

THE BUREAUCRACY MANAGEMENT ON MA'ARIF ISLAMIC SENIOR HIGH SCHOOL ADMINISTRATION DEVELOPMENT IN AMBULU-JEMBER REGENCY INDONESIA

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Abstract

The development of Islamic education is measured with the purpose to compete in global competition. Bureaucracy governance becomes the most fundamental problem which has not been administered professionally. This cause is based on traditional religious beliefs that have an exclusive side about modernization. This research finds out about bureaucratic governance examination to develop the quality administration of Ma'arif Islamic Senior High School in Ambulu, Jember Regency. This madrassa is one of the religious education institutions owned by Ma'arif NU Education Institution and has succeeded to improve its quality. This study focuses on bureaucracy theories' important elements which consist of three: governance rules, authority, and work distribution to maintain the administration quality. The purpose of this research is providing an explanation of bureaucratic governance in order to develop the school administration quality. These rules are aimed to develop the fragmented value and strengthen the institutional market-adhocacy function. Second, the authority governance which carried out by the customs authority model. There are two integrated models, namely rational-legal and transformative attractiveness authority. Rational legal is the basis for school legitimacy same with the government and PBNU. Meanwhile, the attractiveness transformation is implemented as the basis for the local authority that optimizes Islamic values on the school's quality development. And the third is the work distribution governance.

Keywords: *Governance, bureaucracy, administration, quality, Ma'arif*

1. Introduction

Education is the most urgent thing in the development of culture and people's welfare in Indonesia. From economic, social, and even political developments, it depends on how strong the quality of existing educational services is. For this reason, efforts to strengthen education services for the community must be pursued together. Not only the state, but all groups also have the responsibility to participate in developing community education. In Indonesia, one of those concerned with the urgency of education is the Islamic religious group. Not only because of welfare issues but also because of the importance of maintaining noble religious values in society. Asyari, et al., explained the reasons that prompted religious group entities such as Muhammadiyah, al Ersyad, and of course, also Nahdlatul Ulama (NU), the mass organization with the largest members has a purpose to establish educational institutions (Asyari et al.,

2021). This is certainly a mandate from the 2003 National Education System (Sisdiknas, 2003: 52).

NU, which has played an important role in the development of culture in Indonesia from the start, both socially and politically, has also made efforts to participate in providing educational services to the community. This is under its Bylaws policy, which clearly states its commitment to innovation in matters lost ' in accordance with the needs of the times and society. One form of its efforts is to participate in developing a society that is useful for the nation and state (Pengurus Besar Nahdlatul Ulama, 2011).

The concrete effort made to achieve the goals in the AD-ART is to develop educational institutions through the establishment of a foundation for the Ma'arif Educational Institution (LP). This institution oversees several formal educational institutions. Starting from the level of early childhood education to middle school. Its development was very rapid, in 2010 there were still around 6,000 schools and madrasas (Panitia Mukhtamar NU, 2010). In the next ten years, the number has more than tripled. There are about 20,136 standing under its auspices (LP Ma'arif NU Inventarisasi Sekolah dan Madrasah, 2020).

This development certainly shows two things, *First*, the Education Institution of Ma'arif received a response from the community. This, of course, has been proven. Erwin in his research explained that branding carried out by the Ma'arif institution has proven to have increased public interest (Indrioko, 2022). Hidayatun, et al, also found the same thing. They explained that the development of community interest in Ma'arif Prison was successful because the strategy used was also strengthening the organization of NU itself (Hidayatun et al., 2017). *Second*, educational institutions are managed professionally. Zahid, Waslah, and Emi Lilawati explained that quality was born from the recruitment of skilled human resources (Zaman et al., 2022). Asmiyati explained the good quality was due to the institutional leadership that was able to become supporting increasing educational power and teaching staff (Asmiyati, 2018). Hafidullah, et al., further explained that the most important factor in its development was the transformation of its leadership following the changes and educational needs of the community (Hafidulloh et al., 2017).

All of the above findings are evidence of good quality governance. Good standards on the development of an institution, of course, have many standards. One of the professional standards that have been extensively studied by the idea since the modern era is "*good governance*". Addink explained this concept as a policy rationale and good governance in developing institutions in the modern era. Many of his conceptions are used as the basis for policy. Its role is to bring government policy formulation closer to changes and the democratic needs of society (Addink, 2019: 3). So, a good development in the current era of democracy is a bureaucracy that is capable of implementing good *governance* nicely.

The context was initiated by good *governance* in the development of education because of the findings of the management of educational institutions that are independent of society. Leaders or head schools are unable to mobilize several educators and teaching staff to improve the quality of their educational services. One of the reasons is because of the distance policy towards the school community. So not only is it far from the wider community, but there is also no good public communication (Noor & Rahmatlillah, 2020: 4-7). Through the presence of

principles of good *governance* which includes accountability and efficiency, these problems can be resolved. The sublimating Zijlstra Elements of the social '*rechtsstaat*' as a quality standard that needs to be included in policies and considerations for the implementation of organizational development, regardless of its form (Silins et al., 2002).

Problems that become the background of the birth of the good governance conception, of course, are the same as the context of passion or the spirit of the ministry of education's independent learning program today. Several years ago, the Ministry of Education and Culture issued a program policy "freedom to learn". One of the passions born was to direct educational goals to be more contextual to social problems that occur. In the guidebook that has been published by the ministry concerned, it is stated that the orientation of the policy program seeks to strengthen the pattern of "*student-centered learning*". This means bringing together educational goals to the real needs of students (Tim Penyusun, 2020). This idea is certainly almost in line with good governance passion which also seeks to link the principal's development policy so that it is more based on the needs of the structural students of his subordinates.

Included in the context of this research is the management of Ma'arif Prison which was initiated Nahdlatul Ulama', progress is suspected to have come from the better achievement of quality good governance standards. Within NU itself, it has been proposed and attempted from the start. Several years ago, at the 2010 NU Congress, H. Mustofa Zuhad Mughni, Former PBNU, explained that NU needed a bureaucratic system that was managed with good governance principles. By implementing its quality standards, NU will be better off. This needs to be pursued as soon as possible, both in NU in general and its sub-institutions. He mentions such standards with good terms *jam'iyah* governance (Pengembangan Good Jamiyyah Governance di NU, t.t.).

