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THE EFFECTIVENESS OF MADRASAH-BASED MANAGEMENT IN IMPROVING THE QUALITY OF EDUCATIONAL SERVICES IN THE ERA OF DECENTRALIZATION

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ABSTRAK

Penelitian ini bertujuan untuk menganalisis efektivitas implementasi Madrasah Based Management (MBM) dalam meningkatkan kualitas layanan pendidikan di era desentralisasi. Dengan menggunakan pendekatan kualitatif deskriptif melalui studi literatur, penelitian ini menggali berbagai aspek teoritis dan praktis terkait implementasi MBM. Hasil penelitian menunjukkan bahwa MBM memberikan kontribusi positif terhadap efisiensi manajemen, peningkatan kualitas pendidikan, dan pemerataan akses terhadap layanan pendidikan. Otonomi yang diberikan kepada madrasah memungkinkan fleksibilitas dalam pengambilan keputusan, partisipasi masyarakat aktif, dan akuntabilitas dalam pengelolaan sumber daya. Namun, efektivitas MBM masih menghadapi tantangan serius, termasuk budaya sekolah sentralistik, gaya kepemimpinan non-partisipatif, dan kapasitas sumber daya manusia yang lemah. Selain itu, rendahnya pemahaman masyarakat terhadap konsep SBM, serta kurangnya kejelasan peran baru dalam sistem yang lebih terbuka, juga menjadi kendala implementasi. Oleh karena itu, keberhasilan MBM sangat bergantung pada kepemimpinan transformasional, penguatan budaya demokrasi di lingkungan sekolah, dan pelatihan berkelanjutan bagi seluruh pemangku kepentingan. Temuan ini menegaskan bahwa MBM bukan hanya model teknokratis, tetapi juga paradigma filosofis yang menempatkan madrasah sebagai pusat perubahan menuju pendidikan otonom, inklusif, dan berkualitas.

Kata Kunci: Manajemen Berbasis Madrasah, Kualitas Pendidikan, Kepemimpinan.

ABSTRACT

This study aims to analyze the effectiveness of the implementation of Madrasah Based Management (MBM) in improving the quality of educational services in the era of decentralization. Using a descriptive qualitative approach through literature studies, this study explores various theoretical and practical aspects related to the implementation of MBM. The results of the study show that MBM makes a positive contribution to management efficiency, improvement of education quality, and equitable access to educational services. The autonomy given to madrasahs allows flexibility in decision-making, active community participation, and accountability in resource management. However, the effectiveness of MBM still faces serious challenges, including a centralistic school culture, a non-participatory leadership style, and weak human resource capacity. In addition, the low public understanding of the concept of SBM, as well as the lack of clarity of the new role in a more open system, are also obstacles to implementation. Therefore, MBM's success is highly dependent on transformational leadership, strengthening democratic culture in the school environment, and continuous training for all stakeholders. These findings confirm that MBM is not only a technocratic model, but also a philosophical paradigm that places madrasahs as the center of change towards autonomous, inclusive, and quality education.

Keywords: Madrasah-Based Management, Quality of Education, Leadership

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INTRODUCTION

Education has a strategic role in improving the quality of human resources. The quality of superior human resources will contribute directly to improving the quality of education (Sartika et al., 2023). Efforts to realize these goals require solid synergy and collaboration between various parties, both from government and non-government elements, including the private sector. This is in line with Law Number 20 of 2003 concerning the National Education System, especially Article 3, which states that education aims to develop the potential of students to become individuals who believe and fear God Almighty, have noble character, are intelligent, and are able to become democratic and responsible citizens.

In order to improve the quality of education, there are various factors that affect it, one of which is the implementation of effective education management. The quality of education includes several main components, namely inputs, processes, outputs, and outcomes, which as a whole determine the smooth and successful implementation of education. School-Based Management is one of the terms in education management. The term School-Based Management is still a problem that is still hotly discussed by activists in the field of education, be it teachers, parents, school principals, stakeholders, education experts and others (Junindra et al., 2022).

