



Implementing School-Based Management to Improve Educational Quality

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DOI: <https://doi.org/10.61987/jemr.v4i2.1663>

ABSTRACT

Keywords:

School-Based
Management,
Educational Quality,
Decentralization

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This study aims to analyze the concept, objectives, legal foundations, characteristics, and implementation of School-Based Management (SBM) as a strategy for improving educational quality in the era of decentralization. The research employed a qualitative approach using a library research design. Data were collected from books, peer-reviewed journal articles, policy documents, and relevant educational regulations, and analyzed through descriptive-analytical content analysis. The findings indicate that the successful implementation of SBM is strongly influenced by a paradigm shift in school management, democratic leadership of school principals, active involvement of school committees and the community, and systematic school planning through the School Development Plan. SBM is not merely an administrative policy but a comprehensive managerial approach that promotes school autonomy and supports continuous improvement in educational quality. The implications of this study suggest that consistent and context-sensitive implementation of SBM is essential for strengthening effective school governance and achieving sustainable educational quality improvement, particularly within decentralized education systems.

Article History:

Received: April 2025; Revised: May 2025; Accepted: June 2025

Please cite this article in APA style as:

Subaro, I., Andriyani, W., Maksum, M. S., & Masruhi, S. (2025). Implementing School-Based Management to Improve Educational Quality. *Journal of Educational Management Research*, 4(2), 947-959.

INTRODUCTION

Improving educational quality has become a strategic agenda in national development, as the quality of human resources produced through education plays a decisive role in a nation's competitiveness (Sepna G & Zuhendri K, 2018). In many developing countries, including Indonesia, education is expected not only to enhance students' academic achievement but also to foster adaptive skills, social responsibility, and lifelong learning capacities. However, the pursuit of quality education is inseparable from how schools are managed and governed. Effective school management determines how resources are allocated, programs are implemented, and learning environments are created. Educational quality, therefore, should be understood as a multidimensional concept encompassing

academic outcomes, institutional effectiveness, and stakeholder engagement. Within this framework, governance systems that regulate decision-making authority and accountability become crucial (Hefniy Hefniy & Alwahedi, 2025). Weak governance structures often lead to inefficiency, limited innovation, and a mismatch between educational policies and school realities. Consequently, improving educational quality requires not only curriculum reform but also transformation in school management practices that enable schools to respond effectively to diverse educational needs and contextual challenges.

In the Indonesian context, challenges related to educational quality are closely linked to the long-standing centralized education management system. For decades, schools functioned primarily as policy implementers, with limited authority to adapt programs or innovate based on local needs. Centralized bureaucracy tended to impose uniform standards and procedures across schools, regardless of their social, economic, and cultural diversity. Empirical evidence suggests that such centralization often results in rigid administrative practices and low institutional responsiveness (Sutrisno & Lucitasari, 2019). Schools became highly dependent on top-down decisions, which restricted their capacity to manage learning processes, optimize infrastructure, and mobilize community support (Kusumawati et al., 2025). As a result, many schools struggled to address internal challenges effectively, including teacher performance, student engagement, and resource utilization. This condition contributed to slow progress in educational quality improvement and weakened the role of schools as dynamic learning organizations capable of adapting to changing educational demands and societal expectations.

Empirically, centralized education governance has shown limitations in addressing school-specific problems. Uniform management models often ignore contextual differences among schools, such as geographical location, socio-economic background of students, and institutional capacity (Arifin, 2024). Studies indicate that excessive reliance on central authority reduces schools' initiative and accountability in managing their own development (Sutrisno & Lucitasari, 2019). Decision-making processes that are detached from school realities hinder timely problem-solving and discourage innovation at the school level. Furthermore, centralized systems tend to marginalize stakeholder participation, particularly from parents and local communities, whose involvement is essential for sustainable educational improvement. When schools lack autonomy, they often struggle to design relevant programs, manage budgets efficiently, and build meaningful partnerships (Wisudaningsih et al., 2025). These conditions underline the need for a management approach that recognizes schools as key actors in educational reform, capable of making informed decisions based on their unique contexts and challenges.