As mentioned before, since 2010, the development of LP Ma'arif school is growing rapidly. Some experts have ensured the implementation in some schools under his patronage. Sumanto Al Qurtuby the next three explained the good governance efforts application within NU in general. In his discussion, he connects good *governance* in NU as a system for developing a culture of tolerance within the NU organization (Al Qurtuby, 2022). Daris, Hadi Prayitno, Edy Wibowo, and Purwo Wibowo explained good *governance* has been successfully implemented in strengthening LP Ma'arif vocational education (Prayitno et al., 2022). Cici Annisa, et al., gave an example of one of the institutions that was successful in implementing it in higher education, the NU Surabaya University. Institutions practice good governance in its financial system auditor (Wati et al., 2018).

Some of the research above shows that Ma'arif's conception of institutional bureaucracy is very appropriate because it has created efficient and effective organizational work. Even though some parties say that NU educational institutions are difficult to do professionally. This is because NU was developed managerially by the pesantren community who were educated in a traditional educational culture. There are several criticisms from experts about the implementation of the structural bureaucracy of Ma'arif NU Education Institution.

Tolha et al., in their research, stated that three weaknesses often occur in the institutional development of NU. *First*, financial weakness. NU is funded with funds sourced from the

cooperation of volunteers. *Second*, management system and unprofessional management. This weakness is due to the adoption of rational science and technology development which is not developed seriously. *Third*, a growing tradition in NU. In this case, the developed bureaucratic culture is still being intervened by the fundamental culture of NU which is based on pesantren (Hasan et al., 2010).

The data mentioned in Hasan Tolhah's research findings are antithetical to previous scientific accolades. Based on the urgency of theoretical development and praxis, this study seeks to investigate in more detail the bureaucracy developed at Ma'arif Prison. Bureaucracy is a necessity that must be managed properly and appropriately. The conceptual framework was introduced by Max Weber. For him, the most important thing in developing organizational work is the regulation of authority and work. So he initiated bureaucracy based on the type of authority and rational and administrative distribution of work (Weber & Henderson, 2012: 124-130). In the context of educational institutions, Weber's ideas were then developed by Mark Olssen, et al., by calling them important for the development of educational institutional policies. According to them, Weber's ideas emphasize the understanding that policy must be based on the level of rationality of subordinates and also other changes that occur. He calls subordinate rationality educational service innovation, in this case, he calls it something related to "*social choice*". While the changes that occur, are accompanied by "*market needs*" (Olssen et al., 2004). In the context of this study, the Education Institution of Ma'arif NU, a good bureaucracy is regulated by a rational bureaucratic pattern, which links the choice of educational services and changing community needs.

2. Research method

This study chose a qualitative method with a phenomenological approach. This approach is considered relevant in the effort to explore the meaning of the efforts to develop bureaucratic governance carried out by Ma'arif Senior High School in Ambulu, Jember Regency. Based on this approach, the meanings sought by researchers are not individual, but universal meanings which are systematized based on the meanings originating from the individuals who are the subjects of the research. Creswell explained that phenomenological studies are nothing but describing the understanding of several individuals towards their various life experiences related to the reality around them. The main goal of phenomenology is to reduce individual experiences of phenomena as a description of the universal essence (Creswell, 2014: 10).

Aligning with the transcendental phenomenological perspective. There are at least two variants of phenomenological studies that are often used as research approaches, namely hermeneutics phenomenology and transcendental phenomenology. The phenomenological hermeneutics approach is directed at life experience and aimed at interpreting the 'text' of life. Meanwhile, transcendental phenomenology focuses less on the interpretation of the researcher but is more directed toward the description of the experiences of the participants (Creswell, 2014: 109-110). Everything related to bureaucratic governance development activities, researchers understand as something new, as if for the first time researched by researchers. Research data was obtained from various sources ranging from information, people, activities, places, photos, pictures, and others. Considering that the types of research data are quite diverse, the extraction process was carried out by using various anyway. Broadly speaking, the data collection

techniques used in this study included (a) *in-depth interviews*, (b) *participant observation*, and (c) *documentation* (Sutopo, 2002: 19).

Interviews encourage participants to reflect on the meaning of their experiences (Hadi, 1990: 63). In-depth interviews in qualitative research involve more than actual interaction. Several stages need to be considered in this in-depth interview; finding and selecting participants, building connections or relationships, having contact names, interviewing, making recordings, and ending interviews (Darlington & Scott, 2020: 46-61). The interview data is shown in Table 1.

Table 1 : Bureaucracy Elements and Indicators from In-Depth Interviews with Informants

Beurocracy Element	Indicator	Informant
Bureaucracy Rules Management	a. Applicable Norms	1. The Ministry of Religious Affairs Staff in Jember
	b. Rules Documents	
	c. Structural Action Limits	2. PCNU and Ma'arif Institution Leaders
	d. Control and Sanction Forms	
	e. Rules Form as Legitimacy	
Bureaucracy Authority Management	a. Basic Authority	3. Headmaster
	b. Authority Variety Forms	4. School Administrators
	c. Authority Implementation	5. School Staff
	d. Authority Hegemony Levels	6. Parents or Others
	e. Policy Making Authority	
Bureaucracy Work Distribution Management	a. Basic Functional Work	
	b. Work Resources	
	c. Work Specialization	
	d. Work Delegation Procedure	

Reference: Researcher analysis

A Journal written by Izzeddin Mahmoud Abed Alshaerb et al. entitled “*Governance of Public Universities and Their Role in Promoting Partnership with Non-Governmental Institutions*”. This journal was published in SSRN in 2017. This previous research found that an Islamic University like Al Azhar requires good governance principles. In addition, it also requires a strategy that focuses on developing human resources and knowledge about it with conducting training on good governance. All of this is for the sake of maintaining the quality of University services amidst financial pressures and the needs of the international community (Alshaerb et al., 2017). The similarities with this research are the same focus on the development of

educational institutional governance. However, the main focus of previous research is not on the development of administration and bureaucracy. Only focus on governance courses.

