Bureaucratic Governance For Developing Administration İn Madrasah Aliyah Ma'arif

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Abstract

This research aims to explore bureaucratic governance in the development of educational administration at Madrasah Ma'arif Ambulu, a religious educational institution belonging to LP Ma'arif NU. In the context of globalization, religious education faces competitive challenges, especially in terms of bureaucratic governance which is considered less professional. The research uses a descriptive qualitative approach, with data collection through interviews, observation and documentation. Data analysis includes stages of condensation, collection, display, and conclusion of findings. Research findings produce a bureaucratic governance model consisting of three main elements: governance rules, authority, and work distribution. Regulatory governance involves internal and external assessment processes. Authority governance consists of custom authority which integrates rational legal and transformative charisma authority models. Work distribution governance includes quality assurance of madrasa leaders, resource support, staff supervision, internal-external analysis, and preserving work values while meeting modernization needs. All staff are distributed according to their commitment and competence in the areas of quality achievement, administration and religion. This model aims to increase the effectiveness of educational administration at Madrasah Ma'arif Ambulu and contribute to the context of the development of religious education more broadly.

Keywords : Governance, Bureaucracy, Administration, Ma'arif and Madrasah

1. INTRODUCTION

Education is pivotal for cultural and welfare advancement in Indonesia, with its quality significantly impacting economic, social, and political spheres. Collaborative efforts from the government and society are essential to enhance educational services. Islamic groups like Muhammadiyah, al Irsyad, and Nahdlatul Ulama (NU) actively contribute to education development under the 2003 National Education System Law (Sisdiknas). NU,

116

with its profound influence on Indonesian culture, is dedicated to innovative education practices, exemplified by institutions like LP Ma'arif managing numerous schools and madrasas. LP Ma'arif's development reflects community endorsement and professional management, underscored by research showing increased community interest and service quality. The concept of "good governance" assumes critical importance in educational progress, particularly in bridging policy-school community gaps and enhancing public communication effectiveness. Driven by the Ministry of Education and Culture's "freedom to learn" program, good governance aims to align education with learner needs, emphasizing student-centered learning. NU's management of LP Ma'arif demonstrates positive strides in good governance standards, with past proposals translating into evident improvements, though criticisms persist, notably concerning professionalism and managerial execution within LP Ma'arif's bureaucratic framework.

Nevertheless, from several studies, three main weaknesses in NU institutional development have been identified, namely financial constraints, lack of professional management systems, and the dominance of pesantren culture in bureaucracy. However, this research aims to further investigate the bureaucracy implemented in LP Ma'arif, an educational institution initiated by NU. Bureaucracy, according to Max Weber's conceptual framework, emphasizes the importance of authority regulation and rational work distribution. In the educational context, this idea is applied by Olssen et al. (Asyari, Jumarim, & Mh, 2021), highlighting the need for policies based on societal needs and changes. LP Ma'arif responds to the development of community needs through educational development in both madrasas and schools. National education standards are regulated in Sisdiknas (Law No. 20 of 2003) and are applied in LP Ma'arif management, including management standards, financing, facilities, educational personnel, curriculum, learning processes, evaluation, and graduate competencies. Thus, the development of LP Ma'arif bureaucracy requires good governance. This research chooses to examine the reality of bureaucracy development under LP Ma'arif PCNU Kabupaten Jember, focusing on MA Ma'arif Ambulu as an example of an institution with rapid development and excellent educational services.

Several studies have highlighted the development of educational services in MA Ma'arif Ambulu. One study by Prayoga et al. (2018) found that internet-based learning innovations have improved the quality of education. Initial observations also indicate the use of online learning instruments, such as electronic student books and reports, signifying efforts to develop good educational administrative governance. This is in line with National Education Standards, which emphasize the importance of producing graduates with spiritual strength, noble morals, and skills needed by society, the nation, and the state. MA Ma'arif Ambulu, in order to achieve this, continues to develop bureaucratic governance, as stated by

117

the Head of the Madrasah, Kasdib (2022). These efforts have brought achievements for its students, such as achievements in arts and sciences, demonstrating the success of bureaucratic governance development in improving educational service administration. However, there are several issues that need further investigation. First, LP Ma'arif tends to face traditional constraints in educational governance, which are considered unprofessional. Second, NU's traditions and values inherent in the institution are difficult to separate from the educational institutions it has established, requiring innovation to combine tradition with professionalism. Third, MA Ma'arif as part of LP Ma'arif needs to continue innovating without losing its traditions, values, and modern professionalism. Therefore, research on bureaucracy and administrative governance in MA Ma'arif Ambulu is essential to understand and address these challenges.

This research aims to investigate the development of bureaucratic governance in the administration of Madrasah Aliyah (MA) Ma'arif, focusing on MA Ma'arif Ambulu. The urgency of this research lies in the understanding that effective bureaucratic governance is crucial in improving the quality of educational services, especially in religious educational institutions like MA Ma'arif. This research fills a gap in the literature by exploring how good bureaucracy can influence the development of educational administration and how NU's traditions and values inherent in the institution can be integrated with modern professionalism. The novelty of this research lies in its comprehensive approach to understanding challenges and opportunities in bureaucratic governance development in religious educational environments, as well as its specific focus on MA Ma'arif Ambulu as a case study. Thus, this research is expected to provide new insights and valuable recommendations for the development of educational administration in MA Ma'arif and similar institutions.

2.   RESEARCH METHOD

The research method employed in this study is a qualitative approach utilizing a phenomenological perspective. Phenomenological approach allows the researcher to delve into the experiences of the research subjects in managing their bureaucracy in a more profound manner. In this regard, the researcher endeavors to minimize their own personal biases and approach the studied phenomena with a fresh perspective.