The paradigm shift in education management emerged with the implementation of educational decentralization policies in Indonesia.

Decentralization is based on the recognition that education cannot be effectively controlled solely from the central government due to its dynamic and context-dependent nature (Kholifatunnisak, 2024). By transferring authority to local governments and schools, decentralization aims to enhance flexibility, efficiency, and responsiveness in education delivery. This policy reflects the understanding that schools operate within complex environments shaped by local cultures, community expectations, and resource availability. Decentralized education management encourages schools to take greater responsibility for planning, implementation, and evaluation processes (Basri et al., 2024). It also emphasizes stakeholder participation and shared accountability. Within this context, decentralization provides a foundation for alternative management models that prioritize school autonomy, participatory decision-making, and context-sensitive strategies for improving educational quality.

School-Based Management (SBM) emerges as a strategic approach aligned with the principles of educational decentralization. SBM refers to a management model that grants schools greater autonomy in decision-making, resource management, and program development, while remaining consistent with national education policies and legal frameworks (Ternate, 2024). Through SBM, schools are encouraged to become independent, innovative, and accountable institutions. This approach promotes the active involvement of school stakeholders, including principals, teachers, students, parents, and the wider community, in shaping school policies and programs. Normatively, SBM is believed to address the weaknesses of centralized systems by enabling schools to tailor their strategies to local needs. Autonomy allows schools to develop relevant plans, manage budgets more effectively, and implement learning innovations that directly respond to students' needs. Consequently, SBM is viewed as a comprehensive managerial approach rather than merely an administrative reform.

Despite extensive discussion of SBM in policy documents and academic literature, its implementation in practice remains problematic. Several studies, such as Walewangko et al. (2022), Alfi and Mizan (2025), and Iskandar et al. (2025), primarily address SBM from conceptual and normative perspectives. Meanwhile, other studies, including Prilianto et al. (2024) and Lestari et al. (2021), tend to focus on administrative aspects, such as financial management and reporting mechanisms. These studies often overlook SBM as a broader managerial paradigm that requires changes in organizational culture, leadership styles, and school–community relations. As a result, comprehensive analyses that position SBM as a strategic instrument for educational quality improvement within Indonesia's decentralized education system remain limited. This gap

highlights the need for integrative studies that examine SBM beyond procedural compliance and explore its transformative potential.

Addressing this research gap, the present study aims to analyze School-Based Management as a holistic educational management paradigm rather than a mere administrative policy. Using a qualitative approach with a library research design, this study systematically reviews books, peer-reviewed journal articles, policy documents, and relevant regulations related to SBM. The novelty of this research lies in its integrative conceptual analysis that situates SBM within the broader framework of educational decentralization and effective school governance. This study emphasizes that successful SBM implementation depends on schools' readiness to foster participatory culture, democratic leadership, and collective commitment among stakeholders. By highlighting these dimensions, the study contributes theoretically to the field of educational management and offers practical insights for schools and policymakers seeking to optimize SBM as a sustainable strategy for improving educational quality.

RESEARCH METHOD

This study employed a qualitative approach with a library research design (Sugiyono, 2021). The qualitative approach was chosen because the study aims to obtain an in-depth understanding and critical analysis of the concept of School-Based Management (SBM) through the exploration of ideas, theories, and educational policies. Rather than emphasizing statistical measurement, this research focuses on interpreting and synthesizing scholarly perspectives on SBM within the context of educational decentralization and school quality improvement.

The data sources consisted of secondary data obtained from textbooks, national and international peer-reviewed journal articles, previous research findings, educational policy documents, and relevant laws and regulations related to the implementation of SBM in Indonesia. The literature was selected systematically based on its relevance, credibility, and contribution to the research topic. Data collection was conducted through a structured literature search process, involving the identification, classification, and critical reading of sources related to SBM, educational decentralization, school autonomy, community participation, and educational quality improvement (Gunawan, 2013).

