphasize internal school aspects (Hidayat & Wijaya, 2021), while others have not thoroughly examined implementation strategies (Susanti et al., 2022). This gap opens up opportunities for research focused on improving the quality of basic education in environments with high social and economic challenges, such as in Cluster II Cakranegara.

This study aims to assess the quality of education in these three elementary schools, analyze the inhibiting and supporting factors, and formulate contextual and applicable quality development strategies. Furthermore, this research will explore the role of education stakeholders, including teachers, principals, parents, and local governments, in efforts to continuously improve quality.

This research is highly urgent, as basic education is the foundation for all subsequent levels of education. If not addressed seriously, the low quality of basic education will impact the quality of graduates at the secondary and tertiary levels and weaken regional competitiveness. Furthermore, this research also contributes to the academic literature on strategies for developing educational quality in underdeveloped regions.

In practice, the results of this study are expected to provide recommendations for local governments, education departments, and schools to develop policies and programs to improve educational quality. A data-driven approach involving local communities is expected to create solutions that are not only effective but also sustainable.

By integrating a quality management approach, systems theory, and an understanding of social challenges in the field, this research is expected to produce a relevant and contextual model for developing basic education quality strategies. The hope is that schools in red zones will no longer be viewed as a burden, but as empowering and competitive centers of educational transformation.

This red zone is characterised by high socioeconomic vulnerability and limited access to adequate educational facilities. The main focus of this research is to understand in depth the condition of educational quality in two elementary schools representing this cluster, namely SDN 15 Cakranegara, SDN 24 Cakranegara. By comprehensively examining these two schools, the research aims to formulate strategies for developing educational quality that are appropriate to the local characteristics and challenges faced in this red zone: 1) At SDN 15 Cakranegara, the research will analyze student learning outcomes and the results of educational quality evaluations that have been obtained by the school. 2) At SDN 24 Cakranegara, the study is directed at assessing educational facilities and access to learning technology available at the school. Given that the COVID-19 pandemic has widened the gap in access to technology, this research will assess the extent to which these limitations affect student learning outcomes and participation in the educational process. In addition, the research also examines the impact of students' socioeconomic conditions on educational achievement and the role of the community and local stakeholders, such as parents and local government, in supporting educational quality at the school.

In addition to analyzing the two schools, this research will also develop an evidence-based intervention model and strategy for improving education quality, tailored to local conditions in Cluster II

Cakranegara. This model is expected to serve as a reference for schools, local governments, and other stakeholders in implementing effective and sustainable education quality improvement programs. The research will also provide inclusive policy recommendations that empower all local stakeholders, from educators, students, parents, to the community and local government, to play an active role in promoting equity and improving the quality of basic education.

Thus, the focus of this research is not limited to problem identification but also emphasizes practical solutions that can be implemented in the field. The approach used integrates a multi-sectoral perspective and accommodates local socio-cultural conditions. Therefore, the research results are expected to make a real contribution to improving the quality of education in red zone areas, which have historically been a challenge. This research is crucial in addressing the urgent need to create quality, equitable, and inclusive education, particularly in areas with disadvantaged socio-economic conditions.

RESEARCH METHODS

This study aims to analyze the condition of education quality in elementary schools located in the red zone in Cluster II Cakranegara, Mataram City. Specifically, this study focuses on: 1) Describing education quality planning based on Education Report Card indicators in the red zone area of Cluster II Cakranegara, Mataram City, 2) Analyzing the organization of education quality in Cluster II Cakranegara, Mataram City, 3) Formulating an evaluation of education in Cluster II Cakranegara, Mataram City. According to Sugiyono (2016) the location of the study was carried out in the area of Cluster II Cakranegara, Mataram City, which consists of three Elementary Schools categorized as red zones based on education quality indicators.

The approach used in this research is qualitative. Descriptive qualitative research focuses on narrative descriptions of objects or phenomena, with data collected in the form of facts, both verbal and visual, that explain what, why, and how an event occurred, according to conditions in the field through self-collection. In this research, the researcher used a case study method. (Abdussamad, 2021) states that a case study is an in-depth study of an individual, a group, an organization, a program, and so on over a specific period of time with the aim of obtaining a complete and in-depth description of an entity by generating a theory. In this research, there are three stages of research procedures that will be carried out by the researcher: 1) Orientation stage, 2) Reduction stage, 3) Selection stage.