School-Based Management was born with several different name terms, including *School-based Government*, *school self management* and also known as *school site management*. These terms contain definitions with slightly different focuses, but they have the same basis, namely that schools have the right to autonomy in carrying out their school management. Especially in human, financial and material resources (*man, money and material*) in schools (Pasaribu, 2017). School-Based Management is a school management model that provides considerable autonomy to schools in encouraging decision-making by involving the direct participation of all school residents, such as teachers, students, principals, school employees, parents of students and the surrounding community in an effort to improve the quality of schools based on national education policies (Hasibuan, 2022).

In Indonesia, the idea of School-Based Management itself has only recently been in line with the implementation of regional autonomy on January 1, 2001, the Ministry of National Education changed the orientation of school management, which was primarily center-based, to school-based Management (SBM), as a new paradigm in school operations². Originally, schools were only an extension of the central government's bureaucracy for the implementation of political affairs of education and school managers had no leeway in operating their schools independently. Because all policies from the implementation of school education are generally held at the central level and lead vertically downwards to schools that only accept the policy what exists.

METHOD

This study uses a descriptive qualitative approach with the type of library *research*, which was chosen because the nature of the object of study is conceptual, philosophical, and normative (Hamzah, 2020). The main focus of this study is Madrasah Based Education Management (MBM), which is analyzed through a literature review approach to explore a deep understanding of basic principles, managerial structures, and their implementing dynamics in the context of national education policy. The literature approach is considered relevant because it allows researchers to explore and synthesize various theoretical views from scientific sources, laws and regulations, government policies, and relevant official documents.

The units of analysis in this study include: (1) the basic concepts of MBM such as institutional autonomy, community participation, and educational accountability; (2) managerial principles in the context of madrasahs which include strategic planning, resource organization, quality control, and transformational leadership; and (3) challenges of implementing MBM that arise in the form of overlapping regulations, limited human resources, and institutional capacity gaps between regions. The framework of thinking was developed with reference to educational management models.

The data sources in this study are in the form of primary data, obtained from various scientific literature such as academic books, articles from accredited national journals, reputable international

journals (indexed by Scopus), as well as government regulations and official documents (Adlini et al., 2022). Data collection techniques are carried out systematically and structured through literature search procedures, mapping of key concepts, and selection of sources based on their validity and relevance to the focus of the research. This process is not only the collection of documents, but also involves the stages of interpretation and contextualization of the content read.

In the data analysis stage, this study uses content analysis techniques, which include three main stages: data reduction, which is the selection and simplification of important information from documents; thematic categorization, which is the grouping of data based on certain managerial issues or themes; and interpretive conclusions based on the integration of relevant literature data and theories (Martono, 2010). The validity of the content is maintained by applying the source triangulation technique and checking the validity of the theory, to ensure that the interpretation of the data is objective and consistent within an established theoretical framework (Creswell & Poth, 2017).

RESULT AND DISCUSSION

1. Definition of Madrasah-Based Education Management

The term School-Based Management / Madrasah is a translation of *School Based Management*. The term first appeared in the United States when people began to question the relevance of education to the demands and development of the local community. School/Madrasah Based Management (MBS/MBM) is a new paradigm of education that provides broad autonomy at the school level (community involvement) within the framework of national education policy. Autonomy is given so that schools can freely manage resources or sources of funds by allocating them according to the priority of needs, and are more responsive to local needs. Community involvement is intended to make the community better understand, help and control the management of education. In that case, national policies that are a priority for the government must also be carried out by schools. In the SBS/MBM system, schools are required to independently explore, allocation, determine priorities, control and be responsible for the empowerment of resources both in the community and the government.

Abdul Hafid stated that the term School/Madrasah Based Management comes from three words, Management, Based and Madrasah. Management is the coordination and alignment of resources through a number of management inputs to achieve goals or to meet needs. The resources in question are human resources and resources (Equipment, Equipment, Materials/Materials and money), Management inputs consist of tasks, plans, programs, limitations that are manifested in the form of provisions. Based means "based on" or "focused on". Schools/Madrasah are a bottom-up organization in the ranks of the Ministry of National Education that is tasked with providing "basic skills" to students on the basis of legalistic and professionalistic provisions (Hafid, 2011). Meanwhile, according to Brian, School-based management is the systematic decentralization to the school level of authority and responsibility to make decisions on significant matters related to school operations within a centrally determined framework of goals, policies, curriculum, standards and accountability (J.Cadwel, 2015).

