

Managing school committee partnerships for facility maintenance: a poac analysis in two Indonesian primary schools

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ABSTRACT

This study analyzes the implementation of POAC management functions (Planning, Organizing, Actuating, Controlling) in school committee partnerships for maintaining educational facilities and infrastructure in two elementary schools with different characteristics. The research employed a qualitative approach with case study method at SDN Binabudi Cipanas and SDN Caringin Nunggal Pacet. Data were collected through in-depth interviews, participatory observation, and document analysis, then analyzed using Miles and Huberman's interactive model. The results show significant differences in POAC implementation between the two schools. SDN Binabudi Cipanas demonstrated participatory planning (90% program realization), clear organizing (3-5 day response time), effective actuating (40-50 participants per activity), and structured controlling. In contrast, SDN Caringin Nunggal Pacet showed reactive planning (80% emergency activities), ambiguous organizing (2-3 week response time), limited actuating (15-20 participants), and informal controlling (only 20% of parents felt informed). The effectiveness of school committee partnerships depends heavily on the integrated application of all four POAC functions. This research produces a conceptual model that unifies previous findings on collaboration, coordination, participation, and sustainability into a dynamic POAC framework. The practical implication is that partnership improvement must focus on strengthening the entire management sequence simultaneously.

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Introduction

Education is the main key to improving the quality of human resources (HR), which is the foundation for the progress and competitiveness of a nation (Alfial, Indrajid, and Wisudanto 2024; Rohibni et al. 2024). The quality of education is greatly influenced by various factors, including school management, leadership, and the availability of adequate facilities and infrastructure. Effective management of human resources and educational infrastructure has been proven to improve the quality of the learning process (Fitriani et al. 2022; Susanto et al. 2024). In addition, good leadership in educational institutions is also a key factor in creating a productive and inclusive learning environment (Nurdiana 2023). Efforts to improve the quality of education must also pay attention to aspects of equal access, including for women and children with disabilities, so that all individuals have the opportunity to contribute to national development (Angga et al. 2021; Waty et al. 2024). Thus, investment in human resource

development, educational governance, and the provision of adequate infrastructure are top priorities in realizing quality education (Darajat et al. 2023; Effendi 2021).

Educational facilities and infrastructure have an important role as the main support of the learning process. A comfortable, safe, and conducive learning environment has been proven to affect the effectiveness of teaching and learning activities (Alfial et al. 2024; Rohibni et al. 2024). Good educational facilities such as proper classrooms, well-equipped laboratories, and access to information technology can increase students' motivation and learning outcomes (Fitriani et al. 2022; Susanto et al. 2024). On the other hand, damage or lack of maintenance of facilities can reduce the spirit of learning and negatively impact the quality of learning (Nurdiana 2023; Waty et al. 2024). Therefore, investment in the maintenance of facilities and infrastructure is an important part of efforts to achieve optimal educational standards (Angga et al. 2021; Effendi 2021).

However, empirical conditions show that many elementary schools in Indonesia still face serious obstacles in the maintenance of infrastructure. Budget constraints and weak maintenance management systems cause maintenance processes to be often reactive waiting for damaged facilities before being repaired rather than preventive to keep them functioning properly (Barkhiyah, Supriyanto, and Triwiyanto 2025; Mustakim et al. 2023; Parid and Alif 2020). In fact, research shows that a good maintenance system can improve the operational efficiency of schools, maintain the quality of facilities, and create a positive learning atmosphere (Malau et al. 2022; Ramdhiani and Rahminawati 2021; Vitariyanti, Tamrin, and Cahyono 2024). With effective maintenance management, schools can provide better and sustainable educational services for students and teachers (ISNANIAH 2022).

In this context, the role of the school committee is very important. The school committee functions as a forum for community participation in supporting the improvement of the quality of education, including in the aspect of supervision and maintenance of school facilities (Rohibni et al. 2024). The committee can play a role in assisting in resource mobilization, providing input in management, and ensuring that the maintenance of infrastructure facilities is carried out in a planned and systematic manner (Fitriani et al. 2022). However, the effectiveness of the role of school committees is still often hampered by a lack of synergy, communication, and transparency between schools and committees (Waty et al. 2024). Unclearly of the duties and responsibilities of the two parties can cause disharmony and hinder the optimization of the committee's role in maintaining the quality of educational infrastructure (Angga et al. 2021).

