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# SCHOOL-BASED MANAGEMENT FOR ISLAMIC SCHOOLS: EXPLORING THE ROLE OF E-RKAM IN PLANNING AND PERFORMANCE EVALUATION

\*1Nanih Nurhayati, 2Ahmad Sukandar

\*1,2Universitas Islam Nusantara, Bandung, Indonesia

Email: \*1nanihnurhayati@uninus.ac.id, 2ahmadsukandar@uninus.ac.id

#### **Abstract**

This study aims to analyze how planning and evaluation within the implementation of School-Based Management (SBM) contribute to improving the performance of Madrasah Tsanawiyah (Islamic junior secondary schools). The research focuses on the integration between participatory planning and continuous evaluation as foundational pillars in strengthening institutional management in Islamic education. A qualitative approach with a case study method was employed, involving two schools in Bandung Regency: MTs Mekar Jaya Bandung and MTsS Amal Sholeh Sukamaju. Data were collected through indepth interviews, participant observation, and document analysis, and were processed using thematic analysis techniques. The findings reveal that planning based on the Madrasah Self-Evaluation (EDM), supported by the use of the digital budgeting system e-RKAM and inclusive stakeholder involvement, provides strategic direction for school management. Systematic evaluations enable schools to revise their action plans based on actual achievements and contextual challenges. Public madrasahs demonstrated higher effectiveness in implementing SBM, particularly in leveraging technology and conducting structured evaluations. The study concludes that the synergy between planning and evaluation within SBM is a key factor in driving sustainable performance improvement in madrasahs, particularly when aligned with local needs. The findings suggest the importance of enhancing contextual managerial capacity and formulating adaptive policies to support diverse madrasah conditions.

**Keywords:** School-Based Management, Educational Planning, Educational Evaluation, Madrasah Performance, Qualitative Case Study

#### Abstrak

Penelitian ini bertujuan untuk menganalisis bagaimana perencanaan dan evaluasi dalam implementasi Manajemen Berbasis Sekolah (MBS) berkontribusi dalam meningkatkan kinerja Madrasah Tsanawiyah (MTs). Penelitian ini berfokus pada integrasi antara perencanaan partisipatif dan evaluasi berkelanjutan sebagai pilar dasar dalam memperkuat manajemen institusional di pendidikan Islam. Pendekatan kualitatif dengan metode studi kasus digunakan, melibatkan dua sekolah di Kabupaten Bandung: MTs Mekar Jaya Bandung dan MTsS Amal Sholeh Sukamaju. Data dikumpulkan melalui wawancara mendalam, pengamatan partisipatif, dan analisis dokumen, dan diproses menggunakan teknik analisis tematik. Temuan menunjukkan bahwa perencanaan berdasarkan Evaluasi Mandiri Madrasah (EDM), didukung oleh penggunaan sistem anggaran digital e-RKAM dan keterlibatan pemangku kepentingan yang inklusif, memberikan arah strategis bagi manajemen sekolah. Evaluasi sistematis memungkinkan



sekolah untuk merevisi rencana aksi mereka berdasarkan pencapaian aktual dan tantangan kontekstual. Madrasah negeri menunjukkan efektivitas yang lebih tinggi dalam menerapkan SBM, terutama dalam memanfaatkan teknologi dan melaksanakan evaluasi terstruktur. Studi ini menyimpulkan bahwa sinergi antara perencanaan dan evaluasi dalam SBM merupakan faktor kunci dalam mendorong perbaikan kinerja yang berkelanjutan di madrasah, terutama ketika selaras dengan kebutuhan lokal. Temuan ini menyarankan pentingnya meningkatkan kapasitas manajerial kontekstual dan merumuskan kebijakan adaptif untuk mendukung kondisi madrasah yang beragam.