The research focuses on understanding the bureaucratic governance within LP Ma'arif Jember, involving inputs from various structural members within the educational institution under study. Informants are purposefully selected based on their pivotal roles in educational development policy-making. Data collection is conducted through various methods including in-depth interviews, observations, and documentation. Data analysis is

carried out using the phenomenological approach, enabling the researcher to comprehend the research subjects' experiences and gain a deeper understanding of bureaucratic governance within LP Ma'arif Jember.

To ensure the validity of the research findings, the researcher adopts various strategies such as prolonged engagement, triangulation, peer debriefing, and member checking. These strategies aim to ensure the credibility, transferability, dependability, and confirmability of the data. Additionally, the researcher provides adequate descriptions of the bureaucratic phenomena context in MA Ma'arif Ambulu to enable readers to comprehend the transferability of the research findings. Finally, standards of dependability and confirmability are ensured by clarifying the traceability of concepts, categories, hypotheses, or propositions in the research.

2.1   Madrasah Institutional Profile

Madrasah Aliyah (MA) Ambulu's journey of development is closely intertwined with its bureaucratic framework and the leadership provided by successive principals. Drs. H. Saiful Islam, Mch, stands out as the inaugural principal who not only founded MA Ma'arif but also steered its growth over a span of around 20 years. His tenure was marked by the establishment of institutional autonomy and the acquisition of land assets, which laid the groundwork for the school's independent development. Following Saiful Islam's leadership, Khozin Mu'tamar, BA, assumed the principalship, focusing on bolstering teacher professional development and upgrading the school's infrastructure during his decade-long tenure. His efforts resulted in tangible improvements in teacher quality and physical facilities, as evidenced by institutional records and profiles. Subsequently, Kasdib, S.Pd.I, took the helm, leveraging his extensive experience as a former administrative staff member and previous head of administration. Kasdib's leadership ushered in a period of remarkable growth and achievement for MA Ma'arif, culminating in the institution's accreditation ascent from B to A. This accreditation progression underscores MA Ambulu's commitment to academic excellence and continuous improvement. Despite these commendable achievements, MA Ambulu has encountered challenges related to fluctuating student enrollment, particularly evident in sharp declines observed post-2020, potentially attributed to the disruptive impact of the COVID-19 pandemic. As the institution celebrates its students' academic and non-academic accomplishments, it remains crucial to address the underlying factors affecting student enrollment stability, ensuring sustained growth and resilience in the face of external disruptions.

119

2.2 Bureaucratic Governance And Administrative Development

Apart from regulatory governance, authority is also an important aspect in administrative development at MA Ma'arif Ambulu. In general, authority in administrative development can be seen from two perspectives: internal and external authority. Internal authority is related to the organizational structure and authority possessed by the management of MA Ma'arif Ambulu, while external authority is related to the relationship and linkages of MA Ma'arif Ambulu with other institutions or agencies outside the institution. In the internal context, authority in developing the administration of MA Ma'arif Ambulu is based on the established organizational structure. This organizational structure includes the division of tasks and responsibilities between various units or sections within MA Ma'arif Ambulu, starting from the leadership level to the administrative staff. Each section has authority and responsibilities that have been determined according to their respective functions. For example, leaders have the authority to determine policies and direction for school development, while administrative staff have the authority to carry out daily administrative tasks. Apart from that, internal authority also includes the decision-making process within MA Ma'arif Ambulu. This process can involve various parties, from school leaders to the teacher council or school committee. Decision making is usually carried out through meetings or discussion forums involving all relevant parties. The decisions taken are then implemented by administrative staff or other work units in accordance with the instructions given.

On the other hand, external authority in developing the administration of MA Ma'arif Ambulu can come from various institutions or agencies outside the school. For example, authority can come from the ministry of education, regional government, or non-governmental organizations that have relationships or collaboration with MA Ma'arif Ambulu. This external authority can be in the form of regulations or policies that MA Ma'arif Ambulu must comply with in carrying out his school administration activities.

In practice, internal and external authority are often interrelated and influence each other. For example, policies or regulations issued by external parties can influence the decision-making process within MA Ma'arif Ambulu, while internal school decisions can also influence relationships or collaboration with external parties. So it is important for MA Ma'arif Ambulu to have a good understanding regarding internal and external authority in administrative development. This will help schools manage and coordinate various administrative aspects effectively and efficiently in accordance with the school's goals and needs.

The internal analysis carried out on the administrative development of MA Ma'arif Ambulu Jember includes two main aspects: binding rules and internal cultural values.

Binding rules refer to norms that have been formulated globally, while values originate from the perceptions of institutional management actors regarding the development of educational administration. In this context, religious traditions such as tahlil and istighosah bind the work of MA Ma'arif Ambulu's bureaucracy in developing its institutional administration. This is reflected in institutional regulations which include religious traditions as routines that bind education and educational staff. Apart from the religious aspect, the rules also reflect the transformation of tradition into major principles of governance, rules for developing good administrative quality.

These rules are made based on internal and external analysis. Internal analysis emphasizes organizational rules and the transformation of managers' own awareness and religious traditions (Atmari, 2022). This transformation integrates religious values with administrative governance to improve the quality of education. External analysis leads to the development of educational quality that is in line with the needs of global society, as mandated in LP Ma'arif's educational vision and mission. This is reflected in the preparation of a curriculum that combines NU teachings with a learning orientation that is responsive to technological developments and societal demands. Governance of regulations for developing the quality of education administration also involves active participation from various parties, including teaching staff, education, community leaders and student guardians. Meetings between homeroom teachers and student parents provide a forum for reading the hopes and needs of the community as consumers of education. This effort is also supported by information technology provision activities for educators, to ensure that the learning administration carried out is technology-based. Through the integration of religious values, community needs, and technological developments, MA Ma'arif Ambulu strives to create good quality educational administration that is in line with the demands of the times.