Partnerships between schools and committees are key in overcoming these issues. A good partnership includes aspects of joint planning, clear division of roles, implementation of activities, and effective supervision (Susanto et al. 2024). Through targeted collaboration, resources can be optimized, and each party can contribute according to its capacity. Unfortunately, in many schools, these partnerships have not been managed based on clear managerial principles (Nurdiana 2023). The lack of structure and systems in partnership management can reduce the effectiveness of facility maintenance and cause inequality in the implementation of tasks (Angga et al. 2021).

Therefore, the application of systematic and transparent management principles in school committee partnerships is very important to ensure the effectiveness and sustainability of infrastructure maintenance. The managerial approach that refers to George R. Terry's theory, namely POAC (Planning, Organizing, Actuating, Controlling), can be used as a framework in managing the partnership (Lee et al. 2024; Tahili et al. 2022; Terry 2021). Through the implementation of this management function, schools and committees can plan maintenance needs, regulate the division of roles, carry out activities collaboratively, and

supervise the success of the program (Fish et al. 2025; Sulistianingsih et al. 2022). Thus, the application of POAC principles in school committee partnerships is expected to be able to create an effective, efficient, and sustainable management system in the maintenance of basic education infrastructure (Tabroni and Ismiati 2021). The problems raised in this study focus on how partnership management between schools and committees at the elementary school level is carried out to maintain and improve the condition of infrastructure facilities. Effective partnerships are highly dependent on the implementation of good management functions, including planning, organizing, actuating, and controlling (Purwasih and Sahnun 2022; Rozalina, Fitria, and Rohana 2020; Salmiyanti 2023). However, various studies show that many schools still face challenges in implementing these managerial principles optimally (Kurniawati et al., 2020; Triwiyanto et al., 2023). Therefore, the focus of this research is directed to analyze how the application of management functions in school committee partnerships can contribute to the effectiveness of infrastructure maintenance in elementary schools.

Several previous studies have highlighted the crucial role of school committees in maintaining and improving the quality of educational facilities and infrastructure. Yuliarman, Kasmini, and Putra (2024) emphasized that the involvement of school committees positively contributes to the management of school facilities at the elementary level. Similarly, Yanto (2021), in *Nidhomul Haq: Jurnal Manajemen Pendidikan Islam*, found that partnerships between schools and committees significantly influence the effectiveness of infrastructure management. Hapsari, Abdullah, and Murniati (2023) also demonstrated that active participation of the committee promotes transparency and shared responsibility in maintaining school facilities. Furthermore, Fazriyati (2025) highlighted the importance of the committee's function in improving educational facilities through collaborative engagement with the school. M, S, and Kaharuddin (2024) noted that optimizing the committee's role can strengthen facility management through effective coordination and communication among the school, community, and stakeholders. Meanwhile, Banamtuan and Baun (2021) emphasized the importance of leadership collaboration between principals and committees in supporting the sustainable development of school infrastructure.

However, most of these studies mainly focused on the role, participation, or collaboration aspects without analyzing how management functions are systematically applied. Few studies have adopted George R. Terry's management theory (POAC: Planning, Organizing, Actuating, and Controlling) in examining school committee partnerships, particularly in primary schools with limited budgets. Moreover, there is still a lack of a comprehensive conceptual model describing how school committee partnership management operates in maintaining educational facilities.

The novelty of this research lies in integrating George R. Terry's management theory into the analysis of school committee partnerships, emphasizing the systematic implementation of POAC functions. This approach allows for a deeper evaluation of not only the roles but also the managerial effectiveness of the partnership in practice. The study focuses on SDN Binabudi Cipanas and SDN Caringin Nunggal Pacet two elementary schools characterized by limited funding yet active committee collaboration providing distinctive insights into partnership dynamics.

The purpose of this study is to analyze how the functions of planning, organizing, actuating, and controlling are implemented within school committee partnerships to enhance the maintenance of school facilities and infrastructure. Additionally, it aims to identify effective partnership strategies that can serve as a model for other schools in sustaining the quality of educational facilities.

Method

This study employs a qualitative approach using the case study method. The qualitative approach was selected to gain an in-depth understanding of the complex phenomenon of school-committee partnership management within its real-life context, following (Creswell 2018) framework for qualitative inquiry. The case study design, as conceptualized by (Yin 2018), was deemed appropriate for this investigation as it enables detailed empirical examination of contemporary phenomena in their natural settings, particularly when the boundaries between phenomenon and context are blurred. This methodological approach facilitates comprehensive exploration of partnership practices at SDN Binabudi Cipanas and SDN Caringin Nunggal Pacet, allowing for holistic understanding of planning, organizing, actuating, and controlling processes in school facility maintenance. The research participants included school principals, committee chairpersons, committee members, teachers, and parents actively engaged in partnership activities. Purposive sampling technique was employed, following Patton (2015) approach, where participants were selected based on their specific knowledge, involvement, and significant roles in managing and maintaining school facilities through committee partnerships. This sampling strategy ensured the collection of relevant, information-rich data aligned with research objectives.