Research compiled by Eman Gaad with the title “*Inclusive Education in the Middle East*”. This research publishes in book form by Routledge in 2010. The findings in this study provide an overview of the process of developing educational institutions in the Middle East and some of the efforts made. The Middle East, which has a closed culture in its education, has finally made efforts to develop its educational inclusivity. But of course, there are many challenges faced, one of which is disability education which does not yet have a clear format (Gaad, 2010: 68).

This previous research also discussed efforts to develop governance for the development of educational services. Previous research also discussed education with a strong religious culture. It's just that the previous research did not focus at all on efforts to develop educational administration as this research. The research was written by Mohamed Mousa, Hiba Massoud, and Rami Ayoubi with the title “*Responsible Management Education in Time of Crisis: A Conceptual Framework for Public Business Schools in Egypt and Similar Middle Eastern Context*”. This work was published in the journal *Public Organization Review* in 2022. This study proposes a potential direction of an RME scenario undertaken by business schools in Egypt. The results are findings on the cultural context of the process of articulating the main antecedents of RME before and after Covid-19. The point of the meeting is five important propositions in the development of educational services in post-Covid-19 Egypt (Mousa et al., 2022).

This research was conducted by Ismara, et al. by title “*Improving the Vocational School Performance through the Good School Governance*”. This journal is published in *International Education Studies* in 2020. This research analyzes the development of vocational education governance. The focus is vocational education in Indonesia. The findings are a model for improving the performance of vocational schools based on good school governance. This model combines the implementation of the principles of transparency, accountability, and the like (Ismara et al., 2020).

Scientific work compiled by Abhishek Bhatnagar and Nomesh B. Bolia with the title “*Improved governance of Indian school system through school consolidation*”. Their writing was published in 2019 in the *Journal of Policy Modeling*. This research focuses on the development of school system governance in India. In conclusion, his findings introduce a mathematical system model in terms of school consolidation to weaken the problems and challenges that exist in the process of interaction between institutions. This model was applied to a case in a district in the state of Karnataka, India (Bhatnagar & Bolia, 2019).

The work compiled by Andrew Wilkins under the title “*Whither Democracy? The Rise of Epistocracy and Monopoly in School Governance*”. Its form is a journal and published together with other experts in a book entitled “*Re-imagining Education for Democracy*” In 2019. This research analyzes professional shifts in school governance through a study of recent and in-depth changes affecting the development of education policy in the UK since around 2010. The locus is *Academies Act*, and the findings describe that educational reforms that facilitate privatization, depoliticization, and devolution of the management of the school system are

widespread. The consequence is to produce diverse results and benefits for different stakeholders and interest groups (Wilkins, 2019).

Penelitian Priya Priyadarshini dan Purushothaman Chirakkuzhyil Abhilash with the title “*Rethinking of higher education institutions as complex adaptive systems for enabling sustainability governance*”. Research published in the *Journal of Cleaner Production* in 2022. This research focuses on finding a model for developing sustainable governance. Research focuses on the issue of weaknesses in higher education institutions in the governance adaptation process. The findings in the research explain that sustainable governance can be developed in several ways. One of them is by seeking the attachment of the governance model to the changes and needs of society (Priyadarshini & Abhilash, 2022).

3. Results and Discussion

Public Organization Management Discourse

Public administration is important in the process of developing services to the community. Because of that, the process needs to be done as effectively as possible. It is generally understood that administration is a guideline and instructions for the implementation of work or business individuals or community groups. Newman gave an explanation and was quoted by Simbolon, that administration is a policy used to develop and clarify work (Simbolon, 2007). More clearly, Silalahi explained administration as a certain organizational agreement that was mutually agreed upon. According to him, the administration is governance that is composed of neat and systematic understanding. The organization is referred to as an explanation of some facts in writing as something that results from many facts and organizational perspectives (Silalahi, 2009: 6).

Because of the significance of this public administration, its preparation must be carried out with good principles. Pandji Santosa explained that one way that can be done in developing good public administration is by guaranteeing the existence of principles of good governance. Good governance itself, according to him, is a new paradigm that can qualitatively encourage the structure of an open, effective, and efficient public administration (Aditama, 2008). This explanation encourages a strong relationship between the development of good governance as the basis for good public administration governance.

Administrative governance conception can be matched with the term good governance. *Governance* in English is referred to as governance. Such terms that need to be emphasized in the concept development course are related to the terminology “*governance*”. Governance of course not government. Although both have almost the same meaning, namely government. However, both are substantially different. The government can be interpreted as a group that carries out services and leads all community affairs. Governance can be translated as government. Its meaning tends to various processes carried out by the structure. So, the government is more towards the ruling system. Whereas Governance is the practice of group work. Therefore, good governance is talking about the principle of government (Khan, 2019).

Indrajit is a professor who graduated with a Master of Applied Computer Science from Harvard University, Massachusetts, USA. He explained that in several existing references, the term “*governance*” has a different dimension from management because it is at a more philosophical

level. Although in speaking the actor and the process cannot be separated, they are substantially different. Governance is carried out by referring to the principles of goodness or positive nuances, not leading to activities that are “*machiavelist*” aka “justify various negative ways to achieve goals or objective meant”. So it’s very different from management who doesn’t talk about those aspects. Such a definition that underlies governance is more closely termed governance (Indrajit, 2013).

More straightforwardly, Jean Tirole suggests that governance because it is also different from management which is closer to the process dimension because of its nature to manage resources, governance is in the dimensions of the structure accountability and decision-making on various strategic activities. So it is not surprising that the discussion includes aspects of transparency, *accountability, responsibility, independence*, and fairness organization (Tirole, 2006). So the scope is actually in the separation of ownership and control. By Schein, governance as a way to maintain corporate performance standards (Schein, 1986).

Concept framework development course governance sparked because of the significance of public organizations. The preparation must be done with good principles. Pandji Santosa explained that one of the ways that can be done in developing a good public organization is by guaranteeing the principle of “good governance”. Good governance itself, according to him, is a new paradigm that can qualitatively encourage the structure of an open, effective, and efficient public administration (Aditama, 2008). It is this explanation that encourages the existence of a strong relationship of good development governance as the basis for the good governance of public organizations.

