International Journal of Education, Vocational and Social Science
https://e-journal.citakonsulfindo.or.id/index.php/IJEVSS
E-ISSN : 2963 4954
IJEVSS

Management Of School Cleanliness Operations In Creating A Healthy Learning Environment

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Abstract

School health programmes in primary schools have not been fully implemented as intended by policy, partly because of limited facilities, undocumented planning, and weak coordination. This study analyses school cleanliness management, covering planning, organising, implementation, supervision, problems, solutions, and impact, at SDN Bebedahan, Cianjur Regency, and SDN Caringin 2, Sukabumi Regency. The study used a qualitative approach with a case study design, drawing on Terry's POAC framework and Sanusi's six value systems as interpretive lenses. Data were collected through observation, semi-structured interviews with 16 informants (principals, teachers, students, school committee members, and community health centre officers), and document analysis, analysed with Miles and Huberman's interactive model and source and technique triangulation. The results show that SDN Bebedahan had documented planning in its work plan, budget, and School Health Unit (UKS) programme, a UKS structure established by decree, routine cleanliness, health, and religious activities, and monthly supervision with awards for the cleanest class. SDN Caringin 2 still relied on verbal plans, an incomplete UKS structure, appeals, and incidental supervision. Both schools faced budget and sanitation constraints; SDN Bebedahan drew on committee and health centre support, whereas SDN Caringin 2 relied on teachers' and students' own efforts. At SDN Bebedahan, classroom cleanliness scores rose from 70 to 85 and monthly sick absence fell from 8% to 4%, while changes at SDN Caringin 2 were small. The findings indicate that documented planning and supervision, together with external support, distinguish the quality of school cleanliness management.

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Keywords: school cleanliness management, healthy school, planning, organizing, implementation, supervision, value system, primary school.

INTRODUCTION

Education plays a highly strategic role in shaping the quality of human resources, not merely by transmitting knowledge but also by building students' character, health, and spirituality. Law Number 20 of 2003 on the National Education System affirms that schools must develop students' potential so that they become people who are faithful, physically and mentally healthy, knowledgeable, creative, and of noble character. Within this framework, a healthy learning environment, namely an environment that supports students' physical, mental, and spiritual aspects, is an important prerequisite for achieving educational goals as a whole. School cleanliness is one of the foundations of such a learning environment, because the condition of sanitation facilities, canteens, and classrooms directly affects students' daily learning. The Directorate of Primary Schools (Direktorat Sekolah Dasar, 2020) positions school sanitation as the first step towards a healthy learning environment and stresses that adequate sanitation requires three components at once, namely the availability of facilities, clean living behaviour, and sanitation management at school.

However, the reality in the field shows that a gap between policy and practice persists. Although various school health programmes and religious character development programmes have been launched, their implementation is often hampered by limited sanitation facilities, minimal health services, and challenges in fostering students' religious character. Wulandari (2024), for example, found that the implementation of the Trias UKS (the three core programmes of the School Health Unit) was constrained by limited UKS facilities, insufficient integration of health education, and suboptimal coordination between schools and community health centres (puskesmas), while Nadlif and Supriyadi (2025) noted that some primary school students still neglected their religious obligations. Water, sanitation, and hygiene in schools have even become a global concern, as shown by the UNICEF and WHO (2018) report, the first global assessment of water, sanitation, and hygiene conditions in schools, which recorded that one in three primary schools worldwide lacked hygiene services. At the national level, Regulation of the Minister of Education, Culture, Research, and Technology Number 47 of 2023 on Management Standards for Early Childhood Education, Primary Education, and Secondary Education sets management standards covering the planning, implementation, and supervision of educational activities. This

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gap between policy and practice results in learning environments that do not yet fully support students' development, so the problem cannot be seen merely as a shortage of facilities but also as a matter of school management.

In policy terms, the implementation of healthy schools in Indonesia rests on the School/Madrasah Health Unit (Usaha Kesehatan Sekolah/Madrasah, UKS/M). The 2014 Joint Regulation of Four Ministers defines UKS/M as activities to improve the health of school-age children with the aim of improving the quality of education and learning achievement through clean and healthy living behaviour (Perilaku Hidup Bersih dan Sehat, PHBS) and a healthy educational environment. The regulation sets out three core programmes known as the Trias UKS, namely health education, health services, and the development of a healthy school environment, and requires every school to form a UKS implementation team. Thus, school cleanliness is not merely a matter of classroom duty rosters but part of a programme that schools must plan, organise, implement, and supervise.