The data in this study consists of primary and secondary data obtained from various relevant sources. Primary data was obtained directly from the field through survey interviews and observations. Primary data sources include: teachers, principals, committees from three red zone elementary schools in Cluster II Cakranegara, respondents' responses, interview instruments, and the researcher's observations of the schools' physical condition. Meanwhile, secondary data were collected from official documents and reports, including education report cards, school profiles, and internal school documents such as learning evaluation results, meeting minutes, and education activity reports.

In qualitative research methods, there are three stages of data collection: observation, in-depth interviews, and documentation (Fadli, M.R., 2021). In this study, data analysis followed the steps proposed by Miles and Huberman: data collection, data reduction, data presentation, and verification (Sidiq & Choiri, 2019). In qualitative research, data validity is assessed using four criteria (Moleong, 2020): credibility, transferability, dependability, and confirmability.

RESULTS AND DISCUSSION

A. Educational Quality Planning in Red Zone Elementary Schools

1. Educational Quality Planning Preparation Process

Research findings indicate that educational quality planning in elementary schools in the red zone of Cluster II Cakranegara has been implemented through formal mechanisms, including the preparation of the School Work Plan (RKS) and the School Activity and Budget Plan (RKAS). Normatively, this practice is in line with school-based management provisions that emphasize planning as the initial function in the educational management cycle. According to Terry (2014), planning is the process of setting goals and determining the steps needed to achieve them effectively and efficiently. In the context of educational quality management, planning functions not only as an administrative document but as a strategic instrument that directs all school activities towards continuous quality improvement.

Interviews indicate that the planning process involves teachers and school committee representatives through school work meetings. However, this involvement remains limited and has not yet addressed strategic aspects, particularly in the analysis of education quality data and the formulation of program success indicators. This indicates that education quality planning is still oriented towards procedural compliance rather than a data-driven decision-making approach. Theoretically, quality planning must be based on data and field facts to provide a basis for continuous improvement. When planning is based solely on experience and practice, without analysis of quality achievement data, the resulting program tends to be general and lacks direction. Therefore, although education quality planning in red zone elementary schools has been formally implemented, its quality still needs to be strengthened to truly function as a strategic tool for improving education quality.

2. Identification of Quality Needs of Students in the Red Zone

The research results show that student quality needs are identified contextually, taking into account students' socioeconomic and environmental conditions. The school recognizes that the characteristics of students in red zones differ from those in schools in general, so quality targets cannot be directly equated. Observation and interview findings indicate that the school places more emphasis on character building, discipline, and positive habits than on achieving high academic targets. This strategy represents a form of school adaptation to limited home learning support, vulnerable social environments, and students' psychological conditions. This approach aligns with the holistic education theory proposed by Lickona (2012), which holds that character education is the foundation for long-term academic success. Character traits such as discipline, responsibility, and motivation to learn are important prerequisites for the development of students' academic competence.

Furthermore, according to Bronfenbrenner (1979), the ecological theory of human development holds that the family and social environment have a significant influence on child development. Therefore, schools' emphasis on character formation can be understood as a compensatory strategy to address the limitations of students' external environments. Thus, schools' focus on character formation is not a disregard for academic quality, but rather an adaptive strategy relevant to the context of red zone schools. This strategy reflects quality management practices that are responsive to students' real needs.

3. Involvement of Teachers and School Committees in Quality Planning

Research findings indicate that teacher involvement in educational quality planning has occurred but remains limited to providing general input and implementing established decisions. Teachers have not been actively involved in quality data analysis, such as the use of Education Report Cards or the determination of program success indicators. According to Mulyasa (2013), the success of school-based

management is largely determined by the level of teacher participation in decision-making. Teachers are not only policy implementers but also key actors in improving the quality of learning. When teachers are not strategically involved, their professional potential is not optimally utilized. The role of school committees is also still supportive and has not been systematically integrated into quality planning. This indicates that the principles of participation and collaboration in school-based management have not been fully realized. Conceptually, Sallis (2014) emphasizes that educational quality can only be achieved through the involvement of all stakeholders. Symbolic participation is not sufficient to drive sustainable quality improvement.