**Kata Kunci:** Manajemen Berbasis Sekolah, Perencanaan Pendidikan, Evaluasi Pendidikan, Kinerja Madrasah, Studi Kasus Kualitatif

## INTRODUCTION

In the era of educational decentralisation, the concept of Madrasah-Based Management (MBM) in Indonesia was inspired by the theory of decentralisation in fiscal federalism, which emphasises decision-making autonomy at the local level (Oates, 1972). In practice, MBM was adopted as a variant of New Public Management, which emphasises accountability, efficiency, and managerial roles by giving madrasahs full authority to design internal policies, manage resources, and involve stakeholders in a participatory manner (Hood, 1991). Conceptually, MBM combines the principles of school-based management (SBM), as formulated by the World Bank (2003), namely: (1) Autonomy: Madrasahs have full rights to determine their vision and mission, local curriculum, and facility policies. (2) Participation: Involvement of teachers, madrasah committees, and the community in planning and supervision. (3) Accountability: Open reporting of learning outcomes and budget utilisation. (4) Continuous Evaluation: The PDCA (Plan–Do–Check–Act) cycle serves as the basic framework for quality improvement iterations (Deming, 1986).

In the context of madrasahs, important policy frameworks are PMA No. 29 of 2019 concerning the Internal Quality Assurance System (SPMI) and PMA No. 28 of 2014 concerning National Education Standards in Madrasahs, both of which strengthen the self-evaluation framework through the Madrasah Self-Evaluation Instrument (EDM/S). These regulations emphasise that strategic planning without adequate evaluation mechanisms will be 'floating' and difficult to measure the impact of policies in the field. However, the phenomenon in the field, especially at the Madrasah Tsanawiyah (MTs) level, indicates a gap between strategic planning and evaluation practices. Most madrasahs can prepare Madrasah Work Plans and Budgets (RKAM) with the support of e-RKAM (Praditia, Bukit, & Erwin, 2025), but a lack of understanding of the EDM/S instrument (Aziz, 2023) results in inaccurate evaluation data. As a result, feedback for plan revisions is often not based on valid empirical evidence, so the quality improvement cycle is less than optimal.

From a theological and ethical perspective, madrasah autonomy is in line with the principles of Ahlussunnah wal Jamaah, which emphasises deliberation (syura) and justice in the management of educational institutions, so that the active participation of all stakeholders is not merely procedural, but also a manifestation of Islamic values (Quraish

Shihab, 2006). Psycho-physically, increasing the capacity of madrasah human resources—including technical skills in e-RKAM and EDM/S data analysis skills—supports the development of a conducive and healthy learning environment (Schleicher, 2018). Rationally and teleologically, there is an urgent need to develop an integrative model that links strategic planning, operational implementation, and self-evaluation in a single framework. This model can utilise the Balanced Scorecard (Kaplan & Norton, 1992) as a multidimensional measurement tool combining financial, internal process, learning & growth, and stakeholder perspectives so that madrasahs not only target quantitative outputs but also process quality and academic community satisfaction. Based on this urgency, this study aims to formulate and test a holistic MBM-based quality improvement model that strengthens the synergy between strategic planning, digital operational management, and participatory evaluation, thereby producing relevant, scientific, and sustainable academic contributions and practices.

Research on Madrasah-Based Management (MBM) has developed rapidly in three main aspects: strategic planning, operational implementation, and continuous evaluation. Handoyo et al. (2021) emphasise that systematic strategic planning is the main foundation for improving the quality of education in madrasahs. With a clear framework—covering vision and mission, medium- and long-term goals, and resource needs mapping—madrasahs can set measurable and contextually relevant learning quality targets. These findings are reinforced by Suban et al. (2024), who show that structured and participatory planning involving teachers, madrasah committees, and the community can strengthen the accountability and resilience of programmes to external environmental dynamics (Handoyo et al., 2021; Suban et al., 2024).

Meanwhile, Ridwan et al. (2022) highlight the implementation dimensions of MBM, particularly in curriculum management, teaching staff, and community relations. Their research results show that a combination of adaptive curriculum management, teacher competency improvement through continuous training, and active collaboration with parents and local stakeholders has a positive impact on student learning outcomes. However, in practice, this effectiveness is highly dependent on the ability of the madrasah core team to operate digital planning applications such as e-RKAM. Praditia, Bukit, & Erwin (2025) explained that the team's in-depth understanding of e -RKAM by the team significantly increases the effectiveness of managing School Operational Assistance (BOS) funds in private Madrasah Aliyah in Medan City, so that the available funds can be optimally utilised for activities to improve the quality of learning and infrastructure (Praditia et al., 2025).