In general, School/Madrasah Based Management can be interpreted as a management model that provides greater autonomy (authority and responsibility) to schools, provides flexibility to schools, and encourages direct participation of school residents. Autonomy can be interpreted as independence, namely independence in regulating oneself, independence in programs and funding is the main benchmark for school independence. With greater autonomy, schools have greater authority and responsibility in managing their schools so that they are more independent. With its independence, schools are more empowered in developing programs that are of course more in accordance with their needs and abilities.

Flexibility can be interpreted as the flexibility given to schools to manage, utilize and empower school resources as optimally as possible to improve the quality of schools with flexibility/flexibility schools will be more agile in managing and utilizing school resources optimally. The increase in participation in question is the creation of an open and democratic environment, where school residents (teachers, students and employees) and the community

(parents, community leaders, scientists, entrepreneurs and so on) are encouraged to be directly involved in the implementation of education, starting from decision-making, implementation and evaluation of education which is expected to improve the quality of education. Of course, the involvement of school residents in school administration must consider expertise, limits of authority and relevance to the purpose of participation. Increasing the participation of school residents and the community in school administration will be able to create openness, strong cooperation, accountability and educational democracy. Openness is openness in programs and finances.

Based on the understanding of Madrasah Based Management (MBM) or School-Based Management (MBS), it can be concluded that educational institutions have greater autonomy in managing themselves independently. An independent school is characterized by low dependence on external parties and high creativity and initiative in responding to challenges. This kind of school also has the ability to be adaptive and anticipatory to changes in the dynamic educational environment, and shows a high entrepreneurial attitude—including innovation, persistence, flexibility, courage to take risks, and orientation to continuous improvement. Other characteristics include responsibility for institutional performance, strong control over managerial inputs and available resources, effective management of working conditions, and a high commitment to educational goals. Independent schools make achievement the main benchmark in evaluating the success of applied education management.

Husaini Usman emphasized that in implementing SBM, there are a number of important principles that must be considered by all stakeholders in the school environment. First, the collective commitment of all education stakeholders is the main foundation in realizing the independence of educational institutions. Second, institutional and individual readiness is needed to accept and implement the principles of SBM consistently. Third, the active involvement of all parties, including teachers, principals, parents, and the surrounding community, is an absolute prerequisite for the creation of a participatory and consensus-based decision-making process. Fourth, any policy should be based on a deep rational and moral awareness, not just administrative instructions. Fifth, school independence must remain within the framework of coordination and cross-stakeholder cooperation, to ensure synergy and sustainability. Finally, the principle of institutional resilience emphasizes that schools need to build capacity to deal with various challenges and obstacles in a resilient and responsive manner. By applying these principles, it is hoped that madrasah-based schools will be able to become educational institutions that are autonomous, accountable, and perform well in facing the demands of the modern era (Usman, 2022).

School management will see how the management of educational substances in a school or school-based management so that it can run well and orderly, smoothly and completely integrated in a cooperation system to achieve goals effectively and efficiently. The most important thing in the implementation of School-Based Management/Madrasah management is the components of the school itself.

2. Objectives of School-Based Management or Madrasah

School/Madrasah Based Management aims for efficiency, quality and equity in education. Efficiency improvements, among others, are obtained through the flexibility of managing community participation resources and simplifying bureaucracy. Meanwhile, quality improvement can be obtained, among others, through parental participation in schools, flexibility in school management and learning, increased professionalism of teachers and principals, and the implementation of incentive and disincentive systems. Meanwhile, increasing equity is obtained through increasing community participation which allows the government to concentrate more on certain groups. This is possible because there is a high sense of ownership of schools in the community (Mulyasa, 2002).

According to Eman Suparman's view in Mulyono, the implementation of School-Based Management (MBS) or Madrasah Based Management (MBM) provides a number of strategic benefits that are very important for educational institutions. One of the main benefits is that the

school as an educational institution has a deeper understanding of the strengths, weaknesses, opportunities, and threats (SWOT analysis) that are specifically faced by its institution, compared to other educational institutions. This contextual knowledge allows schools to formulate policies and strategies that are more adaptive and based on real needs (Mulyono, 2008).