Organizational governance conception can be matched with the term good governance. Kindly theoretical good governance is an innovative idea of leadership development and organizational structure. Conceptually, it is part of the development of governance mechanisms. The context he initiated was the existence of weaknesses in the government system country far from the expectations of society. Good governance is initiated to guarantee a good relationship between the community and the government. It is not surprising that the discussion of the concept reinforces several principles such as accountability, participation, and so on (Hetifa, 2003).

Good governance has been studied and developed in all scientific disciplines. Not only in the development of government administration but also in the social, economic, political, and even legal fields. Hart, for example, talking about good governance from a legal perspective. According to him, good development governance as a legal principle encourages the development of law that is just and under the values of society (Hart, 1961). Even though it can be contextualized in various perspectives, the passion is the same, namely to develop a government that is not based on the problems it governs. Schlössels and Zijlstra explained that it leads to strengthening government accountability and efficiency. Which harmonizes these two things as the rule of law (Schlössels & Zijlstra, 2017). That is, a good governance process is proclaimed by strengthening the social participation side of the community.

Based on the explanation above, the good governance concept is related to two things. *First*, good governance as governance arrangements. In this case, covering the entire nature of the process wants to ensure the needs and expectations of stakeholders in the organization are appropriate. So talk about how referrals which is essential to running the organization within

reach of its vision and mission. This directive, in the end, can become a reference for standard monitoring. In other words, the concept of financial governance is a process of considering several ethical and other matters in the form of directors or processes monitoring organizations (Indrajit, 2013).

Formally, this is used as the basis for activities carried out by the highest structural division of an organization in terms of working relations with its structural subordinates. process tactics, governance is a process that is an important action in determining policies and actions that are carried out by high or executive structures. In this case, Aytes, et al. exemplify it in the form of developing organizational forms of IT governance. he said, “*IT governance focuses not just on the allocation of decision rights within each of the IT-related decision-making domains, but rather attempts to more explicitly describe executive-level decision-making efforts within each of the domain*” (Beachboard et al., 2010). *Second*, good governance as organizational implementation management. as a management system is a concrete step in developing trust governance itself. In the idea of writing compiled by ISACA, it is explained that governance in managerial aspects covers four domains. The four are *planning, building, running, and monitoring* (PBRM) (Tim ISACA, 2012).

This conceptualization develops the concept of management, as Terry previously explained. It's just an organization termed as building, while implementation as run (Terry, 1956). This general management construction idea is used as the basis for the development of organizational management patterns in general. In other words, not only in one field but also in other fields, consider this basic construction as a source of a fairly good approach. One of them, for example in Idrajit. On the information and technology (IT) side of organizational management, governance includes *planning and organization, acquisition and implementation, delivery and support, monitoring, and evaluation* (Beachboard et al., 2010). If examined, the four are also based on management theory courses in general.

Based on the explanation above, it can be concluded that the development of public organization governance concerns matters that relate to organizational culture and is also a factor that can affect the management of public organizations. Its position is more on the orientation of the quality development and health of public organizations. So, the course developed some ideas that attempted to solve problems that occur and weaken public services. This discussion details the development of good governance courses in public institutions. As part of the conceptualization of good corporate governance, of course, several theories are used and have harmony with the basic theory in general. There are at least four theoretical constructs that were initiated by several experts before. As for the framework theoretically is first, *Agency Theory*. Jensen and Meckling describe the relationship agency as a contract under one or more (*principals*) which involves others (*agents*) to perform some service for them involving the delegation of decision-making authority to agents. The principal expects that the agent can work hard to maximize shareholder returns, but this delegation of authority can be abused by agents by carrying out earnings management. The illustrations of the agency theory framework concept as common drawings are used by some experts as follows in Figure 1 (Fox, 2019):



Figure 1: Conceptual Representation of Agency Theory

Therefore, agency theory is based on contractual relationships between members in a company where principals and agents are the main actors. The principal is the party that gives the agent the mandate to act on its principal behalf, while the agent is a party given the mandate by the principal to run the company. The agent is obliged to account for what has been mandated by the principal.

So, as mentioned by Naomi in the statement below:

“Principal-agent theory, or agency theory for short, has been the dominant theory of corporate governance arrangements in the economics and finance literature. It is based on the assumption that the owners of an enterprise (the principal) and those that manage it (the agent) will have different interests. Hence the owners or shareholders of any enterprise face the problem that managers are likely to act in their interests rather than to benefit shareholders. While free markets are seen as the best restraint on managerial discretion, agency theory sees corporate governance arrangements as another means to ensure that management acts in the best interests of shareholders” (Tornyeva & Wereko, 2012).

Based on the explanation of this picture, in essence, this theory positions the main owner or shareholder as a symbol and control authority. In terms of financial governance, agency theory is used to adjust the financial mapping process so that it remains systemized and structured. In the context of educational organizations, this agency theory has a hierarchical and systematic character. All financial policies are held by school stakeholders. *Second, Stewardship Theory.* In contrast to the theoretical composition above, where there is a lot of involvement in leadership and delegation given to agencies. *Stewardship Theory* has more emphasis on the side of similarity, motivation from a leader, and implementation which his subordinates can emulate. Naomi States that:

“Stewardship theory is grounded in a human relations perspective and starts from opposite assumptions to agency theory. It assumes that in general managers are motivated by more than their narrow economic self-interest. Managers want to do a good job and will act as effective stewards of an organization’s resources. As a result, executives and shareholders of the organization are better seen as partners. Hence, the main function of the board is not to ensure managerial compliance but to improve

organizational performance. Applying this perspective to the public sector the role of a governing body is primarily strategic, to work with top management to set the direction of the organization, add value to top decisions and improve performance”(Chambers, 2010).

So this conception of governance theory does not rely on agency relations with citizens. Not concerned with inter-loyalty followers testing. The variable is *Stewards* and shareholders. *Stewards* as executives and organizational managers are obliged to protect and maximize shareholder wealth through organizational performance. They are shareholders, protect and generate profits for *shareholders* as a shareholder. Service users feel satisfied and motivated when organizational success is achieved. It emphasizes the position of employees or executives to act more independently so shareholders can experience the maximum benefit. Employees take ownership of their work and work diligently at it.