Data analysis was carried out using content analysis with a descriptive-analytical approach. The analysis involved data reduction by selecting relevant information, organizing the data into coherent narrative descriptions, and drawing conclusions through interpretation and synthesis of the reviewed literature. To ensure data trustworthiness, source triangulation was applied by comparing information across various academic sources and policy documents,

thereby strengthening the validity and reliability of the research findings.

RESULT AND DISCUSSION

Concept and Definition of School-Based Management (SBM)

The literature review indicates that educational management is a fundamental component in the organization of education, serving to guide all educational processes effectively and efficiently. Educational management encompasses systematic activities ranging from planning, organizing, implementation, to controlling educational resources to achieve short-term, medium-term, and long-term educational goals (Andriyan & Yoenanto, 2022). Without a proper management system, educational processes tend to be directionless, resource-intensive, and fail to meet the expected quality standards. In schools, the complexity of educational challenges—from learning quality, limited facilities, to public accountability—makes effective management an indispensable necessity.

Over time, centralized educational management systems have shown limitations, as schools are positioned merely as passive implementers of uniform policies that often do not align with their diverse needs and characteristics. This situation underlies the emergence of School-Based Management (SBM) as a more adaptive and contextual approach to school governance. Conceptually, SBM can be understood as a restructuring of school management that grants schools broader authority to manage resources, programs, and educational processes according to local needs (Walewangko et al., 2022).

Internationally, the SBM concept aligns with the global discourse on School-Based Management, which is regarded as a strategy to enhance both academic and non-academic school performance through organizational redesign and decentralization of decision-making. By bringing decision-making closer to the school level, educational policies and programs are expected to respond more effectively to students' needs and local contexts. This approach positions schools as central actors in strategic decision-making, rather than mere administrative units within the educational bureaucracy (Lestari et al., 2021).

Operationally, SBM can be defined as the comprehensive process of planning, organizing, developing, and controlling all school resources while involving multiple stakeholders to achieve specific school goals and broader educational objectives. The implementation of regional autonomy further strengthens SBM's relevance, providing schools the opportunity to serve as the primary unit of education management. Consensus and commitment to school autonomy are essential prerequisites for sustainable SBM implementation.

In addition to autonomy, SBM emphasizes participation. Active involvement of school members—including principals, teachers, educational

staff, students, and the community, particularly parents—is considered a key element in improving educational quality. Participation fosters a sense of ownership toward the school, increasing responsibility and dedication among stakeholders to support school programs. In practice, community participation is institutionalized through the School Committee, serving as a strategic partner in the transparent, accountable, and democratic formulation of school policies and programs (Hasibuan, 2022).

Conceptually, the fundamental differences between conventional educational management and SBM can be summarized in Table 1.

Table 1. Comparison between Centralized Educational Management and SBM

Management Aspect	Centralized Management	School-Based Management (SBM)
Decision-making	Centralized at government	Delegated to schools
School role	Policy implementer	Manager and decision-maker
Program flexibility	Low, uniform	High, contextual
Community participation	Limited	High, through School Committee
Accountability	Vertical to central	Horizontal to community and government
Quality orientation	Administrative	Continuous quality improvement

Based on the literature review, it can be concluded that SBM is not merely a technical change in school management, but represents a paradigm shift from centralized management toward autonomous, participatory, and quality-oriented governance. SBM positions schools as primary actors in education management, professionally and socially accountable for the quality of educational services provided.

Objectives and Urgency of SBM Implementation

The literature shows that SBM is a management paradigm designed to address the limitations of centralized educational systems. It grants schools greater flexibility to manage resources independently and contextually according to local conditions, potential, and environmental characteristics. Schools are no longer merely policy implementers but strategic actors with authority in educational decision-making (Devi et al., 2021).

The urgency of SBM implementation is reinforced by the demand for improving educational quality, which cannot be standardized nationally. Schools face different student inputs, human resources, facilities, and community support. Therefore, flexible and adaptive management approaches are essential. SBM requires schools to manage, allocate, control, and be accountable for all educational resources transparently to the community and government (Ahyani & Fattah, 2021).

