

MADRASAH MANAGEMENT TRANSFORMATION: SYSTEMATIC-BIBLIOMETRIC REVIEW OF INDONESIA'S RELIGIOUS MINISTRY POLICY 2019–2024

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Abstract: Previous studies on madrasah management in Indonesia remain largely descriptive and fragmented, with few attempts to integrate systematic reviews with bibliometric approaches. This study fills that gap by investigating the transformation of madrasah management under the Ministry of Religious Affairs' 2019–2024 policy framework. Using a combined Systematic Literature Review (SLR) and bibliometric analysis with VOSviewer, we analyzed 149 academic articles published between 2015 and 2024, sourced from Scopus and Google Scholar. The findings reveal strong thematic concentrations on transformational leadership, strategic management, digital governance, and stakeholder participation, but also highlight persistent challenges such as regional disparities, weak policy implementation, and limited data-driven evaluation. Theoretically, this study contributes to the development of Islamic education management by contextualizing TQM, strategic management, and transformational leadership frameworks in the Indonesian madrasah context. Practically, it provides evidence-based recommendations for leadership training, equitable resource allocation, and inclusive digital transformation to support sustainable madrasah reform.

Keywords: bibliometric analysis, educational policy, madrasah transformation, strategic management.

INTRODUCTION

The management of madrasah-based secondary education in Indonesia, especially Madrasah Tsanawiyah (MTs) and Madrasah Aliyah (MA) which are under the authority of the

Ministry of Religious Affairs, has been in the spotlight in the last two decades due to its significant contribution in shaping a religious, nationalist, and adaptive generation to the changing times.¹²³ However, managerial challenges that are structural and geographical such as inequality of quality between regions, lack of leadership capacity of madrasah heads, weak internal quality culture, and limited funding⁴⁵ and access to technology⁶ is still a serious obstacle in optimizing the role of madrasas in the national education system.

In response, the Ministry of Religious Affairs in the 2019-2024 period has designed various strategic policies such as digitizing governance, strengthening the assessment system through AKMI, revitalizing EMIS and e-RKAM, as well as the Madrasah Reform program to encourage management transformation towards a more modern, accountable, and quality-based direction.⁷ However, the realization of these policies in various regions shows quite striking differences in implementation, with disparities in success still influenced by leadership factors, local capacity, and stakeholder support.⁸ A comprehensive evaluation that measures the effectiveness of the Ministry of Religion's policies systematically is still limited, especially those that integrate modern management theory approaches such as Total Quality Management, Strategic Management, and Transformational Leadership in the context of madrasah education.

On the other hand, a review of the academic literature shows that most studies of madrasah management in Indonesia are still descriptive, partial, and tend to focus on case studies without building a comprehensive national synthesis. Studies that explicitly use the Systematic Literature Review (SLR) approach to analyze the managerial strategies of madrasas in a given policy period are still rare. What's more, there are almost no studies that combine SLR with data-driven bibliometric analysis to map the scientific structure, research trends, and collaborative networks on this topic. This gap is significant because integrating SLR with

¹ ST Noer Farida Laila et al., "Curriculum Changes in Indonesia: Implementation and Its Challenges in Religious Institutions," *Journal of Educational Research and Practice* 3, no. 1 (2025): 1, <https://doi.org/10.70376/jerp.v3i1.266>.

² Sri Maryati et al., "Madrasah as An Institution of Islamic Education and Social Change," *Jurnal Konseling Pendidikan Islam* 4, no. 2 (2023): 2, <https://doi.org/10.32806/jkpi.v4i2.11>.

³ Yunita Sari et al., "Eksistensi Madrasah Di Era Kontemporer Perspektif Ilmu Pendidikan Islam," *Jurnal Al-Qiyam* 1, no. 2 (2020): 2, <https://doi.org/10.33648/alqiyam.v1i2.130>.

⁴ Suhardi Hardi, "Peningkatan Mutu Madrasah: Pendekatan Struktural, Kultural, Dan Manajerial," *Rausyan Fikr : Jurnal Pemikiran Dan Pencerahan* 19, no. 2 (2023): 2, <https://doi.org/10.31000/rf.v19i2.9431>.

⁵ Ratna Dewi Setyowati et al., "Quality Education Management In Madrasah," *Tadbir : Jurnal Studi Manajemen Pendidikan* 8, no. 1 (2024): 1, <https://doi.org/10.29240/jsmp.v8i1.10027>.

⁶ Tajjala Munir et al., "Role of Madrassas in the Education System of Pakistan: A Way Forward," *Global International Relations Review* IV, no. IV (2021): 21–31, [https://doi.org/10.31703/girr.2021\(IV-IV\).03](https://doi.org/10.31703/girr.2021(IV-IV).03).

⁷ Kemenag, "Kementerian Agama RI," <https://kemenag.go.id>, 2024, <https://kemenag.go.id>.

⁸ Muhamad Ali, "Ministry of Religious Affairs (Kementerian Agama), Indonesia," in *Oxford Research Encyclopedia of Religion* (2023), <https://doi.org/10.1093/acrefore/9780199340378.013.1206>.

bibliometric analysis not only provides a structured synthesis of findings but also offers a quantitative mapping of thematic clusters and research gaps insights that cannot be obtained from SLR alone.

Therefore, this research is here to answer the need for stronger academic synthesis and policy reflection by combining the Systematic Literature Review approach and VOSviewer-based bibliometric analysis. This study not only evaluates the achievements and weaknesses of the Ministry of Religion's managerial strategy in the 2019–2024 period, but also identifies key thematic clusters in the scientific literature, maps dominant research trends, and offers policy recommendations based on data and contemporary management theory. This approach is expected to produce a roadmap for the transformation of madrasah management that is applicable, contextual, and responsive to the challenges of 21st century education governance.

This research provides a theoretical contribution to strengthening the study of Islamic education management and practical contribution as a consideration in the formulation of evidence-based policies by the Ministry of Religion. The main focus of this study is to analyze the management strategy of madrassas in Indonesia during the period 2019–2024, assess the effectiveness of policy implementation, and formulate strategies to strengthen the quality of education in a sustainable way. Specifically, this study seeks to answer the following research questions (RQ): (1) How is the madrasah managerial strategy implemented under the 2019–2024 policy framework? (2) What are the main achievements and obstacles in the transformation process? (3) How can the combined SLR and bibliometric approach formulate more effective and equitable policy directions for madrasah reform?.

THEORETICAL STUDIES

Theoretical Foundations of Madrasah Management Transformation

In the context of secondary education, the success of management is largely determined by the institution's ability to apply managerial principles that are adaptive to change change.⁹¹⁰ One of the main approaches that is widely used is Total Quality Management (TQM). TQM in education emphasizes continuous quality improvement, participation of all school elements,

⁹ Nelina Khamksa et al., “Innovative Methods of Upbringing Process Management in Secondary Education Institutions (in Ukrainian Context),” *AD ALTA: Journal of Interdisciplinary Research* 13, no. 2 (2023): 42–50, <https://doi.org/10.33543/j.130238.4250>.