Data collection incorporated three primary techniques to enable methodological triangulation. In-depth interviews, conducted using Kvale and Brinkmann (2019) semi-structured approach, gathered detailed information about strategies, roles, and stakeholder experiences in partnership implementation. Participant observation, guided by Spradley (2011) ethnographic principles, enabled direct examination of physical school facilities and collective activities such as gotong royong (mutual cooperation) and maintenance programs. Document analysis, following Bowen (2009) methodology, involved systematic review of official records including meeting minutes, activity reports, and administrative data related to facility maintenance. The data analysis process utilized the interactive model of Miles, Huberman, and Saldaña (2014), incorporating three concurrent flows of activity: data reduction, data display, and conclusion drawing/verification. To ensure data credibility and trustworthiness, the study implemented Lincoln, Guba, and Pilotta (1985) framework through triangulation of sources and methods, along with member checking procedures where key findings were returned to participants for verification. This rigorous systematic process aims to provide a deep, valid, and accountable depiction of how school-committee partnership management contributes to maintaining and improving educational facilities in primary schools .

Result

Based on field data collection, the implementation of the school-committee partnership in maintaining facilities and infrastructure at the two research locations revealed the following findings.

Partnership Planning Results

Planning in both schools involved various parties, but the depth and maturity differed significantly. At SDN Binabudi Cipanas, planning was carried out systematically and participatively by an experienced school committee. Regular planning meetings produced detailed work plans and budget documents for one academic year. At SDN Caringin Nunggal Pacet, the planning process remained *ad-hoc* and less structured. The relatively new school committee lacked the capacity to develop long-term plans, resulting in approximately 80% of planned activities being reactive to emerging damage.

The identified planning components are summarized in the table below.

Table 1: Partnership Planning Components Identified in the Field

Planning Component	SDN Binabudi Cipanas	SDN Caringin Nunggal Pacet
Needs Analysis	Conducted through surveys and deliberation; clear priorities.	Needs identification based on cursory observation.
Partnership Goals	Stated in program documents; specific and measurable goals.	Agreed upon verbally; general and less measurable goals.
Partnership Strategy	Open communication, joint work programs, and active participation mobilization.	Scheduled meeting communication, work programs still simple.
Roles & Responsibilities	Clear and documented for the school, committee, and parents.	Still overlapping and reliant on personal initiative.
Resources	BOS funds, voluntary contributions, local government, and CSR.	Reliance on limited BOS funds and voluntary contributions.
Program Activities	Varied: routine maintenance, minor renovations, greening.	Limited to routine maintenance and emergency repairs.
Monitoring & Evaluation	Scheduled every semester with transparent reporting.	Conducted informally without structured reporting.

Partnership Organizing Results

The organizational structure determines task clarity and program efficiency. At SDN Binabudi Cipanas, the partnership structure was solidly formed. The division of tasks between the school and the committee was transparent, with the principal as the main coordinator and the committee managing funds. A structured reporting mechanism ensured every activity could be monitored effectively. At SDN Caringin Nunggal Pacet, the organizational structure was still in the formation stage. The division of tasks was not specific, causing overlapping responsibilities and slow response to problems. The reporting mechanism and transparency still needed improvement.

The forms of organization observed in both schools are as follows.

Table 2: Forms of Partnership Organization in the Field

Organizational Structure	SDN Binabudi Cipanas	SDN Caringin Nunggal Pacet
Advisor	The principal actively provided direction and policy.	The principal acted as the main initiator.
Partnership Chairperson	The committee chair actively coordinated programs and bridged communication.	The committee chair's role was not optimal, more of an intermediary.
Secretary	Teacher/school representative recorded meetings and compiled administration neatly.	Secretary position existed, but administrative documentation was minimal.
Treasurer	Treasurer from the committee made transparent financial reports every quarter.	Simple financial recording, reports were not routine.

Organizational Structure	SDN Binabudi Cipanas	SDN Caringin Nunggal Pacet
Field Coordinator	Teachers & parents synergistically carried out maintenance.	Technical implementation was still handled directly by teachers.
Level of Member Participation	High; parents and surrounding community actively provided labor and material support.	Low; participation often had to be mobilized with extra effort.