B. Organizing Educational Quality in Red Zone Elementary Schools

1. Division of Tasks and Responsibilities

The research results show that the division of tasks has been formally regulated through the organizational structure and the principal's decree. However, the organization of the quality improvement program remains flexible and highly dependent on individual commitment. According to Robbins (2016), an effective organization requires clear roles, responsibilities, and systematic work mechanisms. While relying on highly committed individuals can accelerate program implementation, it can weaken program sustainability when those individuals are no longer involved. These findings indicate that the educational quality organization system in red zone schools is still person-based, not system-based. This condition presents a challenge in building a sustainable quality culture.

2. Coordination between the Principal and Teachers

The principal acts as the primary coordinator through formal and informal communication. This coordination pattern is considered effective in maintaining the smooth running of daily school activities. According to Mintzberg (2009), the principal's managerial role encompasses interpersonal, informational, and decision-making roles. In the context of this study, the principal's interpersonal role has been functioning well, but their strategic role in improving learning quality still needs strengthening. Coordination that still focuses on routine activities indicates that the instructional leadership function is not yet fully optimal. However, according to Hallinger (2011), instructional leadership is the main key to improving learning quality.

3. The Role of the School Committee in Organizing

School committees play a role in supporting non-academic activities and character building, but have not been actively involved in organizing comprehensive quality improvement programs. According to the Minister of Education and Culture Regulation on School Committees, committees have advisory, supporting, controlling, and mediating functions. Research findings indicate that the supporting functions have been implemented, but the advisory and controlling functions have not been optimal. Limited parental participation is a major inhibiting factor, underscoring the importance of a more contextualized community empowerment approach in red zone schools.

C. Evaluation of Education Quality in Red Zone Elementary Schools

1. Implementation of Education Quality Evaluation

Educational quality evaluations are still focused on learning outcomes and instructional administration. In-depth analysis of the learning process and utilization of evaluation data have not been systematically conducted. According to Stufflebeam (2007), evaluation using the CIPP model should encompass context, input, process, and product. Research findings indicate that evaluations in red zone schools still focus on product aspects, while process and context evaluations are suboptimal.

2. Follow-up on Evaluation Results

Follow-up evaluations are conducted through remedial and enrichment programs, but they are not yet based on a comprehensive analysis of learning difficulties. Remedial programs are still uniform and reactive to grades. Effective remedial programs must be based on a diagnosis of student learning difficulties. Without a proper diagnosis, remedial programs may miss the root of students' learning problems. Time constraints, teacher workloads, and facilities are the main obstacles to implementing ideal follow-up evaluations.

Overall, the research findings indicate that educational quality management in elementary schools in the red zone of Cluster II Cakranegara has been implemented structurally and adaptively to the environmental context. However, these practices are still dominated by administrative and personal approaches and are not fully based on data, systems, and continuous improvement. Strengthening data-driven planning, systematic organization, principal instructional leadership, and diagnostic evaluation and follow-up are strategic keys to sustainably improving educational quality in red zone elementary schools.

3. Integration of Research Findings with Management Theory

Research findings on the planning, organization, implementation, evaluation, and follow-up of educational quality in elementary schools in the red zone of Cluster II Cakranegara can be analyzed more comprehensively through the perspective of Total Quality Management (TQM). The TQM approach emphasizes that quality is not merely an end result, but rather a continuous process involving all members of the organization, with an orientation toward customer satisfaction and continuous improvement. According to Sallis (2014), TQM in education is a management approach that places quality as an organizational culture, not just a program. Educational quality must be built through the involvement of all parties, strong leadership, data-based decision-making, and continuous evaluation and improvement.

a) Focus on Customers (*Customer Focus*)

One of the main principles of TQM is customer focus. In the educational context, customers are not only students but also parents, the community, and graduates' users. Research findings indicate that elementary schools in the red zone of Cluster II Cakranegara have implemented this principle contextually. The schools recognize that the characteristics of students and the vulnerable social environment require a different approach to quality. The emphasis on character building, discipline, and positive habits reflects the school's efforts to meet students' real needs and the expectations of the surrounding community.

Quality should be defined based on customer needs, not solely on internal organizational standards. In this case, the school's decision not to rigidly target high academic achievement can be understood as an adaptation to the needs of educational customers in the red zone. These findings indicate that the school has substantively internalized TQM principles, although they have not yet been fully structured as a managerial system. However, the research findings also indicate that customer needs have not been fully translated into measurable quality indicators in planning documents. This suggests that the application of the customer-focused principle remains implicit and has not yet been formalized within the school's quality system.

b) Total Involvement of School Community (*Total Involvement*)

Another key principle of TQM is total involvement of all members of the organization. Quality education cannot be achieved solely by the principal; it requires the active participation of teachers, education staff, school committees, and parents. Research shows that teachers and school committees have been involved in program planning and implementation, but this involvement remains limited. Teachers act more as decision implementers than as strategic decision makers

based on quality data. School committees act as supporters, not strategic partners, in quality management.