¹⁰ B. Sh. Omarov et al., “Innovative management of secondary educational institutions,” *ОБРАЗОВАНИЕ И ОБУЧЕНИЕ: МЕТОДОЛОГИЯ, ТЕОРИЯ, ТЕХНОЛОГИЯ*, *Turan University Bulletin* 0, no. 2 (2022): 2, <https://doi.org/10.46914/1562-2959-2022-1-2-341-346>.

and focuses on the satisfaction of users of educational services.¹¹¹²¹³ In the Indonesian madrasah context, the adoption of TQM has shown positive effects in fostering a quality culture and collaboration among stakeholders, particularly through accreditation programs and initiatives such as e-RKAM. However, its implementation is still uneven, with many madrasas applying TQM principles only partially or as administrative compliance rather than as a continuous improvement framework.¹⁴¹⁵¹⁶

Furthermore, the Strategic Management approach emphasizes the importance of long-term planning, internal and external environmental analysis, and data-driven policy formulation.¹⁷¹⁸¹⁹ In the context of education, strategies designed systemically are able to increase the effectiveness and efficiency of educational organizations.²⁰²¹²² Research by Yarnita et al.²³ and Yuhdi et al.²⁴ shows that schools and madrasas with clear strategic plans and

¹¹ Indra Gunawan et al., *Penerapan Total Quality Management Pada Dunia Pendidikan Dalam Meningkatkan Kinerja Tenaga Kependidikan*, 6, no. 4 (2024): 22381–86, <https://doi.org/10.31004/joe.v6i4.6405>.

¹² Nanda Fadila Ikhsan et al., “Total Quality Management (TQM) And Its Implementation In Islamic Education Management,” *AL-WIJDĀN Journal of Islamic Education Studies* 8, no. 4 (2023): 527–42, <https://doi.org/10.58788/alwijdan.v8i4.3188>.

¹³ Jerrize Izah Jamalludin et al., “A TQM Implementation in Higher Education Institutions: A Review,” *International Journal of Advanced Research in Future Ready Learning and Education* 25, no. 1 (2021): 1, <https://doi.org/10.37934/frle.25.1.3048>.

¹⁴ Busahdiar Busahdiar et al., “Implementation of Total Quality Management and Its Impact to Madrasah Aliyah (Islamic Senior High School),” *ATTARBIYAH: Journal of Islamic Culture and Education* 8, no. 1 (2023): 1, <https://doi.org/10.18326/attarbiyah.v8i1.15-30>.

¹⁵ Muhammad Irfai Muslim and Ahmad Syafii, “Quality Management Strategy Based on Total Quality Management (TQM) Ibtidaiyah Madrasah Tahfiz El Muna Q Krapyak Yogyakarta,” *Nusantara: Jurnal Pendidikan Indonesia* 2, no. 2 (2022): 2, <https://doi.org/10.14421/njpi.2022.v2i2-4>.

¹⁶ Nur Arifah Dzul Qo’dah, “Implementasi Total Quality Management (TQM) Dalam Mengembangkan Program Kelas Unggulan Dan Citra Madrasah Di Mts Mambaus Sholihin Gresik,” *Ulul Amri: Jurnal Manajemen Pendidikan Islam* 1, no. 2 (2022): 2, <https://doi.org/10.18860/ujampi.v1i2.1116>.

¹⁷ Mindspunge Aisdl, “Strategic Management,” preprint, OSF, July 19, 2022, <https://doi.org/10.31219/osf.io/b8vfg>.

¹⁸ Jennifer Law, *Strategy and Strategic Management* (Understanding Public Services, 2023), <https://doi.org/10.51952/9781447364023.ch005>.

¹⁹ Dian Ratna Puri et al., “UISU Siantar Private High School Strategic Management Based on Internal Environmental Analysis,” *Riwayat: Educational Journal of History and Humanities* 6, no. 2 (2023): 2, <https://doi.org/10.24815/jr.v6i2.29666>.

²⁰ Ruel B. Ramos et al., “Strategies for Resource Management in the Department of Education: A Systematic Review of Efficiency and Effectiveness,” *Asian Journal of Education and Social Studies* 50, no. 8 (2024): 100–116, <https://doi.org/10.9734/ajess/2024/v50i81510>.

²¹ Altaf Syauqy Iqbal Saifani et al., “Strategic Management in Improving Education Quality,” *Jurnal Ilmiah Edukatif* 10, no. 1 (2024): 1, <https://doi.org/10.37567/jie.v10i1.3253>.

²² Zhang Xinyue and Mohd Nazri Abdul Rahman, “Literature Review on Effective Management of Educational Organizations,” *Jurnal Pendidikan Awal Kanak-Kanak Kebangsaan* 13, no. 2 (2024): 2, <https://doi.org/10.37134/jpakk.vol13.2.5.2024>.

²³ Yetti Yarnita et al., “School / Madrasah Program Development Plan: Literature Review,” *JUPE : Jurnal Pendidikan Mandala* 9, no. 4 (2024): 4, <https://doi.org/10.58258/jupe.v9i4.7724>.

²⁴ Yuhdi Yuhdi et al., “Kebijakan Tentang Pengembangan Madrasah: Visi-Misi Dan Tujuan, Kurikulum, Metode Pembelajaran, Manajemen Dan SDM,” *Idarah Tarbawiyah: Journal of Management in Islamic Education* 4, no. 1 (2023): 1, <https://doi.org/10.32832/itjmie.v4i1.8088>.

measurable indicators are more adaptive to national policy dynamics. In Indonesia, however, not all madrasas have been able to formulate and implement such plans effectively some remain formalistic and lack integration with data-driven policy requirements.

Meanwhile, the theory of Transformational Leadership is an important foundation in explaining the role of madrasah heads in leading change. Transformational leaders drive innovation, motivate teachers and staff, and form a shared vision for the progress of the institution.²⁵²⁶²⁷ In Indonesian madrasah research, transformational leadership has been shown to positively influence teacher motivation, curriculum development, and student learning outcomes. Yet, many madrasah heads still adopt an administrative rather than transformational style, limiting the potential for innovation and sustainable institutional change.²⁸²⁹

The integration of TQM, strategic management, and transformational leadership is particularly relevant for Indonesian madrasas that must adapt to modernization, globalization of values, and rapid digital transformation.³⁰ Recent studies also emphasize the importance of distributed leadership³¹ and digital leadership in education³², which highlight shared decision-making and technology-driven governance. These perspectives complement classical theories and provide a stronger foundation for analyzing the ongoing transformation of madrasah management in Indonesia.

