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### Governance and Scholarship School Innovation at the Nahdlatul Ulama Vocational High School Bondowoso Indonesia

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#### Abstract

This research topic has not been widely carried out by researchers, especially from the perspective of public administration, especially in Indonesia. This research becomes very important, especially if it is associated with the following two facts. First, based on the results of previous research studies that there is no research that describes the implementation of free schools for vocational high school education which is an innovation from these educational institutions. The results of many

studies that have been carried out are only research on the implementation of public policies based on the umbrella of policies in the education sector with a school or regional research locus. Second, the education gap in Indonesia is very large. The education gap is the gap between the size of the education budget that has been provided by the state and the limited access to education related to school financing. Research objectives 1). Knowing how the governance model for institutional development at the Nahdlatul Ulama Southeastang Vocational High School 2). Knowing how to manage the administration of free schools at the Nahdlatul Ulama Southeastang Vocational High School 3). Knowing the innovation model of organizing free schools at the Nahdlatul Ulama Southeastang Vocational High School 4). Knowing the institutional governance strategy at the Nahdlatul Ulama Southeastang Vocational High School in the implementation of effective free schools. This study used a qualitative method with the research locus at the Nahdlatul Ulama Southeastang vocational high school educational institution. The researcher determined the key information sources (Key Informants), namely the principal and the supporting information sources (supportive informants) consisting of the chairman of the foundation, school committees, teachers, students, employees, parents of students. Based on the results of the study it was



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concluded that: First, the governance of institutional development that is applied both at the Nahdlatul Ulama Southeastang Vocational High School strengthens the innovation of effective free school administration. Leadership and doctrine supported by the commitment of all parties to the internal structure are strong drivers of the achievement of the implementation of free schools at the Nahdlatul Ulama Southeastang vocational high school institution. Second, the principles of education governance, especially the principles of openness and transparency, strengthen the continuity of innovation for free schools at the Nahdlatul Ulama Southeastang Vocational High School. The principles of openness and transparency encourage all parties to

collaborate, coordinate and cooperatively carry out school innovations. Third, the governance of institutional development and the dimensions of education governance will encourage the tendency of the emergence of innovation. In this regard, free school innovation must be built through institutional development governance and the dimensions of good education governance by strengthening system innovation. Based on the results of research at the Nahdlatul Ulama Southeastang vocational high school institution, it is also seen how the managerial competence of the principal, leadership courage, and commitment from internal parties greatly impact the effectiveness of free school innovation. Fourth, the governance strategy for the implementation of free schools at the Nahdlatul Ulama Southeastang Vocational High School is carried out by strengthening the innovation of the system. Strengthening the system by implementing institutional development governance and the principles of good education governance. The development of innovation is to implement a strategy to use school operational assistance funds and operational support costs for education (BPOPP) in an effective and efficient manner to support the implementation of free schools.

**Keywords:** Governance, Scholarship School and Innovation School

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## INTRODUCTION

This study examines the governance and innovation of free schools that have been carried out by the Nahdlatul Ulama Southeastang Vocational High School since its inception on July 23, 2009 until now. This research will contribute to the development of administrative science, especially public administration which is directly related to public policy issues based on the dynamics of the free school policy that has been proven to be carried out by the Nahdlatul Ulama Southeastang Vocational High School. The free education policy which tends to be top-down because it is related to the policy of budget allocation and accountability for its use for the receiving institution can in fact be carried out bottom-up by the educational institution itself with the governance and innovations carried out by the institution.

In general, this study is to identify and analyze the institutional governance of the Nahdlatul Ulama Tenggara Vocational High School which is able to tactics to create various innovations, one of which is to organize free schools until graduation since its inception in 2009 and has persisted until now. This research topic has not been widely carried out by researchers, especially from the perspective of public administration, especially in Indonesia. This research is especially important if it is associated with the following two facts. First, based on the results of previous research studies that there is no research that describes the implementation of free schools at the Vocational High School level, the results of research on the implementation of public policies in the field of education with the research locus are schools or regions based on the policy umbrella they are implementing. Second, the education gap in Indonesia is very large. The education gap is the gap between the size of the education budget that has been provided by the state and the limited access to education related to school financing.

The Nahdlatul Ulama Southeastang vocational high school long before the TisTas policy was born starting in July 2019 has been able to provide free education, to be precise from the beginning of its establishment, namely in July 2009. It is interesting to study how the Nahdlatul Ulama Southeastang vocational high school adapted the TisTas policy to strengthen its consistency in providing a forum for free education until graduation for the Bondowoso community. This interesting study is also based on observations of other educational institutions at the level of vocational high schools, although they have received School Operational Assistance from the central government, the Smart Indonesia Program for students as education supporters, and strengthened by the TisTas policy, they are still unable to implement free education. to their students.