The statement above highlights the importance of developing technology-based educational administration at MA Ma'arif Ambulu Jember, which includes aspects such as Electronic School Books (BSE) and Digital Madrasah Report Cards (RDM). The rules relating to this development do not only focus on the quality of education, but also integrate technological development in student bureaucracy and online student council elections. This technology development process is carried out through analysis of adaptation to societal developments, including crises and opportunities that exist in the global market. This process is carried out through the formation of a committee which functions as a forum for integrating external and internal perspectives, such as cultural values, economic conditions and technological developments. The analysis is carried out comprehensively, including the cultural aspects of society, which include traditions, morality and religion. Apart from that, the committee also plays a role in facilitating meetings between student guardians and

121

education consumers to obtain input in drafting regulations that suit community needs. The analysis process not only involves formal meetings, but also involvement in religious and community activities (Bhatnagar & Bolia, 2019). This includes understanding the economic conditions of society and the use of technology. The rules made are based on the results of internal and external analysis which are then implemented by developers in madrasas, taking into account the vision, mission and goals that have been set as quality standards for educational administration development. The madrasah self-evaluation process is carried out regularly to ensure continuity and improvement in the quality of educational administration.

The study also discusses the analysis process carried out in the development of educational administration at MA Ma'arif Ambulu Jember, with a focus on two main things: sector and scope of analysis. This process begins with an analysis that is initially carried out independently by a committee, then reduced to being based on national education standards, called National Education Standards (SNP). The documents reconstructed by the researcher show that internal and external analysis still takes the form of various kinds of findings which are then reorganized into items in accordance with the educational standards implemented (Basri, 2011). These education standards include eight standards, such as standards for content, processes, graduates, infrastructure, management and assessment. After the problems have been inventoried, the next step is to arrange them based on the 8 educational quality standards and consider several alternative problems using a participatory model between all developments. This then resulted in the MA Ma'arif Ambulu Jember Medium Term Plan (RKM) policy, which became a guideline for developing the quality of education in one year. This RKM is considered a binding rule for efforts to develop the quality of educational administration at MA Ma'arif Ambulu Jember, which consists of indicators, targets, people in charge, and so on.

In developing the Medium Term Plan (RKM) policy at MA Ma'arif Ambulu Jember, it can be seen that this policy is the result of a transformation from the development of basic policies decided by the committee. This RKM policy is based on a problem inventory carried out by the developer, but remains based on the National Education Standards (SNP). Madrasah Secretary, K. Mu'tamar, explained that governance rules were developed by referring to the eight quality standards mandated in the National Education System, as a development effort in accordance with institutional administration objectives. Even though the analysis is carried out in a participatory manner and tends to be unsystematic, efforts are still made to comply with applicable educational quality standards. Apart from the RKM, other rules in the form of organizational norms also go through the same process, following what has been stipulated in the RKM. Kasdib stated that all regulations are related to the

RKM and function as boundaries and guidelines in the implementation of intermediate work. These rules are the result of the analysis and programs contained in the RKM. This is done as an effort to cultivate bureaucratic morality that is in accordance with religious teachings and established quality standards (Harahap & Ikhwan, 2023). According to KH Saiful Islam, the regulatory governance stages are carried out continuously, with a continuous evaluation process to support significant development. Thus, committee analysis, both internal and in the RKM and other rule-making processes, is carried out continuously without stopping to achieve the desired development goals.

2.3 Governance of Administrative Development Authority

In developing the quality of institutional administration of MA Ma'arif Ambulu Jember, the role of authority is very important and must be considered carefully. The hierarchy of authority has been prepared rationally by LP Ma'arif to develop the quality of education throughout Indonesia. This authority has been regulated comprehensively and involves all educational institutional units. This can be stated in the following table.

Table 1. Hierarchy of Authority of the Ma'Arif Organization

Institution	Task and authority
Central Level Institutions	1. Acting for and on behalf of the Jam'iyah Management in educational activities within the Nahdlatul Ulama 2. Regulates the establishment and dissolution of madrasas and schools 3. Regulate the appointment and dismissal of teachers and madrasah and school employees; 4. Regulate the appointment and dismissal of heads and deputy heads of madrasas and schools 5. Regulate the appointment and dismissal of supervisors 6. Organize the preparation of madrasah and school income and expenditure budget plans 7. Organize the appointment of madrasah and school committees; 8. Organize a system for evaluating the learning outcomes of madrasah and school students 9. Establishing a national curriculum for Ahlussunnah Waljama'ah and Nahdlatul Ulama.
Regional Level	1. Ratify the establishment and dissolution of Madrasas and Ma'arif Nahdlatul Ulama schools;

123

	2. Appoint and dismiss supervisors of madrasas and Ma'arif Nahdlatul Ulama schools
Branch Level	1. Propose the establishment and dissolution of madrasas and schools to Regional Level Institution Management 2. Appoint and dismiss teachers and madrasah and school employees; 3. Appoint and dismiss heads and deputy heads of madrasas and schools 4. Establish and organize madrasas and schools with the approval of the Regional Level Institution Management 5. Ratify madrasah and school income and expenditure budget plans.
Branch Representative Level	1. Assist in the implementation of branch level institutional programs in conducting feasibility studies on plans for the implementation and management of madrasas and schools 2. Propose the establishment and dissolution of madrasas and schools to the Branch Level Institution Management 3. Provide input in the branch management policy formulation process.

The data presented outlines the hierarchical authority structure in the development of administrative quality at MA Ma'arif Ambulu Jember, which has been holistically formulated and binding. This process is guided by regulations formulated in the latest Rakernas (National Coordination Meeting) of 2022. The Central LP Ma'arif (Board of Ma'arif Islamic Education Institutions) plays a crucial role in legitimizing all technical aspects of Ma'arif's authority formulation globally, while the regional and branch levels act as implementers. The highest authority in administrative quality development is placed at the branch representative level, which is also intensively involved in the development process. Additionally, there is internal organization within the management of Ma'arif educational institutions involving the establishment of the Ma'arif Nahdlatul Ulama Educational Implementing Body (BPPMNU). BPPMNU assists in developing the quality of educational units, taking into account their status as either belonging to jam'iyah or jami'iyah. The Madrasah Committee structure also plays a significant role in the authority hierarchy, acting as the governing body with high authority in staff appointments and dismissals. All of these processes are carried out in accordance with established governance and coordinated with the LP Ma'arif and PBNU (Board of Nahdlatul Ulama Scholars) structures.