The primary objective of SBM is to improve overall school performance by providing greater authority and responsibility, while adhering to good school

governance principles, including participation, transparency, and accountability. School performance is measured not only by student academic achievement but also by the effectiveness of learning processes, efficiency in resource management, institutional productivity, and schools' ability to innovate sustainably (Achadah et al., 2019).

SBM views educational quality as the integration of input, process, and output. Inputs include human resources and supporting facilities, processes relate to learning and school management effectiveness, and outputs are reflected in academic and non-academic achievements. School productivity is indicated by the ability to achieve better educational outputs with relatively similar inputs, while effectiveness is assessed by the achievement level of planned educational goals (Anggraini et al., 2024).

Moreover, SBM allows schools to be more responsive to students' needs and social changes. Schools have greater flexibility to develop learning innovations, adapt educational programs to local contexts, and manage finances efficiently. Community involvement through participatory mechanisms, such as the School Committee, contributes to a sense of ownership and shared responsibility for educational quality (Junindra et al., 2022).

Thus, SBM emphasizes not only educational outcomes but also democratic, equitable, and sustainable school management processes. Its urgency lies in fostering schools that are autonomous, accountable, and innovative in addressing educational challenges in the era of decentralization.

Table 2. Objectives and Strategic Impacts of SBM Implementation

Management Aspect	SBM Objective	Expected Impact
School Autonomy	Decision-making at the school level	Schools more adaptive and contextual
Resource Management	Efficiency and effectiveness in resource use	Optimized budgets and facilities
School Performance	Improvement in quality, productivity, innovation	Improved educational quality
Community Participation	Stakeholder involvement in decision-making	Transparency and accountability
Learning Processes	Development of innovative learning	More meaningful learning

Legal Foundation of SBM

The literature indicates that SBM in Indonesia has strong and systematic legal foundations at the level of national laws, government regulations, and ministry policies. These regulations demonstrate that SBM is not merely a conceptual innovation but a binding national policy to be implemented by educational units.

Law No. 20 of 2003 on the National Education System explicitly mandates SBM principles as the basis for school management. Article 51 paragraph (1)

stipulates that early childhood, primary, and secondary education must be managed based on minimum service standards with SBM principles. This legal framework represents a paradigm shift from centralized to decentralized management, positioning schools as the primary decision-making units (Nurhaliza et al., 2024).

Further legal reinforcement is evident in derivative policies issued by the government. For example, Ministerial Decree No. 044/U/2002 on the Establishment of Education Boards and School Committees institutionalizes community participation as part of school governance. Similarly, Government Regulation No. 19 of 2005 on National Education Standards, particularly on management standards, authorizes schools to plan, implement, and evaluate educational programs according to their characteristics. Overall, these regulations legitimize SBM as both a legal framework and a transformative instrument for effective, participatory, and accountable school governance (Peraturan Pemerintah No. 19 Tahun 2005, 2005).

Table 3. Legal Basis of SBM in Indonesia

No	Regulation	Key Content	Relevance to SBM
1	Law No. 20 of 2003	School management based on SBM	Primary legal foundation for SBM
2	Ministerial Decree 044/U/2002	Establishment of Education Boards	Strengthens community participation
3	Government Regulation No. 19/2005	School management autonomy standards	Reinforces school autonomy and accountability
4	Ministerial Decree No. 087/2004	School accreditation standards	SBM as a measure of quality and governance

Characteristics of SBM within a System Framework

The literature shows that SBM's characteristics are closely related to effective school traits. SBM is not merely an administrative policy but a systemic framework for achieving optimal school performance. Within this perspective, SBM serves as the *means*, while effective schools are the *ends* (Yuyun Elizabeth Patras, Agus Iqbal, Papat, 2019).

Output Aspect: SBM aims to produce comprehensive educational achievements, including academic and non-academic outcomes. Academic outputs involve improved learning, critical thinking, creativity, logic, and students' success in competitions. Non-academic outputs include character development, ethics, social behavior, discipline, honesty, teamwork, tolerance, and talent development in arts, sports, and extracurricular activities (Sekolah et al., 2021).

