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# Evaluative Analysis of Basic Education Facilities and Infrastructure Management: Case Study at SDN Gambiran 01 Jember

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## **ABSTRACT**

**Purpose** - This study evaluates the management of facilities and infrastructure, a crucial component for learning quality in public primary schools. Persistent issues like inadequate facilities and weak maintenance prompted an in-depth examination of facility management at SDN Gambiran 01 Jember. The study aims to assess how facilities are planned, implemented, and evaluated to meet institutional needs.

**Design/methods/**approach – A qualitative case study approach was used. Data were collected through in-depth interviews, field observations, and document analysis, then analyzed using the Miles and Huberman interactive model. Participants, including the school principal, teachers, and administrative staff involved in facility management, were purposively selected.

**Findings** – Facility planning and procurement are conducted in a participatory, needs-based manner, aligning with regulations. However, utilization and maintenance face challenges due to budget limitations, lack of technical personnel, and limited technology use. A culture of cooperation and adaptive leadership emerged as key supporting factors.

**Research implications/limitations** – The study is limited by its focus on a single institution and reliance on qualitative data. Implications highlight the need for targeted technical training for elementary school staff and developing data-driven evaluation systems to inform long-term educational policy.

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# Introduction

Effective facility management in elementary schools is a cornerstone for enhancing educational quality and fostering a conducive learning environment, playing a vital role in supporting teaching and learning processes, as well as the implementation of innovative pedagogical strategies (Pujiati, 2019). However, the reality on the ground reveals that many public elementary schools in Indonesia face numerous challenges in optimally managing educational facilities, from planning and procurement to utilization and maintenance. The imbalance between facility needs and budget availability, coupled with weak managerial evaluation systems, poses significant obstacles to improving the quality of basic education. Effective facility management critically depends on strong school leadership, particularly the principal's central role in ensuring facilities are wellmaintained and optimized (Nhlapo, 2020; Setia & Nasrudin, 2020), necessitating that principals develop sustainable maintenance strategies, supported by relevant educational leadership programs (Tubbs et al., 2011), and collaborate with facility management professionals to integrate the physical environment as a tool for learning enhancement (Chatwin, 2022). Furthermore, the active participation of stakeholders, including parents, teachers, and the community, has been shown to significantly improve academic performance and school management (Elepu et al., 2023; Kanana & Omondi, 2020; Khadija, 2022). Nevertheless, challenges such as inadequate policy frameworks (Nakiyaga et al., n.d.) and tokenism in participation (Mufidayati, 2017) persist, necessitating effective empowerment and training strategies (Khadija, 2022; Partisala, n.d.). Therefore, evaluating educational infrastructure through various methodologies, such as the Educational Infrastructure Index (Saikia & Gogoi, 2022) or the CIPP model (Adarayan-Morallos, 2018; Qadriah et al., 2022), is essential for understanding its impact on educational outcomes and identifying areas for improvement.

Existing literature extensively discusses the management of educational infrastructure, emphasizing the importance of strategic planning, stakeholder involvement, and adaptive management models (Anugrahwati et al., 2022; Erroyani, 2022). Case studies in several elementary schools, such as SDN 56 Bengkulu and SDN 1 Prabumulih, affirm that human resource support and funding are crucial for the sustainability of educational facilities (Fadhilah et al., 2023; Ginanjar et al., 2023). Despite Indonesia having minimum infrastructure standards stipulated in Permendikbud No. 24 of 2007 and PP No. 49 of 2014, their implementation often remains suboptimal, creating a gap between policy and operational practice. While previous research suggests that principals, though often central to facility management, can be constrained by governance structures (Nhlapo, 2020), and changing workforce demographics necessitate new approaches to leadership training for facility management (Gunnoe et al., 2020), there remains a critical need for systematic and comprehensive management evaluation that integrates these multifaceted elements. Moreover, although stakeholder

participation is vital, its effectiveness can vary depending on cultural and socioeconomic contexts (Cristo & Ching, 2023), further underscoring the complexity that current literature sometimes overlooks in holistic evaluations.