The presence of committees in educational institutions is widely acknowledged as crucial for quality development efforts. This importance is reinforced by numerous regulations (Hernandez, 2019), including Minister of Education and Culture Regulation No.

75 of 2020 concerning education committees, which delineate the roles and responsibilities of school committees in greater detail. These regulations, akin to those in the National Education System Law (Sisdiknas), empower school committees not only to formulate policies but also to audit education budgets (Ja'far, 2018). This legal framework underpins the authority of the bureaucratic structure of school committees at MA Ma'arif Ambulu Jember. Furthermore, committee authority is not solely derived from formal regulations but also from historical awareness and religious realities within the community. Suyitno, Chairperson of the LP Ma'arif, emphasizes the respect and recognition accorded to committee members, particularly KH. Saiful Islam, as elected representatives who embody historical dedication to the madrasah. Consequently, the committee's authority within the bureaucratic structure of administrative development is both legally and culturally upheld, surpassing even the LP Ma'arif's hierarchical structure (Juliansyah, 2021).

This unique position of committee authority is evident in the administrative mechanisms governing educational institutions. All administrative processes related to educational quality improvement, including curriculum development, infrastructure, human resource recruitment, extracurricular activities, and budget management, are deemed valid only with the signature of the madrasah committee chairperson (Khoiriyah, Istikomah, & Churrahman, 2021). This practice diverges from the governance framework established during the LP Ma'arif's 2022 National Coordination Meeting. While branch-level institutions are typically responsible for budget approval, in MA Ma'arif Ambulu, the committee assumes this role, legitimizing financial decisions and becoming the symbol of budget approval. Furthermore, the committee is also entrusted with the authority to appoint and dismiss teachers and educational staff, a responsibility typically held by branch-level institutions (Kooli, 2019). However, in practice, these functions are predominantly executed by the committee leadership, highlighting the committee's pivotal role in determining the direction and operational plans of the madrasah. To provide a comprehensive overview of their duties and responsibilities, various committee documents outline their tasks across different sectors.

Tabel 2. Duties, Functions and Authorities of the Committee

Job and function	Committee Authority
Consideration and Determination of Education Policy	1. Ratify the policies and programs of MA Ma'arif Ambulu 2. Ratify the RAPBM 3. Establishing MA Ma'arif Ambulu Work Criteria 4. Establish Criteria for Madrasah Facilities

125

Job and function	Committee Authority
	5. Establish Criteria for Madrasah Collaboration with other agencies
Developing sources of income with creative and innovative businesses	1. Prepare budget cooperation proposals 2. Organize and prepare Madrasah fundraising plans
Preparing and Evaluating Household Budgets	1. Prepare and ratify Madrasah institutional AD ART 2. Carry out evaluations, controls and sanctions on the implementation of Madrasah AD ART
Provide recommendations for changes to work programs	1. Directs changes to activities as necessary 2. Legitimize proposals for madrasa institutional development, whether internal to MA Ma'arif Ambulu or LP Ma'arif institutions.
Madrasah human resource development	1. Preparing assessment standards for recruitment of educators and education at Madrasah MA Ma'arif Ambulu Jember 2. Organizing the MA Ma'arif Ambulu Jember Madrasah development team 3. Make a proposal to dismiss human resources at Madrasah MA Ma'arif Ambulu Jember 4. Establish a Human Resources development program for Madrasah MA Ma'arif Ambulu Jember
Legitimacy of the Education Budget	1. Ratify budget plan posts sourced from official parties 2. Use the education donation budget on a professional and independent basis

Based on the data presented, it can be concluded that the madrasah committee plays a significant role in the educational administration development at MA Ma'arif Ambulu Jember. They serve not only as bridges and policy foundations, as explained earlier, but also as the primary authority in legitimizing all quality development programs. This aligns with educational regulations outlined in Minister of Education and Culture Regulation No. 75 of 2020 concerning education committees. However, discrepancies arise concerning the role of the committee within the LP Ma'arif framework. While the committee primarily functions as a community participation platform, its authority in LP Ma'arif is not as pronounced. The

126

issue lies in the legitimacy of educational administration. Despite being essential in bureaucratic processes, the committee's authority does not supersede LP Ma'arif's hierarchical structure, as emphasized by Kasdib. Nevertheless, the committee's significant authority stems from both formal legal mandates and societal recognition, as highlighted by Suyitno and supported by historical dedication and professionalism. This dual legitimacy forms the basis of the committee's considerable influence.

The committee's authority extends beyond legal mandates to societal recognition, particularly in the religious education context, as elucidated by Khozin Mu'tamar. Despite this, the committee maintains a strong connection with LP Ma'arif, as evidenced by their active participation in LP Ma'arif activities and adherence to LP Ma'arif's instructions regarding religious education traditions. However, the committee's role in LP Ma'arif does not diminish its authority but rather reinforces LP Ma'arif's cultural and educational values. This dual role underscores the unique position of the madrasah committee within the LP Ma'arif framework.