Contextual Relevance and Strategic Implications for Indonesian Madrasah Governance

²⁵ Asmah Bohari et al., “Transformational Leadership’s Role in Shaping Education 4.0 within Higher Education,” *Journal of Infrastructure, Policy and Development* 8, no. 8 (2024): 8, <https://doi.org/10.24294/jipd.v8i8.4900>.

²⁶ Dhurata Lameja, “Boosting Teacher Motivation and Performance with Transformational Leadership in Education,” *International Journal of Science and Research (IJSR)* 13, no. 2 (2024): 103–7, <https://doi.org/10.21275/SR24116024616>.

²⁷ Kimberly Mudd-Fegett et al., “Transformational Leadership,” chapter, [Https://Services.Igi-Global.Com/Resolvedoi/Resolve.Aspx?Doi=10.4018/979-8-3693-2407-3.Ch004](https://Services.Igi-Global.Com/Resolvedoi/Resolve.Aspx?Doi=10.4018/979-8-3693-2407-3.Ch004), IGI Global Scientific Publishing, 2022, transformational-leadership, <https://doi.org/10.4018/979-8-3693-2407-3.ch004>.

²⁸ Ana Marie Guavis et al., “Transformational Leadership: A Pathway To Teacher’s Growth Mindset,” *JUPE : Jurnal Pendidikan Mandala* 8, no. 3 (2023): 3, <https://doi.org/10.58258/jupe.v8i3.5924>.

²⁹ Haryanengsi and Usman Radiana, “Transformational Leadership and Its Impact on School Performance in the 21st Century,” *Jurnal Manajemen Pendidikan* 15, no. 1 (2024): 1, <https://doi.org/10.21009/jmp.v15i1.49151>.

³⁰ Wasiah, “Konsep Pengembangan Lembaga Pendidikan Madrasah Era Globalisasi,” *PIJAR: Jurnal Pendidikan Dan Pengajaran* 1, no. 2 (2023): 2, <https://doi.org/10.58540/piar.v1i2.182>.

³¹ Soobin Choi, “Distributed Leadership Promotes Teacher Self-Efficacy in Multicultural Classrooms Through School Capacity Building: A Multilevel SEM Approach Using U.S. Teaching and Learning International Survey,” *Educational Administration Quarterly* 59, no. 4 (2023): 811–44, <https://doi.org/10.1177/0013161X231189196>.

³² Peter Ochieng Okiri and Mária Hercz, “The Tenets of Distributed Pedagogical Leadership in Educational Contexts—A Systematic Literature Review on Perception and Practice,” *Educational Management Administration & Leadership* 53, no. 1 (2025): 47–64, <https://doi.org/10.1177/17411432231154444>.

Secondary education in Indonesia, especially tsanawiyah and aliyah madrasas, plays a strategic role in educating Muslim youth on the basis of moderate religious values. However, institutional challenges such as limited human resources, low school autonomy, and quality disparities between regions are still classic problems.³³³⁴³⁵ Therefore, strengthening governance is an urgent need.

The transformation of madrasah management requires a multi-level approach: at the policy level, clarity of direction and implementation assistance are needed³⁶³⁷; At the school level, the involvement of the head of the madrasah as a change agent is needed.³⁸³⁹⁴⁰⁴¹⁴² It shows that madrasas that apply a strategic management approach are able to significantly increase the achievement of accreditation and public trust.

In addition, the development of post-pandemic education digitalization demands a data-driven management model.⁴³⁴⁴ Madrasas need to build a digital-based monitoring-evaluation

³³ Muhammad Iqbal et al., *Pengamatan Kebijakan Pendidikan Pada Madrasah Di Indonesia*, 5, no. 3 (2023): 9173–82, <https://doi.org/10.31004/joe.v5i3.1721>.

³⁴ Kasiono et al., “Nuansa Pendidikan Islam Dalam UU RI No. 20 Tahun 2003 Tentang Sisdiknas: Peran Dan Tujuan Pendidikan Nasional,” *PIJAR: Jurnal Pendidikan Dan Pengajaran* 1, no. 1 (2022): 1, <https://doi.org/10.58540/pijar.v1i1.133>.

³⁵ Siska Margareta et al., “Discourse on Islamic Education Regulation in Indonesia: Between Ideality and Reality,” *IJLHE: International Journal of Language, Humanities, and Education* 7, no. 2 (2024): 2, <https://doi.org/10.52217/ijlhe.v7i2.1618>.

³⁶ Nurmadiah Nurmadiah et al., “Assistance in the Implementation of Madrasah-Based Management at the Madrasah Tsanawiyah Ummul Quran An-Nurani Tembilahan,” *Jurnal Masyarakat Mengabdi* 1, no. 1 (2024): 1, <https://doi.org/10.62058/jumadi.v1i1.43>.

³⁷ Setyowati et al., “Quality Education Management In Madrasah.”

³⁸ Rizkillah Adi Candra et al., “Peran Kepala Madrasah Dalam Mengimplementasikan Manajemen Berbasis Sekolah: Studi Kasus Di Madrasah Aliyah Al Azhar Modung Bangkalan,” *Intellektika : Jurnal Ilmiah Mahasiswa* 3, no. 1 (2025): 1, <https://doi.org/10.59841/intellektika.v3i1.2046>.

³⁹ M. Royhan Kamal, “Optimalisasi Peran Kepala Madrasah Kunci Revitalisasi Pendidikan Islam,” *Reslaj: Religion Education Social Laa Roiba Journal* 6, no. 12 (2024): 12, <https://doi.org/10.47467/reslaj.v6i12.4236>.

⁴⁰ Muhyidin Muhyidin, “Kepemimpinan Strategis Kepala Madrasah Sebagai Change Leader,” *AN-NIDZAM : Jurnal Manajemen Pendidikan Dan Studi Islam* 10, no. 1 (2023): 14–26, <https://doi.org/10.33507/an-nidzam.v10i1.1132>.

⁴¹ Siti Mulyanah, “The Urgency Of Influence For Madrasah Head Leadership In Improving Madrasah Quality,” *ATTAQWA: Jurnal Pendidikan Islam Dan Anak Usia Dini* 2, no. 3 (2023): 3, <https://doi.org/10.58355/attaqwa.v2i3.50>.

⁴² Murni, “Peran Kepala Madrasah Sebagai Pemimpin Pendidikan,” *Inspiratif Pendidikan* 11, no. 2 (2022): 2, <https://doi.org/10.24252/tp.v11i2.34753>.

⁴³ Munachiso Angela Muoneke, “From Crisis to Insights: Leveraging Data Analytics to Shape Pandemic-Era Educational Technology Innovations,” *International Journal on Cybernetics & Informatics* 14, no. 1 (2025): 41–50, <https://doi.org/10.5121/ijci.2025.140104>.