On the other hand, the self-evaluation process through the Madrasah/School Self-Evaluation Instrument (EDM/S) is a pillar for reviewing the success of MBM planning and implementation. Aziz (2023) found that limited human resources and a low level of understanding of the evaluation instrument were the main obstacles in the implementation of EDM/S. This study emphasises the importance of training and mentoring for madrasah evaluation teams so that they can accurately identify internal strengths and weaknesses.

As a follow-up, Kurniawan (2023) describes how the synergy between EDM and e-RKAM at MAN 2 Sragen enables madrasahs to use evaluation results as a basis for budget formulation creating a continuous planning—evaluation—improvement cycle (Aziz, 2023; Kurniawan, 2023). Other research outside the madrasah context, such as that conducted by Obias (2023) at Sta. Cruz Elementary School confirms that the continuous participation of stakeholders, including teachers, parents, and the community, has a positive correlation with school-based management (SBM) performance. These findings add a theological and ethical dimension that collective involvement not only strengthens social legitimacy but also supports the values of equality and justice in education.

Based on the above review, although many studies have highlighted strategic planning, operational implementation, and self-evaluation of MBM, the integration of the three—especially at the Madrasah Tsanawiyah (MTs) level—still requires more in-depth attention. There has been no comprehensive study examining how strategic planning and self-evaluation can be synergised within the operational framework of e-RKAM to create a holistic quality improvement cycle in MTs. Therefore, further studies need to formulate an integrative model that combines strategic management theory, e-RKAM policy, and EDM/S practices, and test its impact on the quality of education in the context of MTs.

Although MBM has been widely implemented in madrasahs, there is a gap in research that deeply examines the integration of MBM planning and implementation evaluation in improving MTs' performance. Most studies focus on planning or evaluation aspects separately, without examining how these two aspects are interrelated and affect the overall performance of madrasahs. This study offers a new contribution by comprehensively examining the integration of planning and evaluation in the implementation of MBM in MTs, as well as its impact on improving madrasah performance. To strengthen the basis of this study, it is necessary to explore further how the integration of MBM planning and evaluation is not just two separate processes, but rather a synergistic system that reinforces each other. Several key points that can be expanded upon are: (1) Theoretical Framework of Integration. The PDCA (Plan–Do–Check–Act) cycle, as the operational basis of MBM, emphasises that planning (Plan) and evaluation (Check) must run concurrently in a continuous loop. If 'Check' does not immediately follow up on 'Plan', the next plan loses its empirical basis and tends to be ritualistic (Deming, 1986).

The Balanced Scorecard (Kaplan & Norton, 1992) broadens the scope of performance measurement through four perspectives (financial, customer, internal processes, learning & growth). By combining strategic planning indicators and evaluation results in these four perspectives, madrasahs can see a 'complete picture' of their performance—not just budget realisation or learning outcomes. Isolated Planning: Handoyo et al. (2021) and Suban et al. (2024) focus on aspects of MBM strategic planning, such as RKAM preparation and core team formation, without exploring how the results of this planning are systematically evaluated in the madrasah work cycle. Separate Self-Evaluation: Aziz (2023) and Kurniawan (2023) review the challenges of implementing EDM/S, but only

to the extent of identifying weaknesses and recommending training, without linking them back to the initial planning documents or measurable improvement plans.

Implications for MTs' Performance: The results of a study by Praditia, Bukit, & Erwin (2025) prove that the implementation of e-RKAM improves the effectiveness of BOS management, but there has been no follow-up research looking at how e-RKAM and EDM/S together affect learning performance, parent participation, and public accountability. Proposed Integrative Model: (1) Strategic Planning Stage: Determination of vision, mission, objectives, and measurable key performance indicators (KPIs), involving all stakeholders through a consultative mechanism (syura). (2) Operational Implementation Stage: Use of e-RKAM as a digital platform for allocating funds, tasks, and learning activity schedules. (3) Evaluation and Feedback Stage: Use of EDM/S to assess KPI achievement with quantitative and qualitative instruments, then translate evaluation findings into revisions for the next RKAM.