However, it is more positioned as a work partner who tends to provide motivation rather than strengthen the hierarchical structure of work authority. In the context of public organization administration governance, with this theory, it can be explained that the stakeholder roles of the organizations are not only viewed by people who have high authority but also must be seen by the skills of strengthening the togetherness of the organization’s work. This is what Monica and Sorin call a concept developed by linking the theories of motivation and belief (Monica-Violeta & Sorin, 2013). The illustration is as follows the stewardship theory framework concept in Figure 2 (al Mamun, 2013):

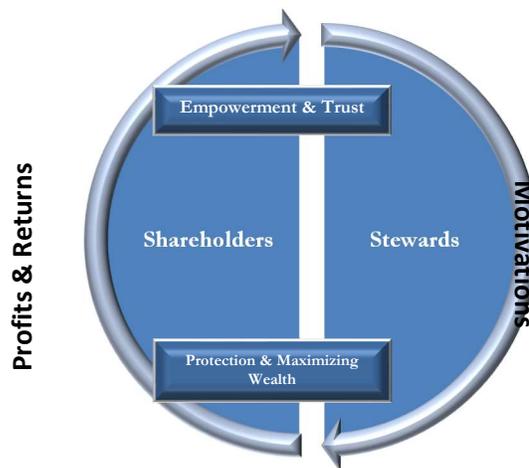


Figure 2: Conceptual Representation of Stewardship Theory in Public Organization Administration

Dialectics, this theory is a counter concept to agency theory. The theory does not at all test the compliance of subordinates or corporate executives of public organizations. The position of manager or stakeholder is not in charge of improving organizational work compliance. *Third, Conformance and Performance Dimension Theory.* If the two approaches above, the instrumentation model approach Good Corporate Governance put in position agency and togetherness among members in a particular company. This theory places more emphasis on

short-term performance(*conformance*) and long-term performance(*performance*). Tricker states that:

“Conformance involves two main functions external accountability including compliance with legal and regulatory requirements and accountability to shareholders or other stakeholders, and supervision of management through monitoring performance and making sure that there are adequate internal controls. This conformance dimension matches quite closely with the agency theory perspective on governance. In contrast, the performance dimension is about driving the organization forward to better achieve its mission and goals. This again consists of two main functions policy formulation and strategic thinking to take the organization forward. The performance dimension is in keeping with the stewardship theory of corporate governance” (Sundaramurthy and Lewis in Daily et al., 2003).

The following table explains these two theory work patterns in Table 2 (Chambers, 2010):

Table 2 : Conformance and Performance Focus: Agency Theory vs. Stewardship Theory

	Conformance	Performance
External Focus	<p>Accountability</p> <ul style="list-style-type: none"> - Ensuring external accountabilities are met, e.g. to stakeholders, funders, and regulators. - Meeting audit, inspection, and reporting requirements. 	<p>Policy Formulation</p> <ul style="list-style-type: none"> - Setting and safeguarding the organization’s mission and values. - Deciding long-term goals. - Ensuring appropriate policies and systems are in place.
Internal Focus	<p>Supervision</p> <ul style="list-style-type: none"> - Appointing and rewarding senior management. - Overseeing management performance. - Monitoring key performance indicators. - Monitoring key financial and budgetary controls. - Managing risks. 	<p>Strategic Thinking</p> <ul style="list-style-type: none"> - Agreeing on strategic direction. - Shaping and agreeing on long-term plans. - Reviewing and deciding major resource decisions and investments.

Fourth, Theories of Board Power. Naomi said that the existence of theory is not much different from managerial hegemony theory. A theory states that in every managerial process, there is a power that is played to produce a job and performance good. The explanation of the Board Power Framework Concept is illustrated in the following Figure 3:

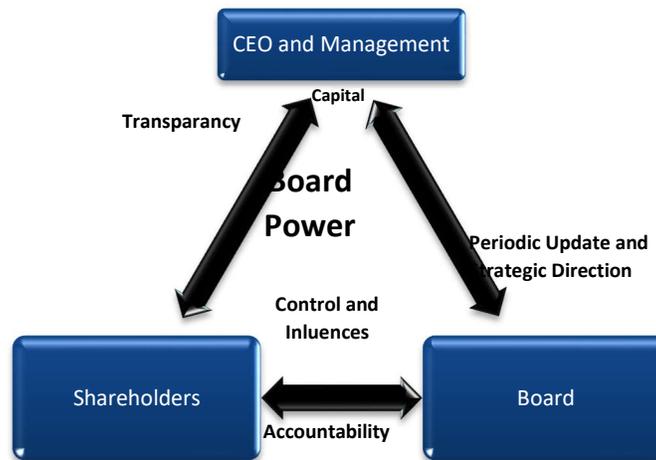


Figure 3: Board Power Framework Concept
Source: Naomi Chambers, 2010

One of these expanded powers can be used to carry out the values that are incorporated into the attitude of work professionalism. Naomi Chambers mentions how this theory works by saying, “*This theory suggests that managers, through their professional knowledge and control of key power sources such as information and other organisational resources, are able to exert most influence over key organisational decisions*” (Chambers, 2010). So according to him, there are several strengths needed to effectively manage an organization’s financial governance. In this case, Merton Huse explained that four kinds of forces need to be considered in conducting financial governance. The four are direct power, indirect power, conscience control power, and institutional power (Huse, 2005). Such strengths are important and formulated as the basis for the process of developing the governance of public organizations.

Management Rules of Ma’arif Institution Administration Development

Several important discussions are needed to fully describe the process of reading the governance model developed or developed on this research site. Several matters pertain to the basis, the drafting process to the format and forms of development rules. These various parts, of course, are the basic conception of policy in general. As stated by Simon (1960), rules can take the form of policies which rationally consist of the process of observing, preparing alternatives, and their choices. These three things are also found in the process of managing rules or policies for the development of educational administration.

First, relating to the basic rules for the administration of Ma’arif Education Institution. Before discussing at length the basis of rule governance, it seems necessary to emphasize that the process of managing rules relates to how rules are created and developed to become an integral part of the context of this study. As explained earlier, the context of research studies relates to the development of the quality of institutional administration. So that in this discussion, findings related to regulatory governance will always be linked to some efforts to develop the quality of education administration. So all the findings obtained will be examined by bringing these two theories together.