⁴⁴ D. A. Petrusevich, “Transformation of Higher Education Management System with Regard to Covid-19 Pandemic Experience,” *AIP Conference Proceedings* 2647, no. 1 (2022): 040007, <https://doi.org/10.1063/5.0104282>.

system that supports evidence-based decision-making.⁴⁵ The TQM approach and strategic planning allow this kind of management to be carried out in a structured and sustainable manner.

Another implication is the importance of strengthening a culture of quality and internal collaboration. Study by Misbah et al.⁴⁶ emphasized that the collaboration of teachers, staff, and madrasah heads contributes greatly to the successful implementation of quality programs such as AKMI and e-RKAM. In this case, the principles of TQM and transformational leadership must run synergistically to form a healthy and productive management ecosystem.

RESEARCH METHODS

This study uses a combined approach between Systematic Literature Review (SLR) and bibliometric analysis to evaluate the transformation of madrasah management in Indonesia in the context of the implementation of the Ministry of Religion's strategic policies in 2019–2024. The SLR approach is used to construct thematic synthesis in a systematic, transparent, and replicative manner,⁴⁷ while bibliometric analysis was applied to map the scientific structure and thematic relationships between scientific publications using VOSviewer software.⁴⁸⁴⁹ This combination aims not only to describe the content of the literature in depth, but also to identify trends, keyword clusters, as well as the power of collaborative networking between authors and institutions.

The literature review was conducted using the Publish or Perish (PoP) application across academic databases such as Scopus and Google Scholar, using the following query terms to ensure reproducibility: "madrasah management", "Ministry of Religion policy", "transformational leadership", and "strategic management in Islamic schools". The article

⁴⁵ Heni Listiana et al., "The Development Model of the Digital-Based Madrasah Diniyah at Islamic Boarding School Padepokan Kyai Mudrikah Kembang Kuning," *TADRIS: Jurnal Pendidikan Islam* 18, no. 2 (2023): 2, <https://doi.org/10.19105/tjpi.v18i2.10192>.

⁴⁶ Misbah Misbah et al., "Fostering Excellence in Madrasah through Collaborative Supervision: A Management Perspective," *International Journal of Science, Technology & Management* 5, no. 5 (2024): 5, <https://doi.org/10.46729/ijstm.v5i5.1173>.

⁴⁷ Marek Szarucki and Oskar Kosch, "Are They Replicable and Transparent? Insights from Search Strategies for SLRs," *Academy of Management Proceedings* 2022, no. 1 (2022): 17253, <https://doi.org/10.5465/AMBPP.2022.17253abstract>.

⁴⁸ Andre Fajry Al Barra et al., "Bibliometric Analysis of Spline Regression Model for Trend Mapping and Strategy Development Research Using Vosviewer," *Nucleus* 5, no. 2 (2024): 74–81, <https://doi.org/10.37010/nuc.v5i02.1760>.

⁴⁹ Joanna Anna Jończyk et al., "Application of Bibliometric Analysis in the Research of Scientific Publications on the Quality Management of Medical Services," *Studies in Logic, Grammar and Rhetoric* 56, no. 1 (2019): 143–59, <https://doi.org/10.2478/slgr-2018-0046>.

selection process followed the PRISMA 2020 guidelines and consisted of three main stages: identification, screening, and eligibility. In the identification stage, 525 records were retrieved from Scopus and Google Scholar. After removing 26 duplicates (11 manually and 15 through Covidence), 499 records remained for screening. In the screening stage, 192 records were excluded after reviewing titles and abstracts, leaving 307 studies for full-text assessment. During the eligibility stage, 158 articles were excluded for reasons such as wrong outcomes ($n = 13$), wrong comparator ($n = 6$), wrong indication ($n = 134$), and wrong intervention ($n = 5$). Finally, 149 articles met the inclusion criteria and were included in the review. Inclusion criteria were: (1) published between 2015 and 2024, (2) written in Indonesian or English, and (3) substantively related to madrasah secondary education management. Exclusion criteria were: (1) opinion papers without a clear methodology, (2) studies outside the context of madrasah (e.g., primary or higher education), and (3) duplicate or inaccessible publications.

For bibliometric analysis, article data from the Scopus database that meets the relevance criteria is downloaded in .csv format and processed using VOSviewer. The stages include keyword co-culherence analysis, thematic cluster mapping, and connectivity network visualization using three main views: network and density visualization. This approach aims to identify the dominant focus, literature trends, and clusters of issues that are developing in madrasah management research.

Meanwhile, for thematic analysis in the SLR framework, data were analyzed using thematic analysis techniques⁵⁰ with the help of the Covidence application. Thematic analysis was conducted using a structured process adapted from Braun and Clarke's framework⁵¹. The steps included familiarization with the data, generating initial codes, grouping codes into thematic categories, and synthesizing them narratively to identify managerial strategies, leadership styles, policy effectiveness, and field challenges in the madrasah context. Coding was performed systematically to ensure transparency and consistency throughout the analysis.

With this dual methodological approach, the research not only allows a substantive exploration of madrasah management practices, but also presents a macro-structural picture of the field of study through bibliometric maps. The results of the SLR review will be complemented by an article selection flow diagram using the PRISMA model through the

⁵⁰ Nicole Brownlie, "Thematic Analysis of Articles.Xlsx," figshare, June 21, 2023, <https://doi.org/10.6084/m9.figshare.23550183.v1>.

⁵¹ Alina Cernasev and David R. Axon, "Research and Scholarly Methods: Thematic Analysis," *JACCP: Journal of The American College of Clinical Pharmacy* 6, no. 7 (2023): 751–55, <https://doi.org/10.1002/jac5.1817>.

Covidence application, which shows the stages of identification, screening, and inclusion of the final document analyzed. Although this study did not involve human participants, ethical considerations were maintained by using only peer-reviewed, publicly accessible articles, ensuring proper citation, and maintaining transparency in data selection and analysis procedures.