By mastering these internal and external conditions, schools can optimize all the resources they have, both human resources, facilities, and financial resources, to improve the quality of educational services. In addition, schools also better understand the potential educational inputs available, such as student characteristics, socio-cultural environment, and parental and community support, so that they can develop a learning process that is relevant and responsive to the development needs of students.

Furthermore, autonomy in school management through SBM encourages educational institutions to be more responsible for the achievement of educational quality. This responsibility is not only addressed to the government as a regulator, but also to the parents of students and the wider community as beneficiaries of education. Therefore, schools will be motivated to achieve the quality standards that have been set to the maximum.

No less important, MBS also creates a healthy competition space between schools. This competition encourages the emergence of various educational innovations that aim to improve the quality of learning and school management. In this context, support from parents, the surrounding community, and local governments is an important factor that strengthens the institutional capacity of schools in providing superior, inclusive, and highly competitive educational services.

The Foundation of Juridical Philosophy for the Implementation of School/Madrasah Based Management

Review of School/Madrasah Based Management Philosophy

It is natural that education has a linear function with the demands of the times. Education that is able to answer the symptoms and reveal the problems of civilization is an education that will remain and continue to survive. Textual education is an attempt to answer human questions about all human curiosity about the universe, its functions and problems. Contextually, education is a creative effort by humans to answer and overcome all needs in utilizing resources (Sabri, 2020).

The function of education in relation to the human vision with a simple statement that education serves to prepare humans to face the future in order to live more prosperously, both as individuals and collectively as citizens, nations and between nations. For religious believers, the future includes life in the world and a view of a happy afterlife (Nadeak, 2022). Thus, various educational models are highly dependent on the formulation of a prosperous human form or description with its various dimensions. Another function of education, according to Umaedi, is civilization, the work of human beings that was originally intended to support human welfare. Considering that civilization is evolutionary and dynamic, developing and changing, the function of education continues to change in an effort to continue to achieve progress in accordance with the new civilization that a nation wants to achieve. In this case, education is also seen as a process of planned social change or peaceful reform (Wardan, 2019).

Nurkolis in his book Lukman Hakim states that the philosophical foundation of MBS is a way of living in society (Hakim, 2019). This means that if education reform is to be successful, the reform must be rooted in the way and habits of the citizens' lives. If the reform cares about the ways and habits of its citizens, then the reform will receive support from all levels of society. This foundation is a reference in the process of implementing school-based management (SBM). With these foundations, schools are more focused.

Juridical Basis for the Implementation of MBS/MBM

After going through a brief study from the philosophical side, it is time for the author to convey the juridical reasons for the implementation of SBM. We find this in various laws and government regulations, namely:

1. Law No. 20 of 2003 concerning the national education system, article 51 paragraph (1) the management of early childhood education units, primary education, and secondary education is carried out based on minimum service standards with the principle of school/madrasah-based management
2. Law No. 25 of 2000 concerning the national development program for 2000-2004 in chapter VII concerning the program section, the development of the education sector, especially the goal of realizing education management based on schools and communities
3. Decree of the Minister of National Education No. 044 of 2002 concerning the Establishment of Education Councils and School Committees
4. Kepmendiknas No. 087 of 2004 concerning school accreditation standards, especially regarding school-based management
5. Government Regulation No. 19 of 2005 concerning national education standards, especially school management standards, namely school-based management

Improving the quality of education is a development goal in the field of national education and is an integral part of efforts to improve the overall standard of living of Indonesian people. Therefore, the government has improved the education system both through software arrangement and the development of school facilities and infrastructure.

Many parties consider it necessary to have school-based management, which can manage education according to the needs of local users to be applied in each school (Mulyasa, 2002). SBM can be seen as an operational form of decentralization of education in the context of regional autonomy. Decision-making will be local accountability. Services have shifted more oriented to the interests of the wider community and are open. This means that decision-making on the implementation of education in the regions requires wider and more open participation of the community and parents, especially in fostering transparent and democratic management. In practical implementation, in this MBS model school management, school management tasks are determined according to the characteristics and needs of the school itself.