This research will contribute to the development of administrative science, especially public administration which is directly related to how the Nahdlatul Ulama Southeastang Vocational High School as an organization is able to deal with the use of government policy products in the form





of School Operational Assistance and Educational Operational Support Costs effectively and efficiently. One of the impacts is that the Nahdlatul Ulama Southeastang Vocational High School is able to issue a free education policy that is very beneficial for the public interest. Public policies in the field of education that have been proven to be carried out by the Nahdlatul Ulama Southeastang Vocational High School can also answer a fundamental problem, where educational institutions are generally just waiting or just being policy implementers. The educational institution of the Nahdlatul Ulama Tenggara Vocational High School provides meaningful lessons about how policies that tend to be top-down because they are related to budget allocation policies and accountability for their use for receiving institutions can in fact be carried out bottom-up by the educational institutions themselves.

The governance and innovations that have been carried out by the Nahdlatul Ulama Southeastang vocational high school can be seen in part as follows.

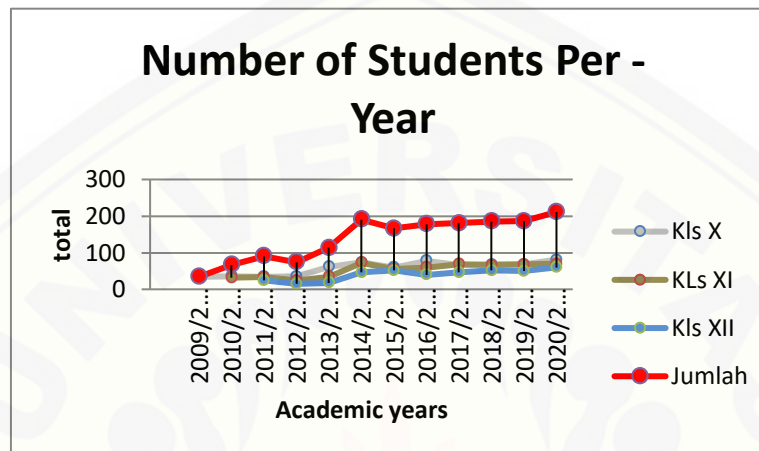
1. Able to provide free education until graduation for all students since its establishment in 2009 until now;
2. Able to survive in managing free education by optimizing school operational assistance assistance from the central government and Education Operational Support Costs from the East Java Provincial Government. Since getting the Operational Support Fee for Education starting in July 2019 it can provide additional facilities to its students. Not only free schooling until graduation, but also free 4 uniforms and free boarding;
3. Able to answer the basic needs of economically disadvantaged communities who send their children to the Nahdlatul Ulama Southeastang vocational high school that apart from being able to learn, their children can also help the family economy from their children's wages through the one to two year Industrial Work Practice (Prakerin) scheme, and
4. Able to collect funds used for the construction of six new classrooms, purchase of land for school development, and purchase of other learning support facilities.

The consistency of the Nahdlatul Ulama Tenggara Vocational High School in providing free education independently through optimizing the support for the Operational Operational Assistance for Education and has not been carried out by other educational institutions is a new and interesting thing to do research. Educational activities carried out by the Nahdlatul Ulama Southeastang Vocational High School are basically always in contact with the community and must be supported by government intervention in the form of public policies. Based on this reality, education policy is a public policy, and the policy will get a direct reaction from the public.

The consistency of the Nahdlatul Ulama Southeastang Vocational High School in providing free schools until graduation to accommodate the needs of the underprivileged has shown good



development. The development of the number of students of the Nahdlatul Ulama Southeastang Vocational High School can be seen from the following graph;



(Source: Nahdlatul Ulama Southeastang Vocational High School Documents)  
Figure 1.1 Development of the Number of Students of the Nahdlatul Ulama Southeastern Vocational High School

Based on the graphic data above, the existence of the Nahdlatul Ulama Southeastang Vocational High School as a private school is still very much needed by people who are economically disadvantaged to be able to attend free schools. The graph above also shows a significant increase in the number of new students at the Nahdlatul Ulama Tenggara Vocational High School during the COVID-19 pandemic. One of the driving factors is the policy of the Nahdlatul Ulama Southeastang Vocational High School which consistently organizes free schools until graduation, provides 4 free uniforms, and free dormitories for students who want to live. The background of the socio-economic conditions of the people who send their children to the Nahdlatul Ulama Southeastang Vocational High School are poor families. The following is a recapitulation of the income data for the guardians of the Nahdlatul Ulama Southeastang Vocational High School;

Table 1.1 : Livelihoods of Parents of Class X Students of the Nahdlatul Ulama Southeastang Vocational High School for the 2020/2021 Academic Year

NO	Work	Total	Percentage
1	Government employees/ Army/police	0	0%
2	Trader/entrepreneur	3	3,44%
3	Pedicab driver	13	14, 94%
4	Farmer	9	10, 24%
5	Farm workers	26	29, 88%
6	Construction workers	36	41, 86 %
<b>Total</b>		<b>87</b>	<b>100 %</b>

(source: Nahdlatul Ulama Southeastang vocational high school document)



Based on the data tracing the work history of parents as seen above, it can be explained that the students who enter the Nahdlatul Ulama Southeastang vocational high school are mostly underprivileged students. The social reality that occurs in the surrounding community shows that the cost of education is often still felt to be a very heavy burden. The background of the socio-economic conditions of parents of students from the Nahdlatul Ulama Southeastang Vocational High School is a portrait of the majority of Bondowoso people who cannot fully obtain an education because of poverty.