Sustainable Cycle: Each PDCA loop produces 'lessons learned' that are archived as madrasah databases, so that subsequent planning becomes more careful and responsive to contextual needs (Deming, 1986; Kaplan & Norton, 1992).

Thus, this study will fill an important gap in the MBM literature, namely, how strategic planning and self-evaluation can be integrated into a holistic operational framework, so that policy changes are not only 'implemented' but also measurable in terms of their impact on improving the quality and accountability of Madrasah Tsanawiyah. This study is based on the assumption that effective integration between planning and evaluation in the implementation of MBM can improve the performance of MTs. The research framework refers to strategic management and educational evaluation theories, which emphasise the importance of structured planning and continuous evaluation to achieve educational organisational goals.

The research framework, which assumes that effective integration between planning and evaluation in the implementation of MBM will improve MTs' performance, can be expanded and explored through the following theoretical foundations: (1) Strategic Management Perspective (a) Structured Planning. In the P-O-L-C (Planning-Organising-Leading-Controlling) theory, planning is the first step that sets the direction, goals, and resources needed (Daft, 2012). Strategic planning for Madrasah (RKAM) must include an analysis of the internal environment (strengths-weaknesses) and external environment (opportunities-threats), for example, through SWOT or PESTEL, so that educational goals are contextual and measurable. (b) Control and Evaluation (Controlling). The control function in P-O-L-C is the spearhead of implementation evaluation; without good control, planning achievements cannot be measured, and improvements will not occur (Daft, 2012). The Balanced Scorecard (Kaplan & Norton, 1996) offers a multidimensional framework (financial, customer, internal processes, learning & growth) that combines strategic planning indicators and evaluation results simultaneously. (c) Learning Organisation. Argyris & Schön (1978) emphasise an

organisational learning culture in which evaluation (double-loop learning) does not merely improve actions ('single-loop'), but also questions the basic assumptions of planning—making madrasahs adaptive to environmental changes. (2) Educational Evaluation Perspective. (a) CIPP Model (Context–Input–Process–Product). Stufflebeam & Shinkfield (2007) describe four mutually integrated dimensions of evaluation, from context (needs), input (resources), process (implementation), to product (learning outcomes). The integration of planning and evaluation requires madrasahs to make responsive plans based on the evaluation results of each CIPP component. (b) Formative vs Summative Evaluation. Formative (process evaluation) provides real-time feedback for continuous improvement, while summative (outcome evaluation) assesses final achievements. Optimal integration combines the two: plans are developed with built-in formative mechanisms, and summative evaluation becomes the basis for the next planning cycle. (3) MBM Integrative Planning-Evaluation Model.

Based on the two perspectives above, the following conceptual model can be designed:



Intermediate Variables: (1) Human Resource Capacity (e-RKAM & EDM/S competencies), (2) Stakeholder Participation (teachers, committees, parents), (3) Data Quality (accuracy of evaluation instruments). Performance Indicators: (1) Student academic achievement, (2) Effectiveness of BOS fund utilisation, (3) Madrasah community satisfaction, (4) Transparency and accountability. This model emphasises that 'Check' (evaluation) cannot be separated from 'Plan' (planning); the integration of the two is the backbone of Deming's PDCA (Plan–Do–Check–Act) (1986) for achieving systematic quality improvement.

### **METHODS**

This study uses a qualitative approach with a case study design to gain an in-depth and contextual understanding of the integration of planning and evaluation in the implementation of Madrasah-Based Management (MBM). The study focused on two Madrasah Tsanawiyah (MTs) that were purposively selected because they had different characteristics in terms of governance, resources, and performance levels, thus allowing for contrasting cases. Data Collection Techniques. Data was obtained through triangulation of three main techniques: (1) In-depth interviews. These were conducted with the madrasah principal, curriculum deputy, madrasah committee chair, and teacher

and supervisor representatives. Questions focused on the strategic planning process, programme implementation, and mechanisms and practices for evaluating madrasah performance. (2) Participatory observation. The researchers made direct observations of planning forums (e.g., madrasah planning meetings), programme implementation activities, and evaluation and reflection meetings. The observations were aimed at capturing the dynamics of participation, decision-making, and feedback mechanisms in madrasahs. (3) Document analysis. The documents analysed included the Madrasah Work Plan and Budget (RKAM), e-RKAM, madrasah self-evaluation reports (EDM), monitoring instruments, and madrasah performance reports. The analysis focused on the relationship between planning documents and evaluation results, as well as their compliance with the guidelines from the Directorate of Madrasah KSKK of the Indonesian Ministry of Religious Affairs.