Development and Barriers to MBS/ MBM

MBS/MBM should develop rapidly and grow in each school management management. There is no reason that MBS/MBM has obstacles because all participants have the opportunity, the ability to contribute. Only those who want a setback want to hinder the pace of MBS. Moreover, there is no reason for MBS/MBM to be opposed or terminated.

However, there are many factors that cause the acceleration of the School-Based Management program to not run as expected. This is more due to resource factors. Many parties ask what is the mechanism for implementing MBS, how is the implementation process, how to carry out control and accountability if the manager and user (school and community) are both controlling and responsible. And many other questions have arisen among managers, as well as the public who are starting to seriously look at MBS.

That MBS is not a form of application program that can be applied directly like social media applications on android devices. MBS has many options and has flexibility. SBM can be modified, it can be in the form of innovation, or sometimes it can start from animating the spirit of SBM itself as a new or newer management paradigm. SBM may not be the same in every location, this is possible for cultural and environmental reasons, but SBM has a common pattern, namely they both want to create a new, aspirational, transparent, and accountable mechanism in education management to accelerate the creation of advanced, quality and adaptive educational institutions in their development. MBS's design on the one hand looks complicated and really busy, but on the other hand it has a very brilliant acceleration mission.

The importance of MBS is based on past disappointments and other hopes that he sees in terms of independence. First, according to him, the government has consistency to increase the quantity and quality of education. Second, the failure of previous education quality improvement programs such as JPS or the Aku Anak Sekolah program due to management that is too rigid and centralistic, and Third, there is a thought towards education management that gives schools the flexibility to regulate and implement various policies at large.

Although the concept of School-Based Management (SBM) has been widely introduced and adopted in various educational units, in its implementation there are still a number of significant obstacles in the field. Some schools are able to implement the MBS concept quite well, but not a few still look rigid in translating the purpose, objectives, and great benefits of this system. One of the main obstacles lies in the weakness of the school culture which is still influenced by the managerial mindset and practices of the past, especially the New Order era of government which tended to be authoritarian and centralistic. This culture has been so strongly ingrained in the education system, creating a hierarchical and fearful school environment. Teachers tend to obey the principal's decisions without the courage to voice innovative opinions or ideas. As a result, the space for participation and democracy in education has become narrow, and the implementation of SBM, which actually emphasizes equality, participation, and transparency, has become suboptimal.

In addition, the weakness of the principal's leadership style is also an inhibiting factor that cannot be ignored. Authoritarian, closed, and less communicative leadership styles actually cause resistance and close opportunities for solutions to various managerial problems in schools. In fact, in the concept of SBM, school principals are required to have a transformational leadership style, namely being able to build collaborative relationships, be open to input, and have a clear vision in improving the quality of education. A school principal who is friendly and willing to empower all components of the school will find it easier to create a healthy and productive work environment.

Another very crucial obstacle is the weak resources available. Ironically, efforts to improve teacher welfare, such as through certification programs or promotions, sometimes actually cause side effects in the form of decreased motivation and productivity. Teachers become too focused on administrative accomplishments and neglect primary responsibilities as educators. In addition, participatory characteristics in SBM management are often considered inefficient because they require a longer discussion and decision-making process than a one-way management system. Many educators and school managers are less motivated to take on more roles in school management because they feel burdened by additional responsibilities that are not balanced by adequate incentives or support. Not to mention the urgent need for additional training for all stakeholders to comprehensively understand the nature of SBM, the delegation of authority system, and participatory decision-making mechanisms. This unpreparedness often leads to confusion about the new roles and responsibilities that arise from the implementation of MBS. In this context, change requires not only technical understanding, but also mental readiness and work culture that has been formed in a centralistic education system.

Therefore, the implementation of SBM is not just a matter of structural policies, but requires a comprehensive paradigm change in the school environment, starting from culture, leadership, to a sustainable training and mentoring system so that managerial transformation can run effectively and have a real impact on improving the quality of education.