This gap underlines the importance of school management as a bridge between policy and practice. Terry (1977) formulated the functions of management as *planning*, *organizing*, *actuating*, and *controlling*, known as POAC. This framework can serve as a systematic working tool to ensure that school cleanliness and health programmes are not only designed but also implemented and evaluated continuously. In this study, the management of school cleanliness operations is understood as the application of these four functions to healthy school programmes, such as UKS, PHBS, healthy canteens, sanitation, and students' spiritual development.

In addition to the framework of management functions, strengthening the value perspective provides a firmer foundation for educational management practice. Sanusi (2023) proposes six value systems, namely theological, ethical, aesthetic, logical, physical-physiological, and teleological values, which offer a holistic perspective. Theological values, for example, emphasise cleanliness as part of faith, while physical-physiological values emphasise the importance of physical health in supporting successful learning. By integrating these values, school management can operate not only administratively but also with rich cultural and moral meaning.

A number of previous studies have highlighted particular elements of healthy school implementation. On the side of facilities and behaviour, Sareng (2022) found that knowledge, attitudes, and the availability of school sanitation facilities were associated with the application

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of PHBS among primary school students in Sikka Regency. On the side of management, Karbito and Yessiana (2021) showed that the success of PHBS development in primary schools was influenced by input elements (policy, funding, human resources, and facilities and infrastructure), process elements (activity plans and monitoring), and cross-programme and cross-sectoral support, while Wulandari (2024) developed a model of school and puskesmas collaboration to overcome obstacles in implementing the Trias UKS. Takain and Iriani (2022) evaluated a healthy school programme in junior secondary schools and found that the programme process had run in line with management functions, but its input components did not yet meet the standards. Other studies have highlighted the religious dimension, for example Nurdiyanto et al. (2023), who showed the role of habituating religious activities in shaping the character of primary school students. The study closest to the present research was conducted by Suherni and Sobari (2026), who examined POAC-based cleanliness management in two primary schools in Cianjur Regency and found that evaluation still relied on monitoring and checklists without standardised quantitative indicators.

Similar findings have emerged in other studies. Safitri (2020) found that environmental sanitation in 34 primary schools in Gunungpati District was not yet entirely good and that the implementation of sanitation and PHBS depended on coordination between the puskesmas and UKS teachers, while policy was left to each school. Fernandy et al. (2021) showed that the healthy school programme in primary schools in East Kutai Regency had not run optimally because of constraints in budget, health personnel, and facilities. The reviews by Anggraini (2025) and Husnia (2026) reveal a consistent pattern, namely that the success of PHBS and healthy school programmes is supported by facilities, the support of teachers and parents, the principal's commitment, and routine habituation. At the international level, the cluster-randomised trial by Freeman et al. (2012) in Kenya showed that school water, hygiene, and sanitation programmes can reduce absenteeism among female students, but McMichael's (2019) review of 38 studies in low-income countries stresses that the impact of such interventions depends on the nature and context of their implementation. Taken together, these studies indicate that limited facilities, weak coordination, and suboptimal multi-stakeholder support often hinder the realisation of healthy schools, while programme impact depends on how the programme is run.

Nevertheless, most of these studies portray a single element in isolation, such as behavioural and facility factors, collaboration with the puskesmas, programme evaluation, or religious habituation, and thus do not yet describe in detail how the planning, organising,

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implementation, and supervision of school cleanliness programmes work as one management cycle, while the study by Suherni and Sobari (2026), which examined the POAC cycle, focused on the management of school environmental cleanliness and was not yet supported by standardised quantitative indicators. Studies on school health programmes and studies on religious activities also tend to proceed separately, so the integration of the two within a single management framework is not yet widely visible. In addition, comparisons between schools with different resource conditions are still rarely linked to outcome indicators, such as classroom cleanliness scores and sick absence, to explain why similar programmes can produce different results. Furthermore, McMichael (2019) notes that the fidelity and compliance of school water, sanitation, and hygiene programmes are generally neither measured nor reported, so the way schools manage programmes is rarely visible in impact studies.