The complexity of authority within MA Ma'arif Ambulu's administrative development is further complicated by financial management issues. LP Ma'arif's lack of integrated financial systems has prompted MA Ma'arif to adopt alternative administrative structures, led by the madrasah committee. Muhammad Nur Salim, the committee's treasurer, illustrates this integration of financial management between the committee and the madrasah, ensuring efficient financial operations despite LP Ma'arif's limitations. Kasdib acknowledges this departure from LP Ma'arif's norms but rationalizes it as necessary for effective educational development. Ultimately, the divergence from LP Ma'arif's administrative hierarchy is rooted in the need for efficient administrative systems, especially concerning financial management (Wulandari & Mubarak, 2021). MA Ma'arif's innovative approach reflects a pragmatic response to LP Ma'arif's organizational constraints, ensuring the continuity of educational quality improvement efforts (Zaman, Waslah, & Lilawati, 2022). The interconnectedness between LP Ma'arif, the madrasah committee, and government structures underscores the complexity of administrative authority (Khoiriyah, Istikomah, & Churrahman, 2021) within MA Ma'arif Ambulu, highlighting the need for adaptable and contextually relevant administrative practices.

The structure of MA Ma'arif Ambulu madrasah has two different pathways, with one pathway under the authority of the Madrasah Committee. However, the detailed structural information indicates that the authority of bureaucratic development in administrative quality follows a common pattern, with Deputy Chairmen having authority over important educational administrative development matters (Zaman, Waslah, & Lilawati, 2022). However, there are additional powers in the field of skills as a reinforcement of the planned

127

quality of educational processes. This indicates the establishment of new authorities in certain matters according to the needs or programs of educational quality development that are being pursued. Additionally, the governance of administrative development authority is carried out without disregarding the legitimacy of cultural traditions and formal educational system rules (Maruhawa, Zein, & Budianti, 2022). Cultural legitimacy comes from traditional values, history, and religious teachings embedded in the educational culture, while formal legitimacy relates to formal policies governing educational organization. Both sources of legitimacy are managed together to build trust and implement authority in accordance with established quality standards (Mousa, Massoud, & Ayoubi, 2022). Although the pattern of authority relations is not much different from that of schools in general, at MA Ma'arif Ambulu Jember, authority relations are based on their conditions, goals, and program needs, resulting in the management of administrative development being done differently from other educational institutions.

2.4   Administration Development Work Distribution Governance

The subsequent discussion focuses on the issue of work distribution within MA Ma'arif Ambulu. The process of managing work distribution is crucial for organizational administrative development. The work distribution efforts by the structural members of MA Ma'arif Ambulu are based on several important factors in its quality development endeavors. Therefore, their work distribution reference is aligned with objective quality standards, as discussed earlier regarding governance policies and regulations (Basri, 2011; Karlina, 2020). As previously explained, the quality development of MA Ma'arif Ambulu's administration is structured with careful consideration and stages. Policies are formulated based on fulfilling the eight quality standards mandated in the National Education System Law (Sisdiknas). These standards are then linked to the needs of policy implementation as outlined in the Madrasah Work Program (RKM). The distribution of work is closely related to the policies set forth in the RKM by the head of the madrasah, which are based on planned programs and the availability of implementers (Asyari, Jumarim, & Mh, 2021)).

The management of work distribution in MA Ma'arif Ambulu's administrative development is guided by policy mandates and the availability of implementers. Since the RKM is formulated by the Madrasah's structural members, the internal distribution of work is also carried out by the madrasah's internal structure. The process begins by aligning goals and activity needs with the availability of implementers.

The distribution of work is determined based on the RKM's planned activities, and the capacity and experience of all staff members are taken into account. This adjustment is participatory and involves all educational staff and sometimes even the madrasah's

128

committee management. The entire process is collaborative and aims to match the available human resources with the needs outlined in the RKM.

Moreover, the work distribution process considers various evaluation criteria, including competence and commitment, to assess each staff member's suitability for specific tasks. This evaluation process involves both formal supervision and individual assessments, leading to the formulation of specialized task assignments for each staff member based on their capacities.

The determination of work distribution is also based on an analysis of competencies and commitments, which are essential factors in ensuring the successful implementation of planned programs. However, challenges arise when there is a mismatch between competence and commitment levels among staff members, leading to various outcomes based on the assessment results (Weber, & Henderson, 2012). Ultimately, the analysis results serve as the basis for assigning responsibilities and activities, ensuring that each program's objectives align with the capacities of the implementers. The distribution of work is not only structured to define organizational responsibilities but also to connect tasks with the capacities of those assigned to them.

In the distribution of work at MA Ma'arif Ambulu, it is evident that adjustments are made based on the available human resources capacity. However, some aspects of development tasks appear to be unevenly distributed. From the document data provided, it can be observed that certain responsibilities are shared among two individuals. For instance, many homeroom teachers are also involved in specialized fields such as culinary arts and decorative arts. These programs are formally part of the school's efforts to enhance its quality. The discussion on work distribution can thus be summarized to entail several stages. Firstly, the analysis of work needs is conducted concurrently with the formulation of the School Annual Work Plan (RKTM) and the School Operational Plan (RKM) based on National Education Standards (SNP). Secondly, the analysis of human resources involves various instruments, including formal supervision analysis and open assessments of staff competencies and commitments. Thirdly, the execution of work distribution is carried out by considering the competencies and commitments of development staff within the structural work arrangement.

2.5   Bureaucratic Governance In Accordance With Administrative Development

This chapter discusses the synthesis of all the findings from the previous chapters within the theoretical framework outlined in Chapter II. As stated in the research problem described in Chapter I, the study seeks to provide an overview of the model of governance in Ma'arif education bureaucracy in the development of administrative quality. Therefore,

129

three main aspects are discussed within it, as constructed by Weber: rules, authority, and division of labor. The explanation of these three aspects in the context of the research findings on the MA Ma'arif Ambulu website is expected to provide an important overview of the model of governance in the development of administrative quality. Thus, ultimately, the implications of these research findings, both theoretical and practical, can be depicted comprehensively.