Data Analysis Techniques. The data were analysed using thematic analysis as developed by Braun & Clarke (2006), through six systematic stages: (1) Familiarisation with the data, (2) Initial coding, (3) Identification of themes, (4) Review of themes, (5) Naming and definition of themes, (6) Compilation of interpretative narratives. The focus of the analysis was directed at: (1) Patterns of integration between planning and evaluation, (2) The context and factors that hinder or support integration, (3) The functional relationship between these integrative practices and improvements in madrasah performance (academic, managerial, and participatory).

Data Validity and Reliability. Data reliability is ensured through source, method, and time triangulation techniques, member checking, and audit trails to ensure the reliability of findings and interpretations. In addition, researchers also critically reflect on their position and involvement (ethnographic reflection) to avoid interpretive bias. The purpose of this study is to examine in depth how the integration of planning and evaluation in the implementation of MBM can improve MTs' performance. The results of this study are expected to contribute theoretically and practically to the development of an effective MBM implementation model in madrasahs, as well as to serve as a reference for policymakers in improving the quality of education in Indonesia.

# RESULTS AND DISCUSSION

### **Theoretical Framework for Analysis**

The analysis in this study refers to the theory of strategic educational management and educational evaluation, particularly in the context of School-Based Management (SBM) or Madrasah-Based Management (MBM). This theory describes that good management of educational institutions must be based on three main components: participatory planning, needs-based implementation, and continuous evaluation (Bush, 2018; Caldwell & Spinks, 2013). MBM is not only based on madrasah autonomy, but also on the collaboration of all stakeholders in designing, implementing, and evaluating educational programmes. Theoretically: (1) MBM enables each madrasah to develop plans based on unique and specific local needs. (2) MBM emphasises the importance of evaluation as a

tool for improving sustainable quality and as a reflection on the effectiveness of madrasah management programmes. (3) If planning and evaluation are carried out synergistically, MBM can become a transformational mechanism in improving madrasah performance as a whole. Within this framework, this study seeks not only to confirm the theory but also to explore the possibility of formulating a local model of MBM planning and evaluation based on the regional context.

## **Integrated Planning in MBM Implementation**

The first finding shows that MBM planning in Madrasah Tsanawiyah has adopted a participatory approach, in which the head of the madrasah, teachers, madrasah committee, and community members are involved in formulating the vision, mission, and annual programme. Particularly at MTsN 4 Bandung, planning is carried out based on data from the Madrasah Self-Evaluation (EDM), which is then translated into the Madrasah Work Plan and Budget (RKAM) based on the e-RKAM digital application.

#### Interview data shows:

'We develop annual plans based on reflections from the previous year's evaluation results. e-RKAM helps us set priorities and manage budgets transparently.' (Head of Madrasah MTsN 4). This supports the concept of strategic alignment in strategic management theory, where each madrasah programme is directly linked to the organisation's strategic objectives. This study confirms that planning based on actual needs is a key element that distinguishes MBM from conventional centralised management models.

#### **Evaluation Mechanism as a Feedback System**

The second finding shows that MBM evaluations are conducted periodically through quarterly evaluation forums, monthly teacher performance reports, and programme assessments by the madrasah committee. However, formal structured evaluation is only fully implemented in public madrasahs (MTsN 4 Bandung), while in private madrasahs (MTsS Amal Sholeh), evaluation tends to be informal, and documentation is minimal. These findings indicate that the effectiveness of MBM depends on the quality of the feedback mechanism. Evaluation becomes a tool for organisational reflection, as well as a guide for future decision-making, as explained by the theory of continuous evaluation (Stufflebeam, 2007).