This study extends these studies in two respects. First, unlike Suherni and Sobari (2026), who centred the POAC cycle on environmental cleanliness management, this study reads Terry's management functions together with Sanusi's six value systems, so that cleanliness, health, and spiritual development programmes are examined as a single management practice along with their problems, solutions, and impact. Second, this study compares two primary schools with different conditions, namely SDN Bebedahan, which is supported by collaboration with the puskesmas and the community, and SDN Caringin 2, which faces limited facilities and programme inconsistency, and then relates the differences in the quality of their management to outcome indicators in the form of classroom cleanliness scores and sick absence.

Based on the above description, this study aims to describe and analyse the management of school cleanliness operations in creating a healthy learning environment at SDN Bebedahan, Cibeber District, Cianjur Regency, and SDN Caringin 2, Gegerbitung District, Sukabumi Regency. Specifically, this study seeks to answer how the planning, organising, implementation, and evaluation and supervision of the healthy school programme were carried out at the two schools, what problems were encountered and what solutions were pursued, and what impact they had on the learning environment and students' behaviour in terms of cleanliness, health, and spiritual development.

RESEARCH METHODOLOGY

This study used a qualitative approach with a case study design, one of the qualitative research approaches (Creswell & Poth, 2018) that examines a phenomenon in depth within its

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real-life context (Yin, 2018). This design was chosen because it can provide an in-depth picture of school management practices in creating a healthy learning environment. A qualitative approach was considered most appropriate because it emphasises meaning rather than numbers, produces rich descriptions, and is able to capture the complexity of social and educational interactions in the field.

The research sites were SDN Bebedahan, Cibeber District, Cianjur Regency, and SDN Caringin 2, Gegerbitung District, Sukabumi Regency. The two schools were chosen because they represent different conditions: SDN Caringin 2 faces limited facilities and programme inconsistency, whereas SDN Bebedahan is in a relatively better position through collaboration with the puskesmas and community support. This choice gave the researchers an opportunity to conduct a comparative analysis of school management practices.

Data were collected through three techniques, namely observation, semi-structured interviews, and document study. First, through observation, the researchers observed daily school activities, particularly cleanliness activities, student participation in health programmes, and spiritual development practices. Field notes were made systematically to document physical conditions (for example, sanitation facilities and the posted UKS structure) and behaviour (for example, student discipline and teacher involvement). Second, semi-structured interviews were conducted with principals, teachers, students, school committee members, and puskesmas officers. This technique allowed flexibility in exploring informants' experiences and perceptions while maintaining consistency with a list of core questions. Third, through document study, official documents such as school policies, work plans, annual programmes, and activity reports were analysed, including the annual work plan (Rencana Kerja Tahunan, RKT), the school activity and budget plan (Rencana Kegiatan dan Anggaran Sekolah, RKAS), the UKS programme and the UKS decree (Surat Keputusan, SK), UKS books and logs, monitoring reports, cleanliness checklists, lists of class winners, meeting minutes, lists of damage and facility requests, and sick absence records. Document study helped verify whether written policies were aligned with actual practice in the field.

To maintain the validity of the data, this study used triangulation, combining various data sources (principals, teachers, students, school committee members, and puskesmas officers) and methods. Triangulation enhances the credibility of the results by comparing findings from observation, interviews, and documentation (Lincoln & Guba, 1985; Patton, 2015).

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Informants were selected using purposive and snowball sampling (Patton, 2015). At the initial stage, principals and teachers were designated as key informants because of their central role in school management. Subsequently, based on their recommendations, students were also selected to obtain more diverse perspectives. There were 12 key informants (2 principals, 6 teachers, and 4 students), plus 4 supporting informants (2 school committee members and 2 puskesmas officers), for a total of 16 informants. Each school was represented by 8 informants, namely 1 principal, 3 teachers, 2 students, 1 school committee representative, and 1 puskesmas officer. Informant quotations are coded by school of origin (B for SDN Bebedahan and C for SDN Caringin 2) followed by a role code (KS for principal, G for teacher, S for student, K for school committee, and P for puskesmas officer), for example B-KS for the principal of SDN Bebedahan.

Data were analysed using the interactive model of Miles and Huberman (1994), which consists of three stages. The first stage is data reduction, namely selecting, simplifying, and focusing the data relevant to school management, health programmes, and spiritual development. The second stage is data display, namely presenting the data in the form of narratives, tables, or matrices so that patterns and relationships among the data are easier to see. The third stage is conclusion drawing and verification, namely interpreting the meaning of the data and testing and confirming conclusions by repeatedly comparing the findings.