Despite the numerous studies on infrastructure management in elementary schools, research focusing on comprehensive evaluation using holistic management models like CIPP (Context, Input, Process, Product) or contextual approaches remains relatively limited. Most prior research tends to be normatively descriptive, failing to deeply explore internal managerial dynamics or provide actionable feedback on the managerial process (Erroyani, 2022; Putri, 2023). This creates a significant research gap, as existing evaluations of educational infrastructure often highlight socioeconomic and regional disparities (Alves & Xavier, 2018) but rarely directly link them to the effectiveness of specific management models within diverse contexts. This gap is further exacerbated by the scarcity of comparative studies evaluating effectiveness across schools with varying environmental and institutional capacities. Therefore, this study aims to fill a crucial void in the literature by providing an evaluative analysis based on direct practices in an elementary school representative of common educational conditions in the region, specifically SDN Gambiran 01 Jember. This research will contribute new knowledge to the field of educational management by thoroughly analyzing how the CIPP model can be applied to evaluate school facilities, considering resources, implementation processes, and outcomes, while identifying challenges and solutions in the field (Adarayan–Morallos, 2018; Qadriah et al., 2022).

The urgency of this research is further heightened by the fact that SDN Gambiran 01 Jember is a representative public school in Jember Regency facing similar complexities in educational facility management. Initial observations indicate that despite the school's efforts in participatory infrastructure planning and procurement, challenges persist in maintenance and efficient facility utilization due to budget constraints and limited technical personnel (Febrianti et al., 2022). This situation mirrors common problems experienced by many other elementary schools, particularly in regions with fiscal and human resource limitations, underscoring why this research question is critical to address. While previous researchers have highlighted the importance of facility management and stakeholder participation, this study will specifically demonstrate how a comprehensive evaluation using the CIPP model can provide data-driven managerial improvement recommendations. Thus, this research will not only enrich the literature on elementary education evaluation with an innovative qualitative case study approach integrating concepts of management, effectiveness, efficiency, and accountability, but also serve as a foundational study for developing managerial models based on local needs and internal school capacities.

This research holds significant practical and academic implications. Practically, the evaluation results are expected to assist the school administration, education

department, and other policymakers in identifying strengths, weaknesses, and opportunities for improvement in the management of facilities and infrastructure at SDN Gambiran 01 Jember. This will provide concrete, data-driven recommendations for continuous enhancement. Academically, this study will enrich the literature on elementary education evaluation through an innovative qualitative case study approach, integrating key concepts such as management, effectiveness, efficiency, and accountability within a coherent framework. Furthermore, these findings can serve as a basis for developing managerial models that are more responsive to the specific local needs and internal capacities of schools in Indonesia. Given this background and urgency, the primary objective of this research is to comprehensively evaluate the management of educational facilities and infrastructure at SDN Gambiran 01 Jember, encompassing planning, procurement, utilization, maintenance, and disposal, to assess the effectiveness and efficiency of managerial processes and identify strategic obstacles and solutions. This study is anticipated to contribute significantly to the development of more systematic, participatory, and sustainable infrastructure management practices within the context of elementary education in Indonesia

## Methods

This study employed a qualitative approach utilizing a case study method (Lexy J. Moleong, 2017), aimed at conducting an evaluative analysis of facilities and infrastructure management at SDN Gambiran 01 Jember. This approach was selected to enable the researcher to understand managerial phenomena in depth and contextually from the perspectives of participants directly involved in the school's infrastructure management. The research subjects comprised the school principal, the vice principal for facilities and infrastructure, classroom teachers, and administrative staff. These individuals were purposively selected based on their active roles in the processes of planning, procurement, maintenance, and disposal of educational facilities. Participant selection considered their informative capacity in providing data relevant to the research focus (J. W., & P. C. N. Creswell, 2018; Sugiyono, 2019).

Data collection techniques involved direct observation of the physical condition of facilities and infrastructure, in-depth interviews with key informants, and documentation studies of archives such as the School Activity and Budget Plan (RKAS), inventory lists, and disposal records. Interviews utilized a semi-structured guide, including questions such as: "How is the planning process for facilities and infrastructure procurement carried out at this school?" and "What are the common challenges faced in maintaining school facilities?" A numerical scoring technique was not applied; instead, responses were analyzed through thematic categorization and narrative interpretation. Data validity was strengthened through triangulation of techniques and sources, while the trustworthiness of findings was verified through member-checking with key informants. This research did

not utilize specialized tools or materials beyond standard documentation devices such as cameras, notebooks, and audio recorders to support the data collection process (J. W. Creswell, 2014; Nasution, 2023).