At MTsS Amal Sholeh, limited human resources and low digital literacy hinder standardised evaluation practices:

'We evaluate the programme through deliberation, but we are not yet accustomed to compiling detailed written evaluation reports.'

(MTsS teacher)

Therefore, limited managerial capacity is a structural challenge in MBM evaluation in private madrasahs.

#### Correlation between MBM and Madrasah Performance

This study found that good integration of planning and evaluation in MBM correlates positively with improved madrasah performance. At MTs Sukamaju, performance indicators such as graduation rates, student achievement, and teacher satisfaction have shown an upward trend in the last three years, in line with consistent planning and evaluation quality.

Conversely, at MTsS Amal Sholeh, the performance improvement was less significant, in line with the weak evaluation system and the absence of a work plan based on needs analysis.

This proves that MBM is not only an administrative framework, but also a strategic framework which, if implemented consistently, can improve the effectiveness of education at the madrasah operational level.

This is in line with the findings of Susanto et al. (2021), who stated that madrasahs with a local autonomy-based management system have higher performance achievements than madrasahs that still depend on external policies.

#### **Toward a Contextual MBM Model**

Based on the analysis results, the researchers suggest the development of a Local Contextual MBM model, which combines: (1) EDM and e-RKAM-based planning, (2) Structured and data-based periodic evaluation, (3) Full involvement of local stakeholders in decision-making, and (4) strengthening human resource capacity in managerial literacy and evaluation. This model is expected to be a new variant in MBM practice, especially for areas such as Bandung, which have geographical challenges and limited digital infrastructure. Summary of key findings: (1) Structured and participatory MBM planning was found to contribute significantly to the focus of madrasah programmes. (2) Integrated and data-based evaluation helped madrasahs adjust policies to real conditions. (3) Consistent MBM implementation has a positive impact on madrasah performance, particularly in terms of academics, work culture, and financial management. (4) Differences in capacity between public and private madrasahs affect the effectiveness of MBM implementation.

# **CONCLUSION**

The results of this study indicate that planning and evaluation are two key elements in the successful implementation of Madrasah-Based Management (MBM) in Madrasah Tsanawiyah. Planning based on madrasah self-evaluation (EDM), the involvement of all stakeholders, and the use of digital tools such as e-RKAM have been proven to increase the focus of madrasah programmes, transparency in budget management, and the suitability of programmes to the needs of students and the surrounding environment. On the other hand, structured and periodic evaluations have become an important instrument in adjusting work programmes to the realities of implementation, improving weaknesses, and strengthening data-based decision-making. This study also reveals that there are

striking differences between public and private madrasahs in terms of the effectiveness of MBM implementation, which is largely due to differences in human resource capacity, infrastructure, and digital literacy.

MTsN 4 Kabupaten Bandung, as a public madrasah, can carry out planning and evaluation more systematically, while MTsS Amal Sholeh Sukamaju faces various limitations that hinder the optimisation of MBM implementation. This shows the importance of a contextual approach in developing MBM strategies so that they can be adapted to the conditions and resources available in each madrasah. Thus, it can be concluded that the integration of planning and evaluation within the MBM framework contributes significantly to improving madrasah performance, both in terms of academics, institutional management, and stakeholder satisfaction. This study also indirectly shows that MBM is not merely a structural policy, but a strategic instrument for educational transformation at the madrasah level.

As a follow-up to this study, it is recommended that the capacity building of madrasah principals and educational personnel focus on strengthening competencies in data-based planning and evidence-based evaluation. In addition, the Ministry of Religious Affairs and the education office need to provide technical assistance and technological facilitation to private madrasahs that are not yet fully capable of optimally adopting the MBM approach. On the other hand, further research can be directed towards formulating a locally-based MBM implementation model that takes into account the geographical, social, and institutional characteristics of madrasahs in Indonesia. Finally, the results of this study are expected to contribute theoretically to the development of MBM literature and, practically, to serve as a reference for policymakers and madrasah administrators in designing participatory, adaptive, and sustainable quality improvement-oriented managerial approaches.

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