This method enabled the researchers to gain a comprehensive understanding of school management practices in a real-life context, not only in terms of technical aspects but also their integration with Sanusi's (2023) six value systems, namely theological, ethical, aesthetic, logical, physical-physiological, and teleological values. The POAC framework and this value perspective were used as lenses for interpreting the findings, not as data collection procedures.

RESULTS AND DISCUSSION

The results show that the implementation of healthy school management at SDN Bebedahan and SDN Caringin 2 revealed clear differences in supporting the creation of a healthy learning environment. SDN Bebedahan performed better because its school management was more systematic and structured, whereas that of SDN Caringin 2 was still simple and not optimally documented. This finding indicates that the quality of management functions (planning, organising, implementation, and evaluation and supervision) is related to the implementation of the healthy school programme.

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Terry (1977) views planning as the activity of selecting and relating facts and making assumptions about the future in formulating the activities needed to achieve particular results.

1. Planning of the Healthy School Programme

Healthy school planning at SDN Bebedahan was designed comprehensively, taking into account UKS, PHBS, the healthy canteen, sanitation, and students' spiritual development. This planning also referred to the school's vision and mission. Meanwhile, SDN Caringin 2 only prepared simple plans that were not systematically documented. This is in line with Terry's (1977) theory that careful planning is the initial foundation of successful school management.

The principal of SDN Bebedahan (B-KS) stated, "At the start of the year we prepare the RKT and RKAS; UKS, PHBS, the healthy canteen, sanitation, and spiritual development are included in the vision and mission." Observation showed that the RKT and RKAS were displayed and the schedule of health activities was legible, supported by the RKT, RKAS, and UKS Programme documents. In contrast, the principal of SDN Caringin 2 (C-KS) stated, "We don't have a specific document yet; the health programme follows appeals and routine activities." Observation at this school found no specific planning document because the programme was verbal, and the available documents consisted only of minutes or simple appeals. The interview, observation, and documentation findings on this focus reinforce one another: at SDN Bebedahan the plan was written and displayed, while at SDN Caringin 2 the absence of a planning document was confirmed by all three sources.

2. Organising of the Healthy School Programme

Organising at SDN Bebedahan was demonstrated by a clear UKS organisational structure involving teachers, students, the school committee, and support from the puskesmas. Each party had well-distributed roles and responsibilities. In contrast, SDN Caringin 2 was still weak in organising, as a complete UKS structure had not yet been formed. According to Terry (1977), organising is the process of determining, grouping, and arranging the various activities needed to achieve common goals. This indicates that clear organising supports collaboration among stakeholders.

The principal of SDN Bebedahan (B-KS) explained, "The UKS decree assigns teacher supervisors, a student chair, the committee, and the puskesmas." The involvement of the puskesmas was confirmed by the officer of the puskesmas partnering with the school (B-P), "We are invited to UKS meetings." Observation showed that the UKS structure was posted with a clear division of roles, supported by the UKS decree and UKS book. At SDN Caringin 2, the principal (C-

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KS) stated, "The UKS structure isn't complete yet; teachers take turns in charge." Observation found no complete UKS structure, and the school did not yet have a UKS decree. The accounts of the principal and the puskesmas officer at SDN Bebedahan reinforce each other, so the involvement of the puskesmas in the UKS structure was not only written in the decree but also visible in the practice of meetings.

3. Implementation of the Healthy School Programme

The healthy school programme at SDN Bebedahan was implemented through routine activities such as Clean Friday, PHBS education and health check-ups by the puskesmas, classroom cleanliness competitions, the healthy canteen, and religious programmes (communal prayer and adhan competitions). Meanwhile, SDN Caringin 2 was still limited to appeals for cleanliness and daily worship without sustained programme innovation. Referring to Terry (1977), implementation (actuating) is the execution of plans by directing activities towards achieving educational goals. This pattern indicates that routine implementation supports the implementation of the healthy school programme.

A teacher at SDN Bebedahan (B-G) said, "Clean Friday, the classroom cleanliness competition, PHBS education, the healthy canteen, communal prayer, and the adhan competition run routinely." Observation showed a schedule of routine activities and active student participation, documented in the UKS log, the healthy canteen schedule, and competition records. A teacher at SDN Caringin 2 (C-G) said, "We remind them about cleanliness and daily worship; there are no regular competitions yet." Observation at this school showed that activities were limited to appeals, with documentation in the form of simple duty roster notes.