Policies in an organization, both in the world of education, of course, come from almost the same theoretical constructs. The policy is something that cannot be avoided from the necessity of an organization that forces various individuals to take action so that it is systematic and follows its goals. So basically, the policy is a good perception consensus bond that can be realized and accepted as something that binds and delivers work on targets to be achieved. The same goes for what has been built into the policy of educational development efforts. The rule acts as a shaping medium of sustainability work. This function is exactly as Tompkins described when discussing Weber's rules. According to the rules it is more pressured to maintain the continuity of work direction (Tompkins, 2004: 52). Because of this, rules in an organization require a complex consideration process. The considerations in the study can be referred to as the basis for the preparation of these rules.

Basic rules are very important in terms of organizational bureaucracy, especially in matters of achieving certain work goals. Position affects the objectivity of the rule itself. A good bureaucracy always has rules that are objective and accepted by all parties, especially all members of the organization. Likewise, of course, in the case of educational organizations such as Madrasah education units Ma'arif Institution. The education bureaucracy will be strong if it is supported by rules that are objective and acceptable to all education staff as well as educators. At this point, a good basis for consideration is needed in the formulation of rules so that they function and are accepted to bind the work of every educational development staff at the Ma'arif Institution.

So far, many experts have doubted Islamic education institutions, especially in the governance of policy development. Islamic Education Institutions are considered rigid and do not accept the reality of the development of modern society. Wang (2021), Hefner, and Zaman (2007) in their work, explain that the most debilitating thing about the governance of Islamic education such as the Ma'arif Institution is religious fundamentalism which is slow to be open to modernization developments that are taking place. For Lukens-Bull (2001), Islamic education faces "*two sides*" in one coin, the unavoidable modernity and fundamentalism of traditional religious norms that the Western currents fear. This assumption, of course, has been rejected, because many traditional Islamic educational institutions have surprised with the development of quite good quality. Islamic boarding schools, for example, have many capable of managing quality education and can even manage the development of funding well (Isbah, 2012). Thus, before this research was carried out, there had been a lot of well-established governance of religious education.

The educational unit of the Ma'arif Education Institution is not in doubt because it is in the form of Islamic education, but it is also doubtful because it is part of NU which is considered incapable of having good organizational governance (Hasan & et al., 2010; 6). The claims of several related experts are certainly the basis for the spirit of institutional development of the Ma'arif NU Education Unit's educational unit to improve its governance. One of the efforts made in the effort to develop good governance is by conducting reformulation and revising the rules relating to quality improvement. If previously considered slow and open to modernization developments, in the end, it is transformed to be dynamically sensitive to changes that occur. It seems that this is very evident in terms of the regulatory governance process in the findings of this study.

The governance of drafting rules in the development of Ma'arif Institution administration is carried out by first formulating basic matters which can rationally become the basis for the birth of bureaucratic norms or rules. The basic search appears to have been carried out through an internal and external institutional analysis process at Ma'arif Institution. Internal analysis is several individual perceptions, social conditions of the organization, and several formal rules that bind institutional work. Meanwhile, the external analysis is the opposite, namely some social perceptions and changes in society at large.

Internal analysis can also be referred to as internal basic analysis. In all binding matters, rules can be included as something that forms the basis of rules developed to improve the quality of institutional administration. Something that binds also means limiting and directing the work. The analysis process carried out in searching for these binding things appears to be carried out in two internal spheres, namely the condition of human resources and Madrasahs as well as existing and higher regulations, as well as values that have been passed down for generations and have been created within the educational unit environment of Ma'arif institution.

The internal dimensions in the research findings are all aspects that are analyzed to be used as a basis for policies, both regulations and education unit quality development programs. This is related to the condition of human resources, the norms or educational cultural values, and also the expectations of institutional stakeholders. Such conditions are analyzed openly and participative between internal structures. That is, it is carried out by holding deliberations that bring together all structures from the highest office holders to their subordinate staff.

The Institutions External Analysis of Ma'arif Education Units

The next analysis carried out to find or base governance policies for the development of institutional administration of Ma'arif Education Institutions is on the external scope of the institution. It is called external because it is not binding internally and is part of the changes that occur in the wider community. As explained in the findings, in the preparation of rules, analysis is often also carried out, both formally and non-formal, in the life of the wider community as consumers of education. This is what some famous experts call "*External Assessment*" (EA) (Lind & Nowak, 2015; Spina et al., 2016).

This external analysis process is related to two things, the governance of quality development rules, namely as a basis for conducting competition, empowerment, and community education services. The competition in question is of course an effort to adjust the direction of development to the demands of the community as consumers of education. Meanwhile, as a basis for empowering and improving services, the function is so that the rules compiled can improve the quality of the performance of the institution's functions as a community education service center.

These two things are considered to have greatly influenced changes in policies or regulations for the development of Ma'arif education units. One form, for example, is the transformation of rules from traditional to technology-based. Not only that but the Ma'arif quality development regulations are also adjusted to the development of community knowledge. This is intended to provide competition in the modern world. This process can be identified as a rules-oriented governance effort to master "*market*" education in society. Apart from being theoretical, such a process has been studied by Weber. For him, public legitimacy must be under the ethical

objective of the market. Initially, every economic consumer has different interests and perceptions related to products on the market. However, the difference then lies in the objective price authority (Weber & Henderson, 2012).

The Authority Management of Ma'arif Institution Administration Development

Governance of authority in theoretical discourse is an effort to develop legitimate authority in a structure. Legitimacy itself is a phenomenon that occurs because of the inevitability of human interaction. Every human being has an interest. To avoid conflict, every human being recognizes the existence of values that also give birth to authority among them. Some others feel submissive and obedient to authority. According to him, there are two ways, which can form or give birth to the recognition of this authority. Some have authority that comes from interests and some don't (Weber & Henderson, 2012). These matters will be discussed concerning the agenda for developing the administration of Ma'arif education.