The discussion begins with the Governance of Administrative Development Rules in Ma'arif Education. Several important discussions are necessary to fully describe the process of interpreting the evolving governance model or developed within the research site. These discussions involve the basis, the process of formulation, as well as the format and forms of the development rules. These aspects are essential components of policy conception in general. Policies within an organization, especially in education, typically stem from a nearly unanimous theoretical construction (Weber & Henderson, 2012). Policies are unavoidable aspects of organizational life, compelling individuals to act systematically and in line with their goals. Fundamentally, policies serve as a binding consensus perception, both conscious and accepted, guiding work towards achievable targets. This applies similarly to policies aiming at educational development efforts. Rules function as a means to shape work sustainability (Harahap & Ikhwan, 2023). This function aligns closely with Tompkins' description of rules as emphasized by Weber. According to Tompkins, rules are more focused on maintaining the sustainability of work direction. Therefore, rules in an organization require a complex consideration process. This consideration, in the study, can be referred to as the basis for formulating these rules.

The study also addresses the perception of Islamic educational institutions' governance, particularly concerning their policy development. Islamic education institutions are sometimes seen as rigid and resistant to the realities of modern society's development. However, this perception has been challenged by the significant quality developments in many traditional Islamic educational institutions. This challenges the notion that Islamic education institutions are slow to adapt to modernization. Prior to this study, there had been considerable research on the governance of religious education (Ismara,et.,al, 2020). The Ma'arif educational unit is not doubted because it is a form of Islamic education, but also because it is part of NU (Nahdlatul Ulama), which is considered to have not been able to have good organizational governance. Claims by some experts serve as the basis for the enthusiasm to improve the governance of the Ma'arif educational unit. One of the efforts made in improving good governance is by reformulating rules related to their quality development. If previously considered slow and resistant to modernization, they are

130

eventually transformed to be dynamically sensitive to changes. This transformation is evident in the rule governance process in the research findings.

The governance of rule formulation in the development of Ma'arif Madrasah administration is done by first formulating rational bases that can serve as the foundation for the birth of norms or bureaucratic rules. This process involves analyzing both the internal and external aspects of the Ma'arif LP institution. Internal analysis involves individual perceptions, social organizational conditions, formal rules binding organizational work, and the values created within the LP Ma'arif educational unit. This internal analysis encompasses all aspects analyzed to be used as the basis for policy (Ismara,et.,al, 2020), both rules, and program development for improving the educational unit's quality (Asyari, Jumarim, & Mh, 2021). This relates to the condition of human resources, educational cultural norms, and the expectations of stakeholders, all analyzed openly and participatively among internal structural members.

Similarly, external analysis is vital, involving the evaluation of societal changes, market competition, and public expectations. The findings suggest that rule formulation after internal and external analysis is done through participatory and delegative processes in the development team, led by the madrasah committee. This process represents a design phase in policy theory, involving the inventorying of alternative strategic choices. The results become the basis for formulating vision, mission, and goals. These elements form the fundamental principles guiding all policies and directions to achieve the best quality of the institution. Vision, mission, and goals become the core of the policy entrusted to the development team to be developed as the basis for the medium-term work plan (RKM). Overall, the governance of rule formulation in the development of administrative quality in LP Ma'arif education is a comprehensive process involving internal and external analyses, participatory rule formulation, and the establishment of core principles guiding all policies and plans.

This chapter describes the process of rule governance in the development of educational administration quality at Ma'arif Ambulu. This process involves internal and external analysis, including cultural values, human resource conditions, and educational consumer expectations. The analysis results serve as the basis for formulating vision, mission, and objectives, which are then used in the preparation of medium-term work plans. This process is conducted in a participatory, accountable, and transparent manner, following good governance standards. The ultimate goal is to achieve better administrative quality in line with educational market demands.

2.6   Authority for Educational Administration Development

In summary, the discussion revolves around the governance of authority in the theoretical discourse as an effort to develop legitimate authority within a structural framework (Bhatnagar & Bolia, 2019). Legitimacy arises from the necessity of human interaction, where individuals recognize values that give rise to authority among them. This recognition can stem from both interests and non-interests. The analysis further delves into the types of authority and their implications for the development of educational administration at Ma'arif (Juliansyah, 2021).

Firstly, the discussion highlights the authority based on formal rules, which emanates from policies decided by authorized bodies such as PBNU and the government. These rules provide legitimacy to the structural authority of Ma'arif educational institutions. Despite being bound by these rules, there is still room for innovative actions within the framework of good governance.

Secondly, the analysis explores charismatic transformative authority, which is rooted in communal cultural values inherent in Ma'arif education. This form of authority is embodied by the role of the school committee, whose leadership is perceived as having high religious knowledge and closeness to the divine. Despite similarities with traditional authority, the leadership role of the committee aligns more with charismatic transformation, as it aims to achieve organizational excellence and prepare graduates for the workforce.

Lastly, the discussion emphasizes the integration of these diverse forms of authority in the governance model of educational administration development at Ma'arif. While rational-legal authority and charismatic transformative authority coexist, there is potential for them to complement each other and strengthen the overall governance structure. However, it is acknowledged that this integration may face challenges, such as potential conflicts between different sources of legitimacy and the need for dynamic adaptation to changing political dynamics.