4. Evaluation/Supervision of the Healthy School Programme

Supervision at SDN Bebedahan was carried out routinely every month by the school. Assessment was conducted through classroom cleanliness checklists and monitoring of the healthy canteen. Meanwhile, at SDN Caringin 2, supervision was still incidental and undocumented. Follow-up at SDN Bebedahan included awards for the cleanest class and handling of supervision findings. This finding indicates that structured supervision supports the quality of healthy school programme implementation.

The principal of SDN Bebedahan (B-KS) stated, "Monthly evaluation; the cleanest class gets an award; findings are followed up." Observation found cleanliness checklists and canteen monitoring, while the available documents consisted of monitoring reports and lists of class winners. In contrast, the principal of SDN Caringin 2 (C-KS) stated, "Supervision happens when

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there's time; it isn't documented yet." Observation confirmed that supervision was incidental, and no supervision documents were found.

5. Problems Encountered

Both schools faced resource constraints, particularly a limited budget and limited sanitation facilities. At SDN Caringin 2, the problems were more complex because facilities and infrastructure were very limited and parental participation was low. This hindered the optimisation of the healthy school programme.

The principal of SDN Bebedahan (B-KS) said, "Budget and sanitation are constraints, but the committee and the puskesmas help." Observation showed that some facilities needed repair, as recorded in the RKAS and the damage list. The principal of SDN Caringin 2 (C-KS) stated, "Sanitation facilities are very limited; parental participation is low." Observation found damaged or inadequate sanitation facilities, and the school had a list of facility requests. Thus, the types of constraints at the two schools were similar, but at SDN Bebedahan they were offset by support from the committee and the puskesmas, whereas at SDN Caringin 2 the facility constraints were compounded by low parental participation.

6. Solutions Applied

SDN Bebedahan addressed its problems through close cooperation with the puskesmas, innovation in cleanliness competitions, and committee support for facility repairs. Meanwhile, SDN Caringin 2 still relied on limited support from teachers and students, so its solutions were less effective. This difference shows that external support was the main factor distinguishing the solutions at the two schools.

A committee representative at SDN Bebedahan (B-K) stated, "The committee helps with facility repairs and the cleanliness competition." The puskesmas officer (B-P) added, "The puskesmas provides health education and check-ups." This external cooperation was visible in observation and documented through meeting invitations and minutes as well as records of health education sessions. At SDN Caringin 2, a teacher (C-G) stated, "It's self-help by teachers and students; there's no regular support yet." Observation showed that solutions were limited to the initiative of teachers and students, with limited minutes.

7. Impact of the Healthy School Programme

The impact of the healthy school programme at SDN Bebedahan was seen in students' increased awareness of cleanliness and health and in their discipline in worship. Classrooms were observed to be cleaner. Meanwhile, at SDN Caringin 2 the impact was not yet strongly visible

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because of limited programmes and facilities. This finding is in line with the direction of the 2014 Joint Regulation of Four Ministers on the Development of UKS/M, which positions clean and healthy living behaviour and a healthy school environment as a means of improving the quality of education and students' learning achievement.

A student at SDN Bebedahan (B-S) said, "I wash my hands more often and look after the classroom; I'm more disciplined in worship." Observation showed that classrooms were cleaner and students' awareness was evident. Cleanliness checklists and sick absence records showed that classroom cleanliness scores rose from 70 to 85 and monthly sick absence fell from 8% to 4%. Student participation in cleanliness competitions was high, discipline in worship increased, and sanitation problems found decreased. At SDN Caringin 2, a student (C-S) said, "Sometimes I still forget to throw rubbish away." Classroom cleanliness scores only shifted from 65 to 70 and monthly sick absence from 10% to 9%, participation in cleanliness competitions was low, discipline in worship was not yet stable, and many sanitation problems were still found. Observation also showed that cleanliness at this school was not yet consistent.

DISCUSSION

Overall, the results indicate that the implementation of the healthy school programme is related to documented planning, participatory organising, routine implementation, and continuous supervision. The constraints that arose tended to be better addressed when the school received multi-stakeholder support, especially from the puskesmas and the committee. The following discussion examines these findings according to management function and relates them to previous research.