The research procedure commenced with the preparation and permit acquisition phase in October 2024, followed by field data collection from November to December 2024, and concluded with data analysis and report drafting in January 2025. Data analysis employed Miles and Huberman's interactive model, which involves simultaneous and iterative stages of data reduction, data display, and conclusion drawing (Miles et al., 2014). The researcher continuously examined patterns, inter-category relationships, and the profound meanings derived from the data to construct reflective and valid findings. The scope of this research was limited to a public elementary school in Jember Regency and is descriptive-evaluative in nature, meaning the findings are not intended for statistical generalization but rather for an in-depth and contextual understanding of facilities and infrastructure management practices. The limitations of this study include the potential for informant bias and challenges in accessing certain sensitive internal administrative documents of the school.

#### Result

#### **Informant Characteristics and Data Overview**

The research's insights were drawn from five key informants directly involved in managing facilities and infrastructure at SDN Gambiran 01 Jember. This group included the school principal, the vice principal for facilities and infrastructure, two classroom teachers, and one administrative staff member responsible for inventory. Their purposive selection was based on their active involvement and comprehensive knowledge of the entire facility management process, from initial planning to eventual disposal. The principal and vice principal, both with over five years of experience, provided strategic perspectives on budget management, RKAS (School Activity and Budget Plan) preparation, and coordination with the Education Office. The chosen teachers were seasoned educators who regularly used learning facilities, while the administrative staff member was crucial for insights into asset recording and reporting. This diverse range of backgrounds and positions allowed for a holistic understanding of the internal dynamics of facilities and infrastructure management. The principal's role offered strategic insights into planning and procurement, while teachers and administrative staff illuminated the practical realities of implementation and on-the-ground challenges. The existing collaborative work culture among informants at SDN Gambiran 01 was evident in their interconnected relationships, providing a vital context for understanding how sarpras management operates not just structurally, but also functionally and culturally within the daily practices of the elementary school.

# **Facilities and Infrastructure Planning and Procurement**

The study found that the planning process for facilities and infrastructure at SDN Gambiran 01 is systematic and highly participatory, involving various school stakeholders. The principal explained that identifying needs begins with a thorough analysis of the educational report and direct observation of existing facility conditions. An informant underscored this, stating, "We cannot rely on estimates alone. Every year, we conduct an internal evaluation based on learning achievement data and input from teachers." Additionally, annual deliberative meetings serve as a crucial platform for dialogue, enabling the prioritization of procurement needs before they are formalized in the RKAS. In this phase, the school prioritizes fulfilling urgent requirements such as teaching aids, damaged furniture, and sanitation.

The procurement process adheres strictly to government-stipulated procedures, particularly the technical guidelines for School Operational Assistance (BOS) funds and the utilization of the SIPLAH platform. The principal emphasized the importance of administrative accuracy, noting, "Everything must comply with the technical guidelines; otherwise, it could become an audit finding." Despite this adherence, budgetary limitations often prevent the fulfillment of all teacher proposals annually. To navigate this, the school employs a rigorous prioritization system based on the urgency of needs and their potential impact on the learning process. This finding highlights a pragmatic balance between regulatory compliance and managerial flexibility, allowing the school to address its most pressing needs first.

# Utilization, Maintenance, and Disposal of Facilities and Infrastructure

In terms of utilization, the available facilities and infrastructure at SDN Gambiran 01 are generally maximized according to their intended functions. Teachers effectively use teaching aids and classrooms to support thematic and experiential learning methods, with one teacher noting, "We manage the borrowing of teaching aids so that all classes can use them in rotation." However, some facilities, such as the library and the school health unit (UKS) room, are not optimally utilized, primarily due to limited human resources for their management. Furthermore, technology utilization remains restricted, as not all teachers are proficient in digital learning media, resulting in multimedia tools like LCD projectors and computers being less frequently used in lower-grade classrooms.

For maintenance, sarpras upkeep is performed periodically, although it lacks a structured, documented technical system. Minor maintenance tasks are typically handled by teachers, while major damages are reported to the principal for follow-up, usually through BOS funds or assistance from the Education Office. An administrative staff informant clarified, "We don't have technical staff, so teachers learn to repair equipment themselves or report damages." This approach underscores the school's reliance on mutual cooperation (gotong royong) and shared responsibility as a core maintenance

strategy. Concurrently, the disposal of sarpras follows established procedures, involving the creation of minutes, documentation of asset conditions, and submission to the Education Office. This demonstrates that despite challenges posed by human resource limitations, the school consistently strives to implement accountable and transparent administrative procedures.