The involvement of all organizational members is a key prerequisite for the success of TQM. When involvement is merely symbolic, a strong culture of quality will not be established. Research findings indicate that schools are still in the early stages of TQM implementation, where participation exists but has not yet fully utilized the full potential of human resources. This condition is also influenced by teachers' limited capacity in analyzing quality data and time constraints due to workload. Therefore, integrating the principle of total involvement in the context of red zone schools requires a realistic and sustainable capacity-building approach.

c) *Quality Leadership (Quality Leadership)*

Leadership is a key factor in the success of TQM. Sallis (2014) emphasized that educational leaders must act as agents of change who instill a culture of quality, not simply administrative managers. Research findings indicate that principals have played a strong leadership role in maintaining the sustainability of school programs through formal and informal coordination. Principals act as the primary coordinators and drivers of school activities, especially in conditions of limited resources. However, from a TQM perspective, quality leadership emphasizes not only the smooth running of activities but also the ability to direct the organization towards systematic and continuous quality improvement. Leaders must be able to create a work system that allows every member of the organization to contribute to quality improvement.

Research findings indicate that principal leadership remains more focused on operational aspects and maintaining school stability than on developing a data-driven quality system. This suggests that the role of quality leadership needs to be strengthened so that principals become not only coordinators but also architects of the education quality system.

d) *Process and System-Based Approach*

TQM emphasizes that quality is achieved through an integrated and systematic process. Every educational activity, from planning to evaluation, must be viewed as part of an interconnected quality system. Research findings indicate that the organization and implementation of quality improvement programs remain flexible and dependent on individual commitment. This indicates that a systems-based approach has not yet been fully developed. Programs are effective when supported by highly committed individuals, but less sustainable when that support weakens.

According to Oakland (2014), one of the weaknesses of organizations that are not yet mature in TQM is their reliance on individuals, rather than systems. This finding indicates that schools are still in the transition phase toward an integrated quality system. Integrating research findings with TQM theory suggests that strengthening work systems, clarifying responsibilities, and adapting operational standards are urgently needed to ensure that educational quality does not depend solely on a single individual.

e) *Fact-Based Decision Making*

One of the key principles of TQM is data-driven decision-making. Research findings indicate that educational quality planning, evaluation, and follow-up are still largely based on student experiences and final grades, rather than on comprehensive quality data analysis. Decisions that are not data-driven risk producing pseudo-improvement. This is reflected in the implementation of remedial measures that are not based on a diagnosis of student learning difficulties. Integrating these findings with TQM theory suggests that utilizing Education Report Card data, learning evaluation results, and non-academic data is a strategic step that needs to be developed so that schools can run the quality cycle more effectively.

f) *Continuous Improvement*

The final and most essential principle of TQM is continuous improvement. Quality is never final; it can always be improved through a cycle of evaluation and follow-up. Research findings

indicate that the evaluation and follow-up cycle has been implemented, but it has not yet fully established a culture of continuous improvement. Evaluation is still oriented toward fulfilling obligations, and follow-up remains reactive. Small improvements made consistently will produce significant changes in the long term. In the context of red zone schools, continuous improvement must be designed realistically and gradually, in accordance with the school's capacity.

CONCLUSION

Based on the research results and discussions that have been described, it can be concluded that:

- a. Educational quality planning in red zone elementary schools is not fully based on an analysis of students' actual needs and the school's social environment. Planning is more adaptive to resource limitations and oriented toward meeting short-term operational needs. This results in learning quality improvement programs not being designed systematically and sustainably.
- b. The organization of educational quality demonstrates the dominant role of the principal as the primary driver of school activities. However, the involvement of teachers, school committees, and parents in managing educational quality has not been optimal. A quality organization still relies on individual initiative and has not been integrated into a collaborative internal quality assurance system.
- c. Evaluation of educational quality in elementary schools in red zones continues to focus on student learning outcomes, particularly academic performance. Evaluations have not been optimally utilized as a basis for reflection and improvement of the learning process. Education Report Card data has not been fully utilized as a data-driven planning and evaluation tool due to limited data literacy and understanding among educators.

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