The most fundamental difference between the two schools lies in planning. At SDN Bebedahan, the healthy school programme was set out in the RKT, RKAS, and UKS Programme and linked to the school's vision and mission, whereas at SDN Caringin 2 the programme ran verbally, following appeals. The former condition is in line with Permendikbudristek Number 47 of 2023, which positions planning as part of the management standards for educational units, and with Karbito and Yessiana (2021), who include activity plans as a process element in the success of PHBS development. Within Terry's (1977) framework, planning is the stage of formulating the activities needed to achieve particular results; without a planning document, activities at SDN Caringin 2 tended to depend on momentary initiative, making them difficult to budget, assign, and evaluate. This finding also clarifies the results of Takain and Iriani (2022), who

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found that a healthy school programme process can run in line with management functions yet remain hampered when its input components are inadequate. At SDN Caringin 2, weak written planning went hand in hand with a limited budget and limited facilities.

In the organising function, the UKS decree at SDN Bebedahan assigned roles to teachers, students, the committee, and the puskesmas, and the puskesmas officer was involved in UKS meetings. This pattern reflects the mandate of the 2014 Joint Regulation of Four Ministers requiring schools to form a UKS implementation team, and is in line with Safitri (2020), who found that environmental sanitation and PHBS in primary schools were implemented through coordination between the puskesmas and UKS teachers. In contrast, at SDN Caringin 2 the UKS structure was incomplete and teachers took turns in charge. This situation resembles the obstacle noted by Wulandari (2024), namely suboptimal coordination between schools and the puskesmas, so the collaboration model she proposes is relevant for schools whose UKS structure is not yet established. A non-fixed division of roles may also blur responsibility for the programme, because no party is specifically responsible for maintaining the continuity of activities.

In the implementation function, SDN Bebedahan ran recurring activities that involved students directly, such as Clean Friday, classroom cleanliness competitions, PHBS education, the healthy canteen, communal prayer, and adhan competitions, whereas SDN Caringin 2 still relied on appeals. This difference is in line with Husnia's (2026) review, which explains that healthy school programmes are related to student discipline through the habituation of routines such as cleaning duties and disposing of rubbish properly, and with Lubis (2025), who found that practice-based approaches were more effective than lectures in raising students' PHBS awareness. The appeals at SDN Caringin 2 can be understood as a form of implementation that does not yet provide room for practice and habituation, so behaviours such as disposing of rubbish were not yet consistent, as acknowledged by a student at that school. Sareng's (2022) finding that knowledge, attitudes, and sanitation facilities are associated with students' application of PHBS also helps explain why implementation at SDN Caringin 2 struggled to develop when its sanitation facilities were limited.

The supervision function shows an equally sharp difference. SDN Bebedahan evaluated the programme every month through cleanliness checklists and canteen monitoring, followed up on findings, and gave awards to the cleanest class, whereas supervision at SDN Caringin 2 was incidental and undocumented. Anggraini (2025) notes that awards for students or classes provide

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additional motivation in applying PHBS, and Karbito and Yessiana (2021) position monitoring as part of the PHBS development process. Routine supervision records also enabled SDN Bebedahan to track changes in classroom cleanliness scores and sick absence, while at SDN Caringin 2 the absence of supervision records meant that cleanliness problems found had not yet been turned into planned follow-up. Thus, supervision functions not only to control implementation but also to provide evidence for the school to assess the achievements of its programme.

The constraints faced by the two schools were relatively similar, namely a limited budget and limited sanitation facilities, but the ways of overcoming them differed. These constraints are not merely a local issue. The UNICEF and WHO (2018) report shows that gaps in water, sanitation, and hygiene services in schools remain a global challenge, and Fernandy et al. (2021) found that the healthy school programme in East Kutai Regency was constrained by budget, health personnel, and facilities. The difference lies in external support. SDN Bebedahan received committee assistance for facility repairs and cleanliness competitions as well as health education and check-ups from the puskesmas, whereas SDN Caringin 2 relied on the self-help of teachers and students, with low parental participation. This finding is in line with Karbito and Yessiana (2021), who emphasise the role of cross-programme and cross-sectoral support, and with Husnia (2026) and Anggraini (2025), who position cooperation between schools, families, communities, and health workers as a pillar of programme success. In other words, external partnerships act as a buffer that prevents limited resources from immediately halting the programme.