# **Overall Managerial Patterns**

The research findings collectively indicate that the management of facilities and infrastructure at SDN Gambiran 01 Jember exhibits an adaptive and needs-based managerial pattern. The planning process is distinctly participatory, incorporating various elements of the school community, while procurement rigorously follows regulations and is adjusted according to budgetary priorities. Crucially, despite persistent challenges related to funding limitations, the school consistently demonstrates remarkable flexibility in both planning and identifying alternative solutions. This practice exemplifies responsive leadership coupled with a collective work culture, effectively addressing the common structural limitations faced by public elementary schools in the region.

From a socio-cultural perspective, the management of facilities and infrastructure at SDN Gambiran 01 profoundly reflects the intrinsic values of mutual cooperation (gotong royong) and shared responsibility, deeply embedded within Indonesia's basic education system. While technical perfection may not yet be achieved, the school has demonstrably committed to ensuring the functional sustainability of its facilities through efficient strategies and a strong participation-based approach. In the broader educational context, this represents a good practice, illustrating that the effectiveness of facilities and infrastructure management extends beyond mere facility completeness. Instead, it fundamentally hinges on the strength of social relations, the depth of collective commitment, and the presence of visionary leadership.

#### Discussion

The findings from SDN Gambiran 01 Jember reveal an adaptive and needs-based managerial pattern in facilities and infrastructure management, characterized by systematic planning and a nuanced approach to procurement. The participatory planning process, involving diverse school stakeholders, aligns with existing literature emphasizing the importance of stakeholder engagement in enhancing school management and academic performance (Elepu et al., 2023; Kanana & Omondi, 2020; Khadija, 2022). This internal collaboration, where "musyawarah tahunan" (annual deliberation) guides priority setting, directly contributes to better resource allocation by tailoring it to actual needs, a practice supported by studies highlighting that effective management involves strategic planning and adaptive models (Sari et al., 2023; Pratama & Supriyanto, 2023). The school's adherence to government procurement procedures, particularly BOS technical guidelines and the SIPLAH platform, while simultaneously exercising managerial flexibility due to

budget constraints, is a crucial insight. This demonstrates a pragmatic approach where regulatory compliance is balanced with the urgency of real learning needs. This finding resonates with the challenges identified by Mvuyekule (2017) regarding limited financial resources in facilities management, yet also showcases how responsive leadership and a collective work culture can overcome structural limitations. The reliance on prioritization based on urgency and impact reflects a strategic decision-making process that, despite financial hurdles, aims to maximize the educational benefit of every expenditure, contrasting with settings where inadequate policy frameworks lead to poor management (Nakiyaga et al., n.d.), as SDN Gambiran 01's internal processes compensate for external financial constraints. Regarding utilization, maintenance, and disposal, the study found that most sarpras are optimally used, such as teaching aids for thematic learning. However, underutilization of facilities like the library and UKS due to human resource limitations, and limited technology integration due to teachers' digital literacy, presents a common challenge, aligning with findings from Adarayan-Morallos (Adarayan-Morallos, 2018) and Badaruddin et al., (n.d.) where inadequate facilities and human resources hampered program effectiveness. The reliance on "gotong royong" (mutual cooperation) for minor maintenance, with major issues reported for BOS funding or external assistance, underscores a community-driven, resilient approach. While not a formally documented technical system, this informal yet effective strategy points to the strength of social capital within the school, a factor that can significantly impact the quality of education beyond mere infrastructure availability (Cristo & Ching, 2023). The consistent application of disposal procedures, despite human resource limitations, indicates a commitment to administrative accountability and transparency, a key element of effective facilities management (Chatwin, 2022).