Overall, the governance of authority in Ma'arif educational administration development involves navigating a complex interplay of formal rules, cultural values, and transformative leadership, with the ultimate aim of achieving organizational excellence in line with educational objectives and societal needs.
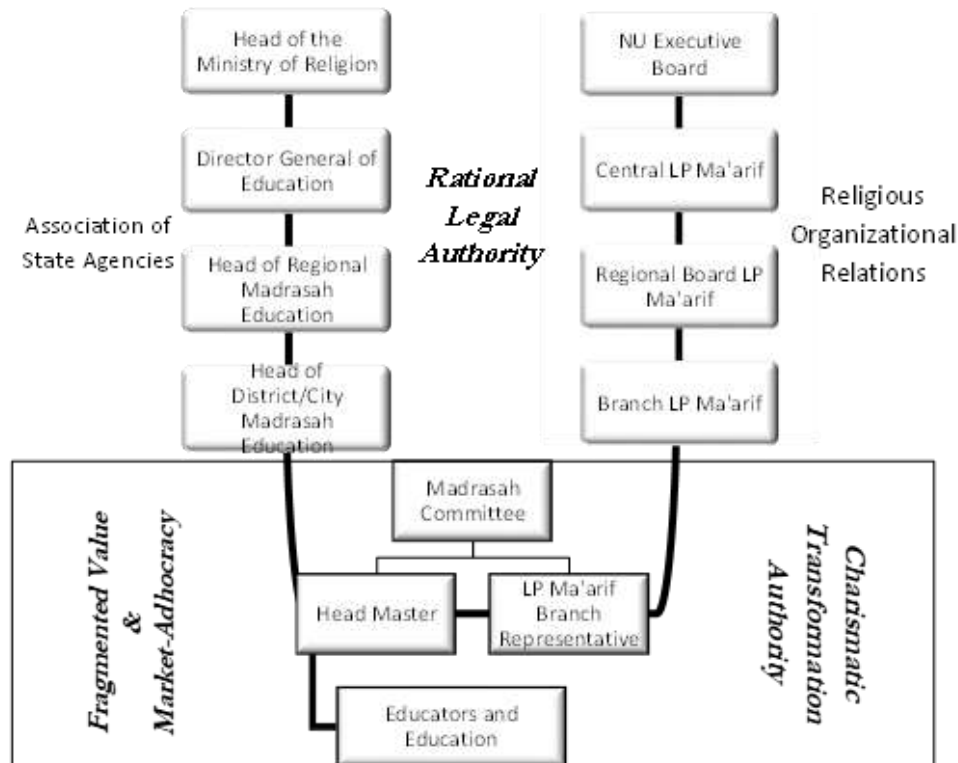
Figure 1. Governance Model for Educational Administration Development Authority

Based on the explanation in the diagram above, it is evident that the convergence of two different authority models can be managed effectively and harmoniously. The governance process is carried out by combining religious traditions that honor a dedicated kiai figure contributing to the quality improvement of Ma'arif education. The positive recognition of the charismatic leader of the committee makes the madrasah committee recognized as the highest local authority, unlike its position in the rational-legal authority, which is equal to the head of the madrasah. Such differences do not pose a problem because the charismatic authority developed is used as the basis for commitment to work values. This strengthens fragmented work values. The transformation of authority also leads to an improvement in education quality, encompassing material impacts. In the context of organizational culture, this authority model supports innovation to enhance the quality of Ma'arif education. Although the charismatic authority model changes the course of rational-legal authority, it does not disrupt the quality improvement process. Instead, this authority model represents an enhancement of the modern bureaucratic model. This indicates that pure knowledge consensus is not always the basis for effective authority.

133

The discussion further delves into the governance process of bureaucratic work distribution in the development of Ma'arif educational administration. This involves managing the relationship between human resources and planned work needs. Hence, the focus of the discussion predominantly revolves around the governance of human resources in the process of quality improvement administration (Juliansyah, 2021). Firstly, regarding job needs analysis, the work requirements serve as the foundation for managing the distribution of work in improving administrative quality. These considerations stem from various policies outlined in the earlier sections of this research (Weber, & Henderson, 2012). It's important to reiterate that the policies governing the improvement of Ma'arif education administration are based on internal and external analyses, which inform the formulation of visions, missions, objectives, and staff codes of ethics.

Among these policies, the most critical and foundational to the work distribution process is the Work Plan Document (RKM). This policy contains the work requirements, emphasizing service and tasks, as described by Weber's concept of division of labor. In the context of Ma'arif education, the focus is on enhancing the quality of educational administration programs. The direction of educational quality development outlined in the RKM is derived from its vision, mission, and objectives, all of which are based on Internal Analysis (IA) aiming at fragmented value and External Analysis (EA) focusing on strengthening market and adhocracy functions. Therefore, the "service or work" in this context aims to strengthen the implementation of activities, ensuring that the organizational cultural values of the madrasah remain robust while enhancing the quality of competencies and madrasah services amidst societal needs (Khoiriyah dkk., 2021).

The urgency of job needs in the work distribution process serves as the primary basis for establishing job specialization standards. This ensures that human resources adapt their skills to meet existing needs, leading to the grouping of organizational job needs into structural divisions. Hence, it's crucial to discuss in detail the various fields of work grouped in the RKM. Furthermore, the job needs division, based on the RKM, is essential as it aligns with the eight National Education Standards (SNP). These standards form the basis for grouping and determining the necessary competencies for implementers. Thus, the positioning of job needs in the work distribution process is critical.

The concept of job division has been subject to debate among scholars, with some arguing that it should align with market needs, while others advocate for individual autonomy in job selection (Fijriah & Ellisa, 2022). This debate underscores the complexity of job division and its societal implications. Two paradigms of job needs – naturalistic and market-driven – influence the development of the work distribution process in Ma'arif educational administration. The focus is on reading market demands and societal services,