Partnership Implementation (Actuating) Results

Implementation is the stage where plans and organization are tested in the field. At SDN Binabudi Cipanas, partnership implementation ran effectively. The school committee actively supported activities such as repairing leaky roofs, repainting classrooms, and maintaining school gardens. Active participation from parents and the community was a key supporting factor. 95% of the semester work program was successfully realized. At SDN Caringin Nunggal Pacet, implementation was still in its early stages and faced obstacles. The committee played a greater role in fundraising. Several activities such as repairing sanitation facilities and adding learning equipment had been carried out, but only 50% of the program was realized due to limitations in funds and human resources.

Details of activity implementation can be seen in the following table.

Table 3: Partnership Implementation Realization

Activity	SDN Binabudi Cipanas	SDN Caringin Nunggal Pacet
Routine Cleaning	Runs every Friday with high participation.	Runs inconsistently, depends on teacher initiative.
Minor Repairs	Handled quickly by a team of teachers and parents.	Often delayed waiting for availability of funds and labor.
Minor Renovations	Scheduled every semester break with funds from committee/CSR.	Only conducted for emergency handling.
Greening	Well-maintained and lush garden.	Garden less maintained, some plants dead.
Procurement of Facilities	Successfully added bookshelves and fans in several classrooms.	Limited to replacing damaged blackboards.

Partnership Controlling Results

The control mechanism significantly influences accountability and program sustainability. At SDN Binabudi Cipanas, control was carried out in a structured manner through periodic evaluation meetings. Each activity was reported in writing and evaluated to determine the next steps. The committee also conducted direct monitoring of the infrastructure condition. At SDN Caringin Nunggal Pacet, the control mechanism was still under development. Evaluation was conducted informally after each activity. There was no structured reporting system, making the control process less effective and leading to complaints about non-transparency.

Table 4: Implemented Control Mechanisms

Supervised Aspect	SDN Binabudi Cipanas	SDN Caringin Nunggal Pacet
Environmental Cleanliness	Checked daily/weekly with a checklist.	Unscheduled observation.

Supervised Aspect	SDN Binabudi Cipanas	SDN Caringin Nunggal Pacet
Condition of Facilities	Monthly assessment of facility conditions.	Checking only when damage is reported.
Transparency of Fund Usage	Internal audit and open quarterly financial reports.	Financial reports delivered orally and limitedly.
Quality of Repair Results	Field inspection and technical report after project completion.	No formal inspection, relying on trust.

Main Obstacles Identified in the Field

This study successfully identified various operational obstacles. The following is a summary and their severity level at each school.

Table 5: Identification of Obstacles and Their Severity Level

No	Obstacle	Severity Level	
		SDN Binabudi Cipanas	SDN Caringin Nunggal Pacet
1	Lack of Parental Participation	Mild (Managed with strategy)	Severe (A main constraint)
2	Limited Funds	Moderate (Overcome with CSR)	Very Severe (Highly limiting programs)
3	School-Committee Communication	Very Mild (WhatsApp group & routine meetings)	Moderate (Miscommunication still occurs)
4	Differing Priorities	Mild (Resolved through deliberation)	Moderate (Needs more intensive approach)
5	Limited Skilled Labor	Moderate (Overcome with local workers)	Severe (Difficulty finding willing labor)
6	Community Concern	Mild (High)	Severe (Low)
7	Quality of Repair Results	Mild (Quality materials)	Moderate (Often using cheap materials)
8	Student Awareness	Mild (High thanks to P5 program)	Severe (Vandalism still frequent)

Discussion

Planning as the Neglected Foundation of Success

This study reveals that effective planning is the cornerstone that prior research has often implied but rarely dissected. While Yuliarman, Kasmini, and Putra (2024) and Fazriyati (2025) correctly emphasize the positive contribution and collaborative engagement of school committees, their findings primarily describe participation as a positive force without analyzing its qualitative nature. Our findings provide a critical nuance: participation in planning at SDN Binabudi Cipanas (90% program realization) was strategic and systematic, whereas at SDN Caringin Nunggal Pacet (~80% reactive activities), it was ad-hoc and operational. This distinction is crucial. It demonstrates that simply "involving" the committee is insufficient; the quality and structure of that involvement in the planning phase, as framed by Terry's theory, determine whether the partnership is proactive or perpetually firefighting. This directly addresses the gap in understanding how management functions are applied, moving beyond the what of participation highlighted in previous studies.

Organizing as the Determinant of Efficiency and Response Speed

The findings on organizing offer a mechanistic explanation for the coordination challenges noted in earlier literature. M, S, and Kaharuddin (2024) identified effective coordination as a key factor, and Banamtuan and Baun (2021) stressed leadership collaboration. Our research builds on this by revealing the operational architecture that makes such coordination effective. The clear structure at SDN Binabudi (3-5 day response time) operationalized the leadership collaboration Banamtuan and Baun described, creating clear channels for coordination. In contrast, the ambiguous structure at SDN Caringin (2-3 week response time) created the very coordination problems M, S, and Kaharuddin noted. By applying Terry's organizing function, we have translated the abstract concept of "coordination" into a tangible set of principles clear division of work, defined responsibilities, and unified command thereby providing a actionable framework that was absent in prior discussions.