Analysis of the Effectiveness of Madrasah-Based Management in Improving the Quality of Education Services

Analysis of the effectiveness of Madrasah Based Management (MBM) in improving the quality of education services shows that this approach makes a significant contribution to improving operational efficiency, improving the quality of learning, and equitable access to education. Granting autonomy to madrasahs to manage their internal resources flexibly and participatory has created greater space for managerial innovation that is adaptive to local dynamics. This autonomy includes authority in financial management, decision-making, and contextual curriculum planning that is in accordance with the characteristics of students and the surrounding community (Handoyo et al., 2021)

The effectiveness of MBM can be seen from the creation of a more democratic, transparent, and accountable school organizational climate. The active involvement of stakeholders such as madrasah heads, teachers, students, parents, and the community in the process of planning, implementing, and evaluating education policies shows that MBM strengthens the principles of

good governance in education management. In practice, this has a positive impact on increasing the sense of ownership of the community towards educational institutions, which in turn triggers greater moral, material, and social support (Ajefri, 2017).

In terms of implementation, the effectiveness of MBM is highly dependent on the capacity of human resources, especially the leadership of madrasah heads. Transformational leadership styles that are open, collaborative, and visionary have been proven to be able to encourage the growth of collective work spirit and renewal in education governance (Bass & Riggio, 2006). Madrasah heads who carry out their managerial functions by empowering all elements of the school have the potential to create a learning environment that is conducive, innovative, and responsive to change.

However, the effectiveness of MBM cannot be separated from structural and cultural challenges. In some regions, the implementation of MBM is still hampered by the strong influence of a centralistic vertical bureaucracy, the low managerial capacity of some managers, and the lack of technical training on the concept and practice of MBM (Pasaribu, 2017). Other challenges are the gap in policy literacy, limited educational facilities, and weak public understanding of the importance of active participation in education management.

In addition, there are sociological obstacles such as school culture that is still hierarchical and authoritarian. Most teachers and educators are still familiar with the one-way command pattern of school principals, so initiatives and innovations often do not emerge from the lower levels (Junindra et al., 2022). This culture needs to be reformed through strengthening the values of collaboration and community-based leadership training. A change in the organizational culture that is more egalitarian is needed so that the principles of participation and openness in MBM can run optimally.

To overcome these obstacles, systemic strategies are needed such as strengthening institutional capacity, integrating MBM training in the competency improvement program of teachers and madrasah heads, and the creation of a data-based monitoring and evaluation system. Periodic evaluation of the implementation of MBM is important to ensure the alignment between policies and practices in the field. This system must also be equipped with a feedback mechanism so that schools are able to adapt quickly and appropriately to problems that arise (Abdullah, 2020).

Overall, MBM has proven to be an effective managerial approach in improving the quality of education services when applied consistently, planned, and collaboratively. MBM is not only a technical framework, but also a philosophical paradigm that positions madrasahs as the main subject in educational change. With a combination of autonomy, participation, and accountability, madrasahs are expected to be able to become highly competitive, inclusive, and quality- and sustainability-oriented educational institutions (Hasibuan, 2022).

CONCLUSION

The implementation of Madrasah Based Management (MBM) is an important strategy in an effort to improve the quality of education services in the era of decentralization. Through granting autonomy to educational units, MBM provides space for madrasahs to manage resources independently, flexibly, and accountably according to local needs. This concept not only has implications for the efficiency of education management, but also encourages the creation of a participatory climate that fosters a sense of ownership and shared responsibility from all school residents and the community. However, the success of MBM is greatly influenced by the readiness of the school organization's culture, the leadership style of the madrasah head, and the capacity of available human resources. Obstacles such as the remnants of an authoritarian bureaucratic culture, low motivation and understanding of new roles, and limited training and facilities are still real challenges in implementation. Therefore, the implementation of MBM requires systemic support through institutional development, managerial training, and intensive collaboration between stakeholders.

Overall, MBM can be said to be effective when applied consistently with the principles of transparency, accountability, and participation. More than just an administrative system, MBM is an education management paradigm that places madrasahs as the main actor in the transformation

of education towards an adaptive, innovative, and highly competitive institution. In the future, further empirical research is needed to test the direct impact of MBM on measurable education quality performance indicators, so that the results can strengthen the foundation of national education policy.

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