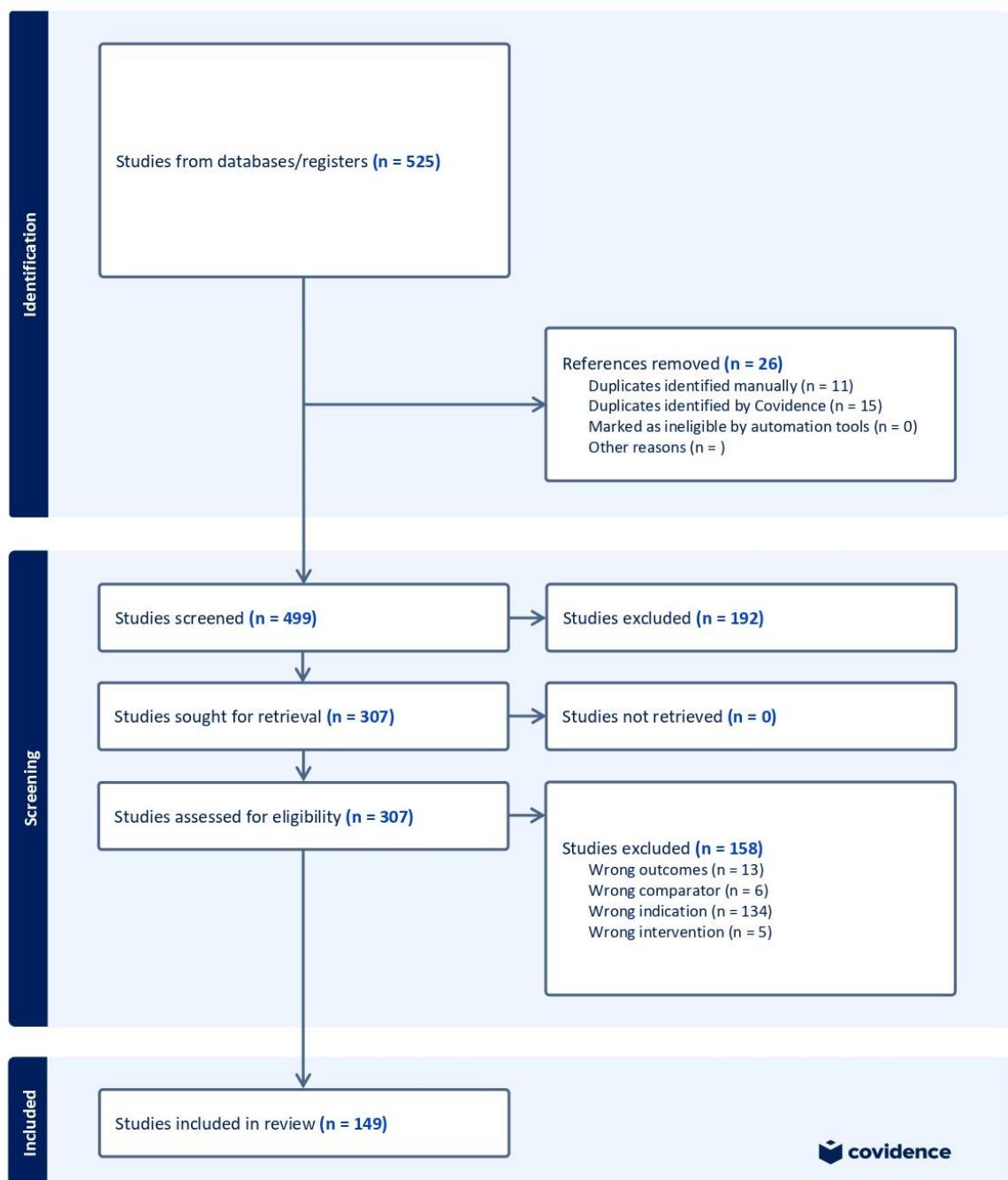


Figure 1. Literature Review Process

RESULTS AND DISCUSSION

Based on the analysis of 149 relevant scientific articles, the table below is depicted:

Table 1. Distribution of 149 articles

Index	Number of Articles
Scopus Q1-Q4	8
Sinta	115
Non-Sinta	26
Sum	149

Table 1 on the distribution of 149 articles found a diversity of managerial approaches in madrassas in various districts/cities in Indonesia. Most studies highlight the implementation of quality-based management (*Total Quality Management*), transformational leadership strategies, and the application of participatory management in improving the quality of educational services.

To provide a clearer overview of the thematic focus emerging from the SLR, the following table summarizes the main themes identified across the 149 articles reviewed.

Table 2. Thematic Synthesis of SLR Findings (2015–2024)

Theme	Number of Articles	Key Insights	Gaps Identified
Transformational Leadership	42	Leadership as driver of change, motivation, teacher performance	Limited focus on disadvantaged regions
Strategic Management	38	Alignment with policy, planning, and efficiency	Weak integration with evaluation systems
Total Quality Management (TQM)	27	Improved internal quality culture	Often partial or compliance-oriented
Digital Governance	19	EMIS, e-RKAM adoption in urban madrasas	Unequal access in 3T regions
Stakeholder Participation	23	Community and teacher involvement	Limited in sustaining long-term reforms

As shown in Table 2, the systematic review identifies five dominant themes in madrasah management literature: transformational leadership, strategic management, Total Quality Management (TQM), digital governance, and stakeholder participation. These themes reveal

both the strengths and persistent gaps in current research. To complement this thematic synthesis, bibliometric visualization was conducted to map keyword networks and research clusters (Figure 2).

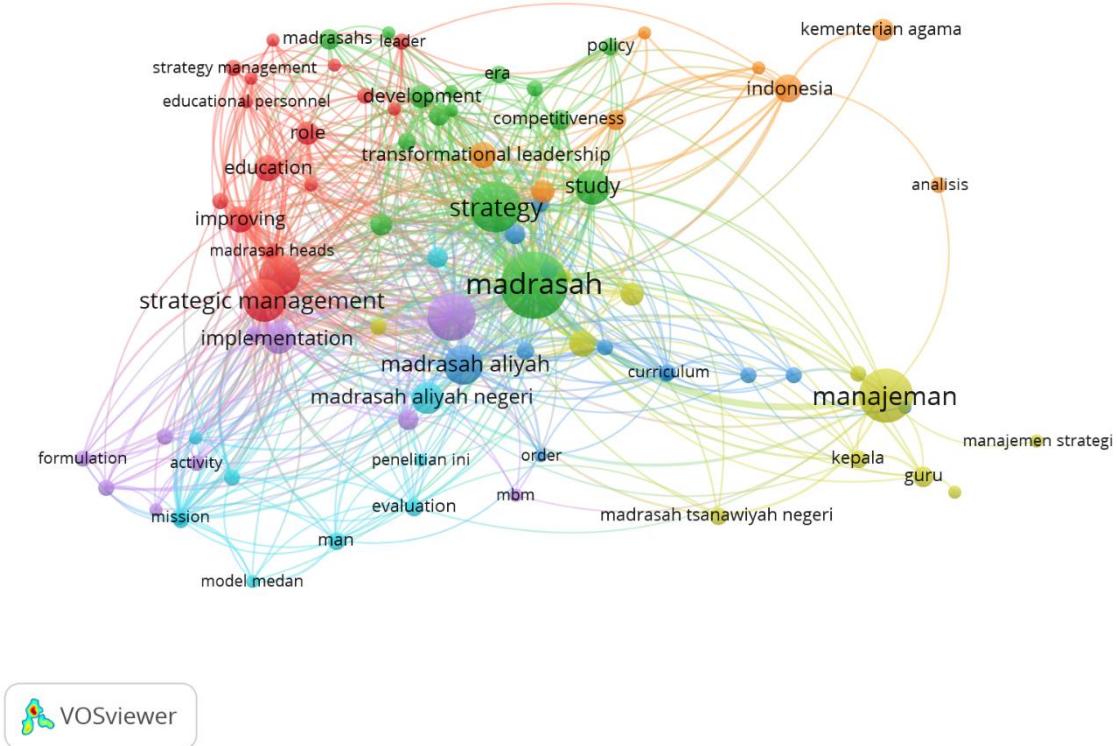


Figure 2. Network visualization of 149 scientific articles on madrasah management in Indonesia (processed with VOSviewer)

The bibliometric mapping (Figure 2) highlights “madrasah,” “strategic management,” and “transformational leadership” as central nodes, indicating that most research is anchored in organizational and leadership frameworks. However, peripheral clusters such as “policy” and “evaluation” reveal limited academic attention to governance and accountability, which are in fact critical in educational quality assurance.