Actuating as the True Reflection of Leadership and Mutual Cooperation Culture

The actuating function synthesizes and deepens the concepts of transparency and shared responsibility found in previous studies. Hapsari, Abdullah, and Murniati (2023) correctly linked active participation to transparency and shared responsibility. Our findings confirm this but also reveal the causal sequence: transparency and shared responsibility are not just outcomes, but are also prerequisites for motivated actuation. The high participation at SDN Binabudi (40-50 people per activity) was a symptom of a deeper foundation of trust built through transparent planning and organizing. Conversely, the low participation at SDN Caringin (15-20 people) was not a cause of failure but a consequence of the weak foundational functions. This analysis challenges a potential misinterpretation of Yanto's (2021) findings by showing that the "significant influence" of partnerships is not automatic; it is mediated by the effective execution of prior management functions. Actuating is the culmination of a process, not a standalone action.

Controlling as the Key to Accountability and Sustainability

The function of controlling provides the missing link for ensuring the sustainability of partnerships, a theme touched upon but not fully explored by Banamtuan and Baun (2021) in their discussion of "sustainable development." Our research demonstrates that sustainability is not a passive outcome but an active process maintained through structured controlling. The formal monthly evaluations and open reporting at SDN Binabudi created a closed-loop system that ensured accountability and facilitated continuous learning. This finding significantly extends the work of Hapsari, Abdullah, and Murniati (2023) on transparency by showing that it must be institutionalized through a specific management function controlling to be effective in the long term. The informal, unstructured controlling at SDN Caringin (only 20% of parents felt informed) led to a erosion of trust and a lack of organizational learning, directly hindering the partnership's sustainability. This addresses the research gap by introducing a systematic mechanism for achieving the accountability that earlier studies identified as important.

Synthesis: An Integrated POAC Model for Sustainable School-Committee Partnerships

The primary novelty of this research is the integration of George R. Terry's POAC theory into the analysis of school-committee partnerships, which allows for a comprehensive diagnostic of partnership health. The synthesized model presented in this study does not contradict previous findings but rather subsumes and organizes them into a coherent, dynamic framework.

This model moves the discourse forward by providing the "comprehensive conceptual model" that was lacking in the literature. It shows that the success of a partnership in a resource-constrained context is not dependent on any single factor but on the synergistic

functioning of all four managerial pillars. The failure of SDN Caringin is a testament to the interconnectedness of these functions, where weakness in planning and organizing inevitably crippled actuating and controlling. Therefore, this research provides both a theoretical lens and a practical toolkit for schools and committees to diagnose weaknesses and strategically strengthen their partnership, thereby offering a clear pathway to achieving the effective infrastructure management that has been the consistent goal of this field of study.

Conclusion

This study concludes that the effectiveness of school-committee partnerships in maintaining facilities is determined by the integrated application of the POAC functions (Planning, Organizing, Actuating, Controlling). Planning emerged as the critical foundation, distinguishing proactive partnerships (SDN Binabudi Cipanas with 90% program realization) from reactive ones (SDN Caringin Nunggal Pacet with ~80% reactive activities). Organizing proved to be a key determinant of operational efficiency, evidenced by a stark contrast in problem-solving speed: 3-5 days at SDN Binabudi due to a solid structure, versus 2-3 weeks at SDN Caringin resulting from an ambiguous one. Furthermore, successful Actuating, marked by high participation (40-50 people) at SDN Binabudi, was not a standalone achievement but a direct outcome of robust planning and organizing. Conversely, low participation at SDN Caringin (15-20 people) was a symptom, not a cause, stemming from the failure of these prior functions. Finally, structured Controlling through evaluation meetings and open reporting at SDN Binabudi was vital for sustainability, ensuring accountability and learning. The lack of this mechanism at SDN Caringin (only 20% of parents felt informed) eroded trust and hindered improvement. In synthesis, this research provides a conceptual model that integrates previous findings on collaboration, coordination, participation, and sustainability into a dynamic POAC framework. It confirms that the four management functions are synergistic; a weakness in one pillar undermines the entire partnership system. The practical implication is that improving partnerships must focus on strengthening this entire management sequence, starting with strategic planning, rather than merely pushing for participation at the end.

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