This research directly addresses its primary objective to evaluate the management of educational facilities and infrastructure at SDN Gambiran 01 Jember across planning, procurement, utilization, maintenance, and disposal. By employing a qualitative case study approach, the study provides a deep, contextual understanding of managerial practices, moving beyond descriptive accounts often found in earlier literature (Anugrahwati et al., 2022; Ginanjar et al., 2023). The application of the CIPP model, implicitly through the structured evaluation of context (needs analysis), input (resources, process (implementation, utilization, maintenance), (functionality, learning support), allows for a comprehensive assessment that few prior studies explicitly detailed in the context of Indonesian elementary schools. The study's contribution to the body of knowledge is multi-faceted: it offers a nuanced perspective on how local schools adapt to systemic challenges, particularly budget limitations, through flexible planning and prioritization, providing empirical evidence for adaptive management practices in resource-constrained environments. Secondly, it highlights the critical role of informal leadership and collaborative culture (gotong royong) in sustaining facility functionality, demonstrating that effective sarpras management is not solely dependent on formal structures or abundant resources, but also on the strength of social relations and collective commitment (Cristo & Ching, 2023; Nhlapo, 2020). Thirdly, by detailing the specifics of planning, procurement, utilization, and maintenance processes at a representative school, this study bridges the gap between policy mandates (Permendikbud No. 24 Tahun 2007; PP No. 49 Tahun 2014) and operational realities, offering practical insights for policymakers and school administrators, thereby directly responding to the need for evaluative analyses that provide actionable feedback. The findings on underutilized facilities due to human resource limitations (e.g., library, UKS, digital tools) also pinpoint specific areas where targeted capacity building or strategic staffing could yield significant improvements, contributing to more efficient resource utilization.

Despite its valuable insights, this study has several limitations. As a single-case study, the findings from SDN Gambiran 01 Jember are inherently context-specific and not statistically generalizable to all elementary schools in Jember Regency or Indonesia. While the school is considered representative, variations in local contexts, leadership styles, and community dynamics may lead to different managerial patterns elsewhere. Additionally, the reliance on informant self-reporting for qualitative data carries the potential for informant bias, despite efforts to mitigate this through triangulation of techniques and sources, and member-checking. Accessing certain sensitive internal administrative documents was also a limitation, potentially restricting a complete financial oversight perspective. Based on these findings and limitations, several recommendations emerge for future research and practical application. For future research, it is recommended to conduct: (1) Comparative studies across multiple schools with varying socioeconomic backgrounds and resource levels to explore how different contexts influence sarpras management effectiveness; (2) Longitudinal studies to track the long-term impacts of specific managerial strategies on facility condition and student outcomes, building on the need for such studies identified by Leung & Fung (2005); and (3) Quantitative analyses to measure the precise correlation between specific management practices (e.g., formal training vs. informal collaboration) and facility performance. For practical application, schools and educational authorities are encouraged to: (1) Invest in training and capacity building for teachers and staff on digital literacy and basic facility maintenance to optimize utilization and reduce reliance on external technical staff; (2) Develop more formalized, yet flexible, internal maintenance protocols that integrate the existing collaborative spirit (gotong royong) with structured documentation; (3) Facilitate regular forums for multistakeholder dialogue to strengthen the participatory planning process and ensure continuous alignment of sarpras needs with available resources; and (4) Implement robust evaluation mechanisms, perhaps incorporating the CIPP model more explicitly, to systematically assess the impact of facilities management on learning outcomes, moving beyond merely anecdotal evidence. These steps can contribute to more systematic,

participatory, and sustainable infrastructure management practices in Indonesian basic education.

# **Conclusion**

This study provides a comprehensive evaluative analysis of facilities and infrastructure management at SDN Gambiran 01 Jember, revealing an adaptive and needs-based managerial pattern despite common challenges faced by public elementary schools. The research confirms that systematic, participatory planning and flexible procurement strategies, balanced with regulatory compliance, enable schools to optimize limited resources, highlighting the critical role of strong school leadership and collaborative culture, or "gotong royong," in overcoming structural constraints. Although some facilities remain underutilized due to human resource limitations and varying digital literacy, the school demonstrates a commitment to administrative accountability through consistent maintenance and disposal procedures. This research significantly contributes to the existing body of knowledge by offering a nuanced, contextual understanding of facilities management practices in Indonesian elementary schools, bridging the gap between policy and operational realities, and demonstrating how a holistic evaluation, implicitly using elements of the CIPP model, can yield actionable insights. For future research, comparative and longitudinal studies are recommended to explore the generalizability and long-term impacts of such adaptive management. Practically, schools are encouraged to invest in staff training, formalize internal maintenance protocols, strengthen multi-stakeholder dialogue, and implement robust evaluation mechanisms to foster more systematic, participatory, and sustainable infrastructure management.

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