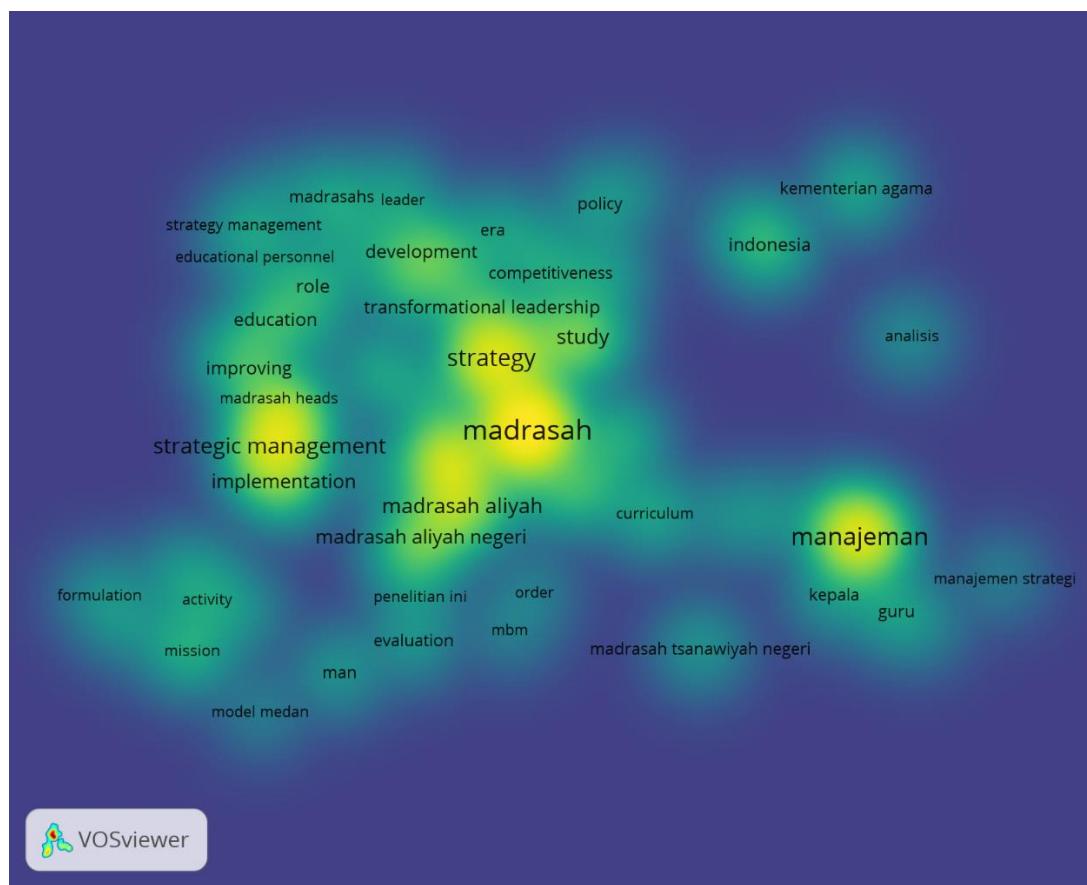


Figure 3. Density visualization of 149 scientific articles on madrasah management in Indonesia (processed with VOSviewer)

As a complement to network visualization that describes the interconnectedness between concepts in the scientific literature, density visualization analysis is also carried out to identify topics with the highest intensity of discussion. The density map (Figure 3) confirms this imbalance, where strategy and leadership dominate, while evaluative themes remain marginal. This suggests a gap between the strategic intentions of policy and the operational focus of research.

The marginal presence of “evaluation” and “policy implementation” indicates that the literature has not sufficiently addressed mechanisms of accountability. This has two implications: theoretically, it reflects a limited integration of governance frameworks within madrasah management studies; practically, it shows that evidence-based monitoring tools such as AKMI and EMIS remain underexplored in academic discussions. Compared to studies on Islamic schools in other countries such as Malaysia and Turkey, where evaluation frameworks are more explicitly linked to quality assurance, Indonesian research still tends to emphasize

leadership and strategy over systematic policy evaluation⁵²⁵³. This contrast underlines the originality of the present study in highlighting the gap between policy design and evaluation in the Indonesian madrasah context.

The Reality of Madrasah Management Practices in Various Regions

The integration of bibliometric clusters with SLR findings reveals that madrasah management practices are shaped by both leadership dynamics and contextual constraints. For instance, while bibliometric data emphasize “transformational leadership” as a central theme, the SLR shows that in regions such as Banyumas and Sidoarjo, leadership effectiveness is strongly mediated by teacher participation and local resource availability. This combination of quantitative and qualitative synthesis indicates that leadership is necessary but not sufficient; its effectiveness depends on institutional capacity and participatory culture.

The green and red clusters in the visualization highlight the dominance of studies on transformational leadership and human resource development. Most of the articles emphasize the importance of madrasah heads as agents of change who practice a collaborative approach in program planning and implementation. For example, studies from the Sidoarjo, Gresik, and Banyumas regions show that madrasah heads who are open to teachers' input are able to build a more adaptive work environment, so that it has a direct impact on the quality of learning and student participation.

Meanwhile, the yellow cluster shows a focus on strengthening operational management and teacher participation, where teachers are not only positioned as implementers, but also as partners in formulating internal madrasah policies. Several articles emphasize how the involvement of teachers in the preparation of the vision and mission of madrasas can increase the sense of belonging and collective responsibility for quality achievement. In this context, participatory management is a common feature of madrasas that have succeeded in building an inclusive work system.

The aspect of student development is also a highlight, as illustrated by keywords such as "education", "extracurricular", and "development" that appear in the red and blue clusters.

⁵² Ujang Nurjaman et al., “Quality Assurance Islamic Perspective: An Alternative in Islamic-Based Public Education Institutions,” *Cendekia: Jurnal Kependidikan Dan Kemasyarakatan* 20, no. 1 (2022): 88–105, <https://doi.org/10.21154/cendekia.v1i1.3986>.