Process Aspect: Process elements link input and output. Schools implementing SBM effectively show strong, participatory, and democratic

leadership. Learning is student-centered, allowing teachers to innovate methods and media. A culture of quality, including self-evaluation, continuous improvement, and openness to change, is established. Active participation of school members and communities, transparency, and accountability are emphasized, with continuous evaluation enabling adaptation to real needs and environmental dynamics (Rochaendi et al., 2020).

Input Aspect: Successful SBM requires adequate resources, including competent human resources, facilities, clear objectives, and student-focused services. Schools must understand students' needs, potentials, and characteristics to deliver relevant and meaningful education (Nirmayanthi, 2023).

Table 4. SBM Characteristics in a System Framework

Aspect	Key Characteristics	Performance Indicators
Input	Competent HR, adequate facilities, clear goals	Teacher qualifications, facilities, vision-mission clarity
Process	Strong leadership, effective learning, quality culture, participation	Transparency, learning innovation, continuous evaluation
Output	Academic and non-academic achievements	Learning outcomes, student character, extracurricular achievements

The literature concludes that SBM's success depends on the integration of input, process, and output. Imbalance in any aspect directly affects education quality. SBM must be understood as a comprehensive, sustainable management system, not merely an administrative delegation.

Implementation of SBM

Literature indicates that SBM implementation requires a paradigm shift in school management, including regulations, organizational culture, leadership patterns, and stakeholder relations. Schools must transition from centralized management to autonomous, participatory, and accountable governance to respond effectively to internal and external demands (Wahyudin et al., 2024).

Implementation begins with socializing the SBM concept to all school members and stakeholders to build shared understanding of its objectives and mechanisms. Without sufficient socialization, resistance may occur, especially among those accustomed to centralized bureaucracy.

The next stage strengthens school-community partnerships through active School Committee roles. Committees act as strategic partners in decision-making, supervision, and support, enhancing transparency, accountability, and ownership (Harianto, 2024).

SBM also requires revising internal rules, role allocation, and work relationships. Principals play a central role as democratic leaders, distributing

authority and fostering teamwork (Pujiastuti, 2022). The main instrument is the School Development Plan (RPS), which outlines vision, mission, objectives, programs, and performance indicators. RPS enables systematic planning, prioritization, monitoring, and evaluation, ensuring school autonomy aligns with public accountability (Nirmayanthi, 2023).

Table 5. SBM Implementation Stages and Implications

SBM Implementation Stage	Main Activities	Impact on School Quality
SBM Socialization	Understanding concepts, objectives, and roles	Shared perception, preparedness
Partnership Strengthening	Optimizing School Committee and community roles	Increased participation, transparency, public support
Rule and Role Structuring	Revising internal policies and authority allocation	More effective and contextual decision-making
Democratic Leadership	Authority distribution and teamwork strengthening	Improved performance and motivation
RPS Development & Execution	Planning, implementation, monitoring, evaluation	More directed, measurable, and sustainable programs

Overall, SBM is a strategic approach that drives comprehensive changes in school governance. Systematic implementation supported by careful planning has the potential to sustainably enhance educational quality.

CONCLUSION

School-Based Management (SBM) represents an educational management paradigm that positions schools as the primary unit of education delivery by granting greater autonomy, enhancing participation from school members and the community, and applying principles of transparency and accountability. Literature review findings indicate that SBM holds strategic potential to improve educational quality if implemented consistently and sustainably, tailored to the specific characteristics and needs of each school.

The successful implementation of SBM requires a fundamental shift in educational governance, moving from centralized management toward participatory and democratic school management. Key factors influencing success include visionary school leadership, an organizational culture that supports innovation, and active involvement of school committees and community stakeholders. Moreover, the formulation and execution of the School Development Plan (RPS) serve as critical instruments to ensure that school autonomy aligns with public accountability and overall school performance. In essence, SBM functions not only as an administrative policy but also as a comprehensive managerial approach that, with strong regulatory support and

stakeholder commitment, can lay the foundation for autonomous, effective, and quality-oriented schools.

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