In fact, in this sub-study of findings, there are several discussions related to several things that are considered important in explaining the governance of the authority to develop the Ma'arif education administration. To try to explain this, researchers are interested in describing according to the reasoning developed by Weber. He outlines fundamental things that are urgent and must be described as the ontology of the conception of authority. His reasoning in dissecting authority is very suitable to be developed in this sub-discussion. The reason is that he also connected the authority and the necessity of administrative development. Thus, the identification of the concept of authority that is explained, more or less, will have a lot in common with the findings in this study (Weber & Henderson, 2012).

Researchers need to test several forms of authority that emerged in the process of developing the quality of Ma'arif educational administration. *First*, development authority is based on formal rules. This authority is born from the existence of rules that are widely decided by authorized institutions based on the general rationality of public policy. So, the authority obtained is due to strong legitimacy and is administratively and structurally binding on the Ma'arif education unit.

Some of the rules in question are policies that are decided within PBNU and also the government. Some of the rules originating from PBNU are carried out by all rules relating to the work authority of Ma'arif Institution and the structure of its education administration. The rules originating from PBNU are of course produced from national meetings, whether in the form of a PBNU congress or Ma'arif National Working Meeting. As for regulations originating from the government, the same is true, namely policies formulated in a participatory manner by government agencies.

The Ma'arif education unit which in this case belongs to *jam'iyah*, is a sub-structural that will always be bound rationally to its large organization, the Ma'arif Educational Institution. In this case, one of them is the policy resulting from the Ma'arif Education National Meeting in 2022. The same goes for its relationship with government institutions or agencies. Madrasah Ma'arif as formal religious education is bound by all the rules regarding madrasas issued by the Ministry of Religious Affairs. In this case, among others is the Decree of the Director General of Islamic Education Number 3932 of 2021 concerning the appointment of school principals, PMA No. 60 of 2015, and so on. Even in terms of development standards, Madrasas are still bound by the

National Education System Law. All such policies are of course legitimate to the structural authority of the developer of the Ma'arif education unit. Such authority that researchers identify as a form of authority is “*legal-rational*” (Weber & Henderson, 2012).

Authority based on such rational rules, it can be said that authority appears as the sound of the rules compiled above. That is, the amount of authority is following the work area that has been regulated hierarchically in the law or all applicable regulations. To see such a hierarchical structure, look at the following Figure 4 of the legal-rational hierarchy of Ma'arif Institution administration development:

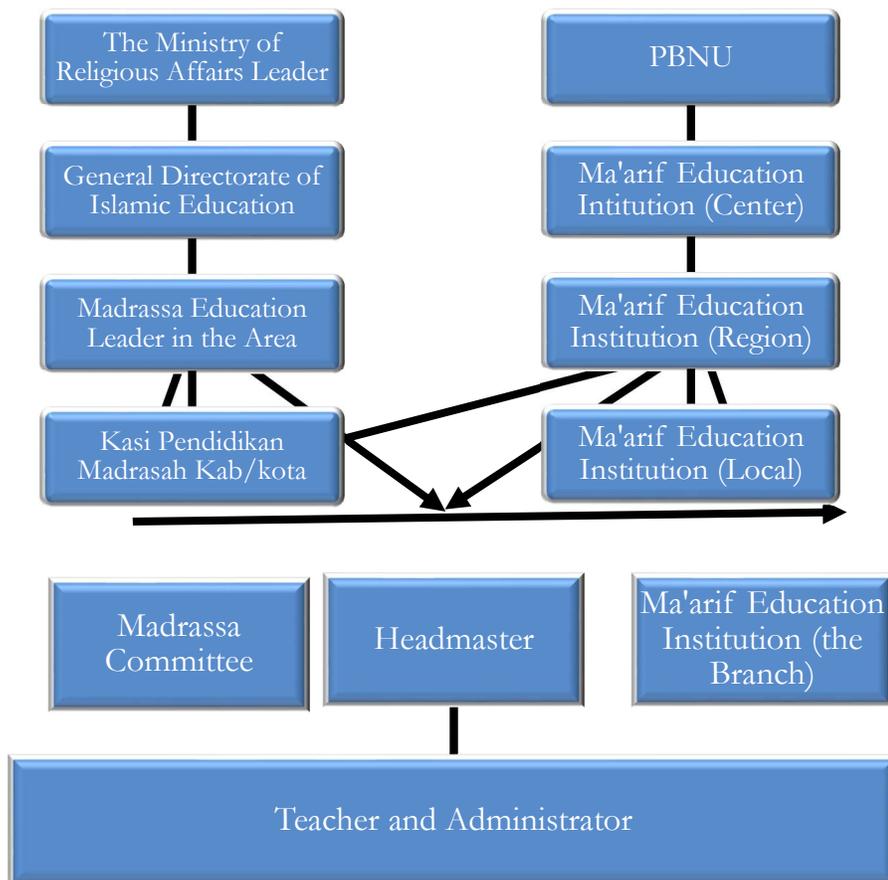


Figure 4: Legal-Rational Hierarchy of Ma'arif Institution Administration Development

The picture above is a hierarchical arrangement of the authority for the structural development of Ma'arif education from a legal-rational perspective. The various hierarchical flow charts above are based on findings regarding the rules that apply and are institutionally and administratively binding. The necessity of such a line of authority is a functional necessity of formal institutional administration in Indonesia. The series of structures is commonplace and many people already understand. Theoretically, this has been discussed at length and explained by Weber. Authority born of consideration legal-rational is a necessity that cannot be avoided

by the institutional administrative network itself. This pattern is termed as an “*administrative organ*”. According to him, rationally, agencies working in a certain field must submit to the agency that oversees them and represents the administrative agenda scale large (Weber & Henderson, 2012). So, submission to the structural authority of the government and PBNU is a logical consequence. The rationale for this is that Ma’arif education is harmonized as an agency that is in charge of an issue of affairs from the government and PBNU. Agreeing to be part of the goals of an agency that has more holistic goals is also agreeing on a bond or hierarchy of authority.

As an authority originating from legal-rational, then the authority was born of a common consensus. That is, changes to the hierarchy above will change through a shared consensus and based on scientific considerations. Such is the nature of authority that originates from considerations of rational legality. Even though there is a hierarchy of authority as shown above, it does not mean that the principal, committee, or Ma’arif Education Institution in the process does not have the freedom to take innovative actions as needed.