⁵³ Muhammad Arif Syihabuddin, “Evaluasi Dan Pengendalian Mutu Dalam Meningkatkan Daya Saing Lembaga Pendidikan Islam Di Indonesia,” *Journal of Education and Religious Studies* 2, no. 03 (2022): 77–82, <https://doi.org/10.57060/jers.v2i03.74>.

Studies such as Armadi, et al.⁵⁴ revealed that strategically managed extracurricular activities contribute to improving students' character, including discipline and integrity. This shows that managerial practices in progressive madrassas not only emphasize the administrative aspect, but also touch the dimension of student development holistically.

In the purple and light blue clusters, visualizations also capture the dimensions of resource management, internal evaluation, and strategy formulation. Article from Asfiyah et al.⁵⁵ shows that strengthening infrastructure through asset management and the use of digital technology is an important element in supporting the teaching and learning process. The involvement of external parties such as madrasah committees and private partners is part of a collaborative strategy that strengthens the position of madrasah as an institution that is accountable and open to innovation.

However, some nodes at the periphery of visualization such as "3T", "access", "mentoring", and "gap" indicate a serious challenge in quality equity. Several articles raised the imbalance in managerial capacity between madrassas in urban areas and madrassas in disadvantaged areas such as Kalimantan and Nusa Tenggara. The main obstacles found include low access to training, weak internal monitoring system, and resistance to organizational change at the education unit level.

Thus, the bibliometric visual map not only shows the diversity of topics that are developing in the madrasah management literature, but also reflects the field reality examined by the researchers—that strategy, leadership, teacher participation, institutional strengthening, and digitalization are the main axes of transformation, all of which are strongly influenced by the local context of each region.

Achievement of Madrasah Management Strategy

Visual analysis through VOSviewer shows that a number of keywords such as "transformational leadership", "guru", "madrasah leader", "development", and "implementation" appear in a central position and are interconnected in a bibliometric network. This confirms that the scientific literature focuses not only on organizational structure, but also

⁵⁴ Ali Armadi et al., "Fostering Character Education in Elementary Schools: The Impact of Extracurricular Activities," *AL-ISHLAH: Jurnal Pendidikan* 16, no. 3 (2024): 3, <https://doi.org/10.35445/alishlah.v16i3.5536>.

⁵⁵ Anisa Nur Asfiyah et al., "Peran Teknologi Dalam Meningkatkan Efisiensi Pengelolaan Sarana Dan Prasarana Pendidikan," *El-Mujtama: Jurnal Pengabdian Masyarakat* 4, no. 3 (2024): 3, <https://doi.org/10.47467/elmujtama.v4i3.1436>.

on the achievement of managerial strategies in strengthening human resources and adaptive governance systems.

1. Progressive Leadership

The green cluster in the visualization illustrates the dominance of the discourse on strategy and transformational leadership. Madrasah heads are widely described as agents of change who adopt a progressive and collaborative leadership style. This is reflected in the close relationship between the keywords transformational leadership, strategy, and development. This approach not only targets administrative achievements, but also fosters an innovative spirit and participatory work culture in the madrasah environment.⁵⁶

2. Improving Teacher Professionalism

The keyword "teacher" appears prominently in the yellow cluster, intersecting with terms such as management, head, and madrasah. This shows the importance of developing teacher professionalism in madrasah management strategies. Various training programs and pedagogic capacity building have succeeded in improving the quality of learning. These findings reinforce the importance of the functional relationship between leadership and strengthening the role of teachers as the main implementers of the educational process.⁵⁷

3. Increased Stakeholder Participation

Keywords such as "role", "educational personnel", and "evaluation" that appeared in the red and light blue clusters showed a shift towards participation-based and collaborative management. Several publications noted a significant increase in the involvement of stakeholders, including madrasah committees, community leaders, and parents, in program planning and evaluation. This contributes to increasing the transparency and accountability of the institution.⁵⁸

4. Digitization of Administration

The keywords "formulation", "activity", and "evaluation" that make up the purple cluster indicate a focus of the literature on data-based management and digital systems. In many madrasas, especially in urban areas, digitalization has increased the efficiency of administrative

⁵⁶ Ridwansyah Ridwansyah et al., "The Relationship of Islamic Work Ethic to Work Culture through Innovative Work Behavior of Madrasah Teachers," *International Journal of Social Sciences and Humanities* 7, no. 1 (2023): 1, <https://doi.org/10.53730/ijssh.v7n1.14065>.

⁵⁷ Hanwen Zheng, "The Importance and Strategy of Developing Teacher Leadership Capabilities," *Lecture Notes in Education Psychology and Public Media* 26 (November 2023): 125–30, <https://doi.org/10.54254/2753-7048/26/20230873>.

⁵⁸ Fadli Mappisabbi, "Strengthening Transparency and Accountability in Bureaucracy to Enhance Public Trust," *ePaper Bisnis : International Journal of Entrepreneurship and Management* 1, no. 4 (2024): 4, <https://doi.org/10.61132/epaperbisnis.v1i4.131>.

management. This visualization reinforces the findings that digital information systems such as e-RKAM and EMIS have begun to be adopted by some madrasas in supporting transparency and governance efficiency.⁵⁹

Limitations of Madrasah Management Strategy

While progress is evident, the bibliometric results also reveal marginalized themes such as “policy,” “evaluation,” and “equity.” The scarcity of these themes in Indonesian studies contrasts with research on school-based management in other countries such as Turkey and Egypt, where accountability and policy coherence have become more central issues in the academic debate⁶⁰⁶¹. This comparison highlights the originality of the present study: Indonesian madrasah research remains heavily leadership-driven, leaving policy evaluation and equity issues as underdeveloped domains.

1. Capacity Inequality between Regions

Although the visualization shows the density of concepts around madrasah areas such as madrasah aliyah and madrasah tsanawiyah, nodes describing contexts such as 3T, access, or remote areas are relatively rare. This reflects that madrassas in disadvantaged areas are still a “blind spot” in managerial practice and documentation. Studies such as Sheffel et al.⁶² shows that there is still a gap in human resource capacity and facilities between regions.

2. Limitations in the Implementation of Central Policies

The keywords "policy" and "ministry of religion" do appear, but they are isolated in orange clusters, with little connection to other keywords. This reflects that although central policies are widely discussed, their implementation at the education unit level has not been widely thematically connected in the literature, an indication of the disconnect between macro policy concepts and micro practices.

3. Lack of Data-Based Monitoring and Evaluation

⁵⁹ Sapta Dwi Putri and Eka Sakapurnama, “Application of E-RKAM in Electronic-Based Madrasah Planning and Budgeting in the Ministry of Religion of South Sumatra Province,” *Journal La Multiapp* 5, no. 3 (2024): 3, <https://doi.org/10.37899/journallamultiapp.v5i3.1330>.