This finding is in line with Terry's (1977) view that management takes place through the functions of planning, organising, actuating, and controlling. At SDN Bebedahan all four functions operated and were documented, whereas at SDN Caringin 2 planning and supervision were not documented, so implementation relied on appeals. The integration of cleanliness, health, and worship development at SDN Bebedahan can also be read through Sanusi's (2023) six value systems: the habits of handwashing and keeping the classroom clean reflect physical-physiological values, while communal prayer and discipline in worship reflect theological values. Ethical values appear in students' responsibility for looking after the classroom, as expressed by a student at SDN Bebedahan, and aesthetic values can be read in the classrooms observed to be cleaner. At SDN Caringin 2, these values had not yet been consistently internalised, as seen in a student's admission of sometimes forgetting to throw rubbish away. This indicates that values cannot be instilled through appeals alone but require routinely managed activities. This integration of cleanliness development with religious values is in line with Lubis (2025), who

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integrated PHBS practice with Islam-based health education, and with Nadlif and Supriyadi (2025), who showed that habituating religious activities in primary schools shapes students' religious character.

The difference in impact between the two schools is also visible in the magnitude of change. At SDN Bebedahan, classroom cleanliness scores rose by 15 points and monthly sick absence was halved, whereas at SDN Caringin 2 classroom cleanliness scores rose by only 5 points and sick absence fell by one percentage point. The decline in sick absence at SDN Bebedahan is also consistent with the cluster-randomised trial by Freeman et al. (2012) in Kenya, which found reduced absenteeism among female students after a school water, hygiene, and sanitation programme, although in this qualitative study the decline cannot be interpreted as a cause-and-effect relationship, and McMichael (2019) cautions that the impact of such interventions depends on the nature and context of their implementation. Unlike Suherni and Sobari (2026), whose evaluation was not yet supported by standardised quantitative indicators, this study recorded classroom cleanliness scores and sick absence records as markers of programme impact.

Overall, the differences between the two schools show that management quality is most visible in documented planning and supervision and in external support, and these differences are consistent with the differences in classroom cleanliness scores and sick absence at the two schools. This finding extends the study by Suherni and Sobari (2026) by integrating cleanliness, health, and spiritual development programmes within a single management framework, while also responding to McMichael's (2019) observation that programme fidelity is rarely reported, because this study links the way schools manage the programme with its outcome indicators. In practical terms, schools with limited resources such as SDN Caringin 2 can start with steps that do not demand large costs, namely documenting plans and scheduling supervision, while building partnerships with the committee and the puskesmas.

CONCLUSION

The management of school cleanliness operations at the two schools showed different patterns in each function. At SDN Bebedahan, planning was set out in the RKT, RKAS, and UKS Programme covering UKS, PHBS, the healthy canteen, sanitation, and spiritual development; organising was established through a UKS decree involving teachers, students, the committee, and the puskesmas; implementation ran routinely through Clean Friday, classroom cleanliness competitions, PHBS education, the healthy canteen, and religious activities; and supervision was

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carried out monthly with cleanliness checklists, canteen monitoring, and awards for the cleanest class. At SDN Caringin 2, planning was still verbal, the UKS structure was incomplete, implementation was limited to appeals for cleanliness and daily worship, and supervision was incidental and undocumented. Both schools faced budget and sanitation facility constraints, which at SDN Caringin 2 were compounded by low parental participation. SDN Bebedahan addressed them through committee and puskesmas support, whereas SDN Caringin 2 still relied on the self-help of teachers and students. These differences are consistent with differences in impact: classroom cleanliness scores at SDN Bebedahan rose from 70 to 85 and sick absence fell from 8% to 4%, accompanied by better handwashing habits and discipline in worship, whereas at SDN Caringin 2 classroom cleanliness scores only shifted from 65 to 70 and sick absence from 10% to 9%.

These findings indicate that the quality of school cleanliness management is most visible in documented planning and supervision and in external support. By reading the POAC functions together with the six value systems, this study shows that cleanliness, health, and spiritual development programmes can be managed as a single management practice. This study is limited to two primary schools using a qualitative approach, and its impact indicators were drawn from school documents, so the findings are not intended to be generalised and changes in the indicators cannot be interpreted as a cause-and-effect relationship.

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