134

reflecting a dynamic job distribution process responsive to global challenges. The job needs division process also considers human resource conditions. In addition to needs, it's based on the maturity analysis of development actors, considering both formal and non-formal pathways. This involves evaluating competencies and commitments, crucial for effective delegation and task execution. Overall, the pattern of work grouping in the development of Ma'arif educational administration is a result of the intersection between job needs, human resource conditions, and participatory, transparent, and accountable governance principles.
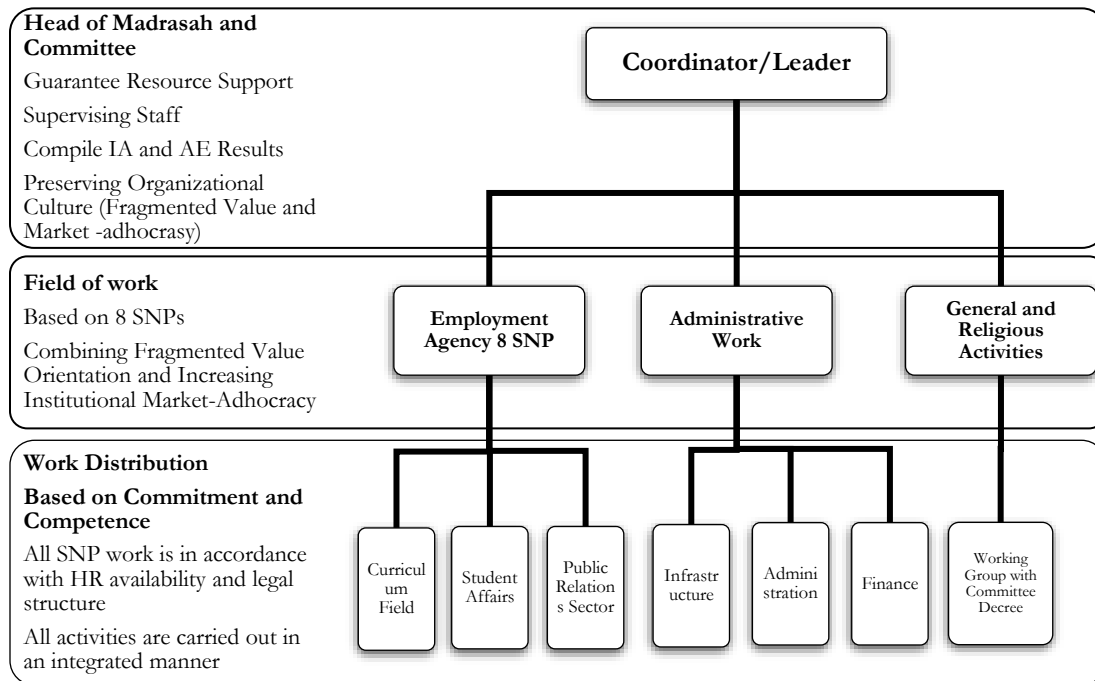

Figure 2. Ma'arif Education Administration Development Work Distribution Governance Model

Based on the explanation provided, it can be concluded that the two Work Plan Documents (RKM) give rise to sub-work needs essential for the development of Ma'arif educational administration quality. These professionally organized sub-work needs are based on internal analysis (IA) and external analysis (EA), resulting in three forms of Ma'arif education quality development work. The formulation of such sub-work is the responsibility of school principals and Madrasah committees, tasked with strengthening resource support, staff supervision, IA and EA analysis, and fostering organizational cultural change. Subsequently, the implementation process by these leaders generates an inventory of Ma'arif educational quality development work, including activities related to achieving the 8

135

National Education Standards (SNP), administrative work reinforcement, and support for general and religious activities. The distribution of such work involves a nuanced approach, balancing market-driven needs with internal cultural reinforcement, departing from Weber's (Weber & Henderson, 2012) concept of work delegation purely based on market demand. This nuanced distribution acknowledges the importance of organizational values and culture alongside market considerations. Furthermore, the selection process for staff tasks prioritizes both competency and commitment, with commitment defined not solely in cognitive terms but also in psychological and spiritual dimensions, aligning with the organization's religious and sociological ethos. This approach to work distribution underscores the organization's efforts to optimize internal culture and human resources while pursuing competitive advantage in the market and adapting to societal changes. In conclusion, the analysis of bureaucratic governance elements highlights the need for an ideal model framework to objectively develop Ma'arif educational quality. This model should integrate rules, authority, and work distribution, considering various factors for effective management and enhancement of administrative quality.

The diagram above illustrates the interconnectedness of the findings from the three focal points of this research. It indicates that governance is carried out systematically and comprehensively. "Systematic" refers to having clear and measurable foundations and directions, while "comprehensive" denotes interconnectedness among the stages and elements of bureaucratic governance. This holistic approach aims to yield implications for administrative development that optimize cultural values while also enabling adaptation to societal changes and competition. At the core of the model developed is the governance of Ma'arif educational administration quality development, which can be achieved through policy implementation based on the integration of institutional cultural work values and societal change, the formation of rational-legal and transformative-charismatic authority, and the distribution of work based on the adjustment of job needs, competencies, and commitments of the actors involved. The fundamental aspect of this entire process is the consistency of goals across all stages, namely the reinforcement of fragmented work values and the enhancement of the roles of market and adhocracy within the Ma'arif educational institution.

CONCLUSİON

The research findings emphasize the development of an effective bureaucracy governance model for Ma'arif educational administration. This model integrates rule, authority, and work distribution governance. Theoretical implications contribute new insights to governance discussions, while practical implications offer structured frameworks

136

for administrative development initiatives in Ma'arif educational institutions. The ideal bureaucracy governance model for Ma'arif educational administration can be categorized into three aspects: rule governance, authority governance, and work distribution governance. Rule governance involves policy formulation based on internal and external assessments, resulting in policies like the Mid-term Madrasah Work Plan and the Annual Work Plan. Authority governance encompasses custom authority, combining rational-legal authority and transformative charisma to enhance administrative quality and work culture values. Work distribution governance considers various competencies in leadership distribution, ensuring alignment with organizational goals and human resource capacities. Overall, the governance model at MA Ma'arif Ambulu exhibits unique characteristics, tailored to the institution's needs while remaining integrated within broader regulatory frameworks.

The recommendations stemming from the research findings hold significance for various stakeholders. Government bodies such as the Ministry of Religious Affairs should consider implementing an integrated governance model for Ma'arif education, given its legal ties with PBNU and the strong Islamic cultural background. PBNU and LP Ma'arif need to strike a balance between formal authority and religious work culture in managing Ma'arif education. Ma'arif education developers, especially in institutions like MA Ma'arif Ambulu, are advised to integrate local culture with rational considerations of the market and institutional adhocracy in their innovations. Furthermore, future research should expand these findings to other Ma'arif institutions to validate and enrich the understanding of governance models, bureaucracy, and administrative development within the broader Ma'arif educational context.

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