⁶⁰ Agustinus Bandur et al., “21st Century Experiences in the Development of School-Based Management Policy and Practices in Indonesia,” *Educational Research for Policy and Practice* 21, no. 1 (2022): 85–107, <https://doi.org/10.1007/s10671-021-09293-x>.

⁶¹ Lina Pusvisasari et al., “Analisis Proses Administrasi Pendidikan Di Indonesia: Mengidentifikasi Distorsi Dan Implikasinya,” *Kaipi: Kumpulan Artikel Ilmiah Pendidikan Islam* 2, no. 1 (2024): 8–11, <https://doi.org/10.62070/kaipi.v2i1.47>.

⁶² Ashley Sheffel et al., “Human Resource Challenges in Health Systems: Evidence from 10 African Countries,” *Health Policy and Planning* 39, no. 7 (2024): 693–709, <https://doi.org/10.1093/heapol/czae034>.

The weaknesses of monitoring are also reflected in the thin connection of keywords such as "evaluation" and "assessment" in visualization. This indicates that the practice of internal evaluation has not been a primary focus or has not been widely documented in the literature, as noted in a number of studies that highlight the still dominance of manual or informal approaches.

4. Resistance to Organizational Change

The keywords "order", "activity", and "mission" indicate that aspects of institutional transformation are only in the initial formulation stage. The challenge of resistance to change, both in the form of limited digitalization adoption and old work patterns, still hinders the smooth running of managerial reform strategies. The literature also notes that some senior teachers or administrative staff still have difficulty adapting to the new system and work culture.⁶³

By matching the narrative findings with bibliometric mapping, it can be seen that the current madrasah management strategy moves in a broad spectrum from the adoption of modern leadership models, strengthening professionalism, to digitizing the system. However, challenges in regional disparities, policy implementation, and weak evaluative reflection suggest that this transformation still requires a stronger and more comprehensive foundation in the future.

Based on the results of a systematic review of 149 scientific articles and supported by bibliometric mapping using VOSviewer, this study found that the transformation of madrasah management in Indonesia reflects the concentration of issues in the transformational leadership cluster, strategic management, strengthening human resources, digitalization of governance, and institutional development. Keywords such as "madrasah", "management", "strategic management", "transformational leadership", "evaluation", and "teachers" dominate the co-operative network, while keywords such as "ministry of religion", "policy", and "evaluation" form a policy cluster that is still isolated.

These findings show that the literature has identified achievements at the micro (education unit), but still faces the challenge of integration and equity at the macro level (national policy). Therefore, the following seven strategic recommendations are prepared with direct reference to the thematic visualization pattern that has been mapped, in order to be in line with the needs of the field and the direction of contemporary research development.

⁶³ Cinthia Pelcastre González and Octaviano García Robelo, "Dificultades que el docente afronta a nivel superior en una sociedad post pandémica Covid-19," *Revista Metropolitana de Ciencias Aplicadas* 5, no. Suplemento 1 (2022): Suplemento 1, <https://doi.org/10.62452/p0rn9v89>.

1. Strengthening the Transformational Leadership of Madrasah Heads

Responding to the dominance of green and red clusters in visualization (which contains the terms "transformational leadership", "development", and "madrasah leader"), a national training program based on transformative leadership is needed. It aims to build madrasah leaders who are visionary, inspiring, and adaptive to change. The interconnected keywords "head" and "teacher" also emphasized the importance of strengthening managerial competence based on coaching and mentoring in disadvantaged areas.

2. Standardized and Contextual Implementation of Total Quality Management (TQM)

Keywords such as "strategic management", "implementation", and "evaluation" that are strongly connected in the purple-blue cluster support the need for the TQM approach as a systematic framework in building a madrasah quality culture. Quality-based management literacy can be integrated through the e-RKAM and EMIS systems which also appear in various institutional digitization references.

3. Equitable Access to Training and Managerial Resources

Poorly connected nodes such as "region", "access", and "gap" indicate a weak focus on equal distribution of human resources. Therefore, the Ministry of Religion needs to build a Digital Training Ecosystem so that all madrasas, including in the 3T area, have access to online module-based training. The visualization shows that "management", "teacher", and "head" are the core keywords that need to be thoroughly strengthened.

4. Optimizing Strategic Management through Digital Planning and Evaluation Integration

The emergence of the words "strategy", "policy", "evaluation", and "order" as part of a distinct but interconnected cluster shows the urgency of alignment between strategic planning, policy implementation, and evaluation. The strengthening of SIM-RKAM as a reflective instrument will bridge the macro policies of the Ministry of Religion with the micro practices of educational units.

5. Increased Multistakeholder Collaboration and Institutional Networking

Keywords such as "role", "educational personnel", and "development" indicate that the literature has noted the importance of multi-stakeholder participation. Therefore, it is necessary to establish a national and regional forum as a space for collaboration between madrasas across regions. The revitalization of the role of madrasah committees is also in line with the direction of literature that encourages community-based management.

6. An Inclusive Approach in Digitalization and Modernization of Madrasah

The emergence of keywords such as "curriculum", "digital", "evaluation", and "implementation" indicates that the digitalization of madrasas has become mainstream, but it is not even geographically. Expanding access to ICT and increasing digital literacy in 3T madrasas is an important strategy in building digital equality. National evaluations of systems such as EMIS and e-RKAM are also needed to ensure the sustainability of the digital ecosystem.

7. Determination of Management Intervention Zones for Quality Equity

The issue of inequality that arises implicitly in visualization through the weak connection of the keyword "policy" with managerial keywords shows the need for a data-based intervention classification. The determination of zones (red, yellow, green) based on madrasah management indicators will help map the need for measurable affirmative intervention. This is also a means to strengthen the use of evaluative data in responsive policy formulation.

By integrating bibliometric results in the preparation of policy recommendations, this study emphasizes the importance of transitioning from a normative approach to *an evidence-based transformation strategy*. Keyword visualization provides a concrete thematic map to align the Ministry of Religion's national policies with the factual needs and dynamics that occur in the field.

CONCLUSION

The transformation of madrasah management in Indonesia for the 2019–2024 period shows a positive direction through strengthening transformational leadership, digitalization of governance, and multi-stakeholder participation. Based on the analysis of 149 scientific articles and bibliometric visual mapping, it was found that themes such as strategic management, human resource development, and institutional collaboration became the main axis in the literature and practice. However, the challenges of equitable capacity distribution between regions, limited human resources, and weak data-based evaluation systems still hinder the achievement of overall transformation. Therefore, integrative and evidence-based policies are needed, such as the classification of managerial zones, the strengthening of digital training, and synergy between the government and the community. The success of this transformation relies heavily on strengthening internal quality culture, innovative leadership, and institutional capabilities to leverage data for strategic and adaptive decision-making.

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