Work Distribution Management of Ma’arif Institution Administration Development

The next sub-discussion is the governance of the bureaucratic work distribution process for the development of Maarif educational administration. The distribution of work referred to in this discussion is everything related to the governance of connecting human resources with planned work needs. So that in this discussion, the thing that will be discussed the most is the management of human resources in the process or activity of developing administrative quality.

Some experts talk about the process of developing work specialization. For the findings that have been described in the previous chapters, in this discussion, we will try to meet with some of the studies of some of these experts. As explained earlier, the process of developing work specialization is developed by linking the work needs of developing the quality of madrasah administration with the resources they have. The resources referred to in this process are of course the implementing structures owned by Ma’arif Education.

First, related to work integrity analysis. The need for work which is the basis for the governance of work distribution for the development of administrative quality is a consideration that emerged from some policies that have been described in the first sub-focus of this research. It is necessary, the researchers explain again that the policy in developing the quality of Ma’arif educational administration is based on several internal and external analysis processes. From the results of the two, the vision, mission, objectives, RKM, and staff code of ethics were then compiled. The needs are explained as sourced from some policies that have been prepared.

One of the most urgent forms of policy that underlie the work distribution governance process is the RKM (Madrasa Work Plan: *Rencana Kerja Madrasah*). Policies are rules that are contained within the list of work needs. The form of course is the strengthening of services and jobs. This is as described by Weber that division of labor is always related to reinforcement service or work (Weber & Henderson, 2012). This is also the case with Ma’arif Institution, it’s just that the form is more focused, namely strengthening the administrative quality of educational programs.

The direction of developing the quality of education in RKM is of course born from its goals, mission, and vision. All three are also based on purposeful processes of IA which is fragmented value and EA which is oriented towards strengthening functions of market and adhocracy. So, the form “*service or work*” in terms of work requirements in this process leads to strengthening activity executors who are oriented towards ensuring the cultural values of the madrasah organization remain strong and at the same time increasing the quality of advantage competence and madrasah services amid the needs of the wider community. That is, the work distribution process is not separate from other processes. It is not separate from the analysis process and the policy direction that has been prepared. Everything becomes one unit whose outline is the effort to develop administrative quality. The various forms of work distribution management model of Ma’arif Institution administration development are as follows in Figure 5:

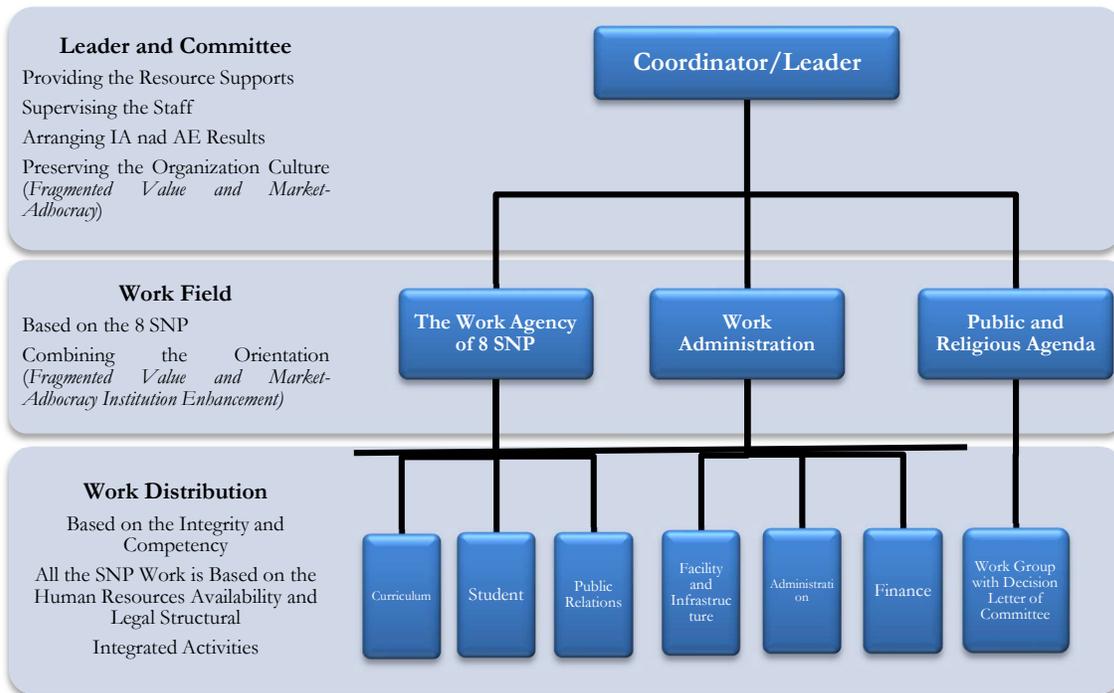


Figure 5: Work Distribution Management Model for Ma'arif Institution Administration Development

Based on the explanation of the picture above, it can be concluded that the two RKM gave birth to sub-work requirements needed in developing the quality of Ma’arif education administration. The sub-works which were professionally arranged based on the analysis of IA and EA developed into three forms of work to develop the quality of Ma’arif education. The preparation of such sub-works is the work of the Madrasah head and committee. They are required to strengthen the support of resources, supervise staff, analyze IA and EA, and regulate changes in the institutional work culture.

4. Conclusion

Three important elements are in the process of bureaucratic governance of the administrative development of Ma’arif Islamic Senior High School in Ambulu Jember. These three include

rules, authority, and patterns of work distribution. *First*, rule governance. The rules are prepared based on the management of internal and external analysis. The internal analysis includes values, traditions, and work culture. While external is carried out to adjust the rules to changes in culture and society that occur. The form of the rules consists of the composition of the madrasah work plan and also the code of ethics. *Second*, governance of authority. Authority is managed based on the rules in force as well as traditional religious culture which has been strong from the start at Ma'arif Islamic Senior High School in Ambulu. So, there is a duality of authority that appears face-to-face and in different shapes. *Third*, governance of work distribution. This process is carried out by linking the work requirements in the madrasah work plan and also analyzing the condition of human resources. Work needs are adjusted to SNP and other needs which include administration and religious activities. While the condition of human resources is carried out with standards of competence and commitment.

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