The background of the research conducted at the Nahdlatul Ulama Southeastang Vocational High School, located in Bondowoso Regency, is the driving force for the increasing interest of this study, considering that Bondowoso Regency is still classified as an underdeveloped district when compared to other districts/cities in East Java. Based on data from the Central Bureau of Statistics Bondowoso in 2018, the Bondowoso Regency Human Development Index (HDI) was at 63.21, lower than the East Java HDI which was at 70.27. The average number of years of schooling only reached 5.62 years, far from the achievement of East Java is 7.34 years.

According to Muluk (2008) innovation in the public sector is carried out in order to increase efficiency and reduce costs considering that basically public sector organizations always face scarcity of resources and budget constraints. Innovation can also be used to improve the quality of service and its impact on society towards less burdensome educational needs. The real steps of innovation made by the Nahdlatul Ulama Southeastang Vocational High School can be seen based on an interview with the head of the Nahdlatul Ulama Southeastang Vocational High School (01/30/2021) who explained that his school has the slogan "The only free Nahdlatul Ulama Vocational High School until it graduates accredited B. in Indonesia, free 4 sets of uniforms, and free boarding. The big vision of the Nahdlatul Ulama Southeastang Vocational High School in providing free education is supported by supporting elements for the running of a process of organizational activities. It is certainly interesting to see how the organizational strategy of the Nahdlatul Ulama Southeastang Vocational High School is in carrying out its grand vision, considering that there has been no research focused on using innovation theory with an educational unit locus.

Universal Secondary Education Program as a 12-year compulsory education pilot. Based on the Strategic Plan of the Ministry of National Education for 2010-2014 that one of the goals to be achieved from the development of secondary education is the availability and affordable quality, relevant and equitable secondary education services in all provinces and districts/cities. However, in contrast to the 9-year compulsory education program which is mandated by law, the 12-year compulsory education does not yet have a law and does not have a legal basis.

The emergence of Law Number 23 of 2014 concerning Regional Government and revised by Law of the Republic of Indonesia Number 9 of 2015 concerning the Second Amendment to Law Number 23 of 2014 concerning Regional Government became a new chapter for Vocational High School education. The law explains the division of government affairs between the central government, provincial regions, and district or city areas, especially in the field of education. This policy ultimately has an impact on the transfer of authority of policy makers in the field of education. Elementary school, and junior high school education are managed by the Regency/City





Government (Regency/City Government), while Senior High School and Vocational High School education are managed by the provincial government.

The birth of the policy of the Governor of East Java, Dra. Hj. Khofifah Indar Parawansa through the provision of Education Operational Support Fees, to be precise starting in July 2019 became a new chapter in the effort to provide free education for vocational high schools in East Java. The more populist policy known as TisTas (free quality) is a program of the East Java provincial government in the third Nawa Bhakti Satya, namely Smart and Healthy Java. Policies that provide personnel and non-personnel operational support costs for public and private vocational high schools are sourced from the East Java Regional Revenue and Expenditure Budget. The TisTas policy is based on East Java Governor Regulation No. 33 of 2019 concerning Operational Support Costs for Education. Based on an interview with the head of the Bondwoso District Private Vocational High School Headmaster Work Consultation, Saiful Haq, which was strengthened by the results of an interview with the head of the Bondowoso District Public Vocational High School District Private Vocational High School, Malik (20/01/2021) said that the TisTas policy did not require educational institutions to have a school. Vocational secondary schools in East Java must provide free education, so schools still attract a certain amount of money to support educational activities.

Innovation "bottom-up model" is very rare in Indonesia because of the centralized education system. Very interesting and unique, of course, the educational innovation carried out by the Nahdlatul Ulama Southeastang Vocational High School by providing free schools and having great benefits for the community's need for education. The focus of the research as presented in the background of this problem is the local institution of the Nahdlatul Ulama Southeastang Vocational High School in conducting free schools which is a real public service innovation. Based on the description of the theory above, it can be ascertained that this research is included in the study group on public administration knowledge. This research is included in the theory of public administration because research on public or community institutions (including local institutions) is part of the study group on public institutional theory, which is one of the main theories in public administration.

### **Research methods**

This study uses a qualitative method with the research locus at the educational institution of the Nahdlatul Ulama Southeastang Vocational High School which is located at Jalan Raya Pakisan 341, Bataan Village, Southeastang District, Bondowoso Regency. The researcher determined the key information sources (Key Informants) namely the school principal and the supporting information sources (supportive informants) consisting of the head of the foundation, school committee, vocational high school supervisors, teachers, students, employees, and guardians of students. This research is to obtain a systematic, factual and accurate description of the research object, and based on the research objectives, a qualitative research approach is used with descriptive analysis. Data analysis consists of three flow of activities that occur simultaneously, namely data reduction, data presentation, and drawing conclusions. The data



validity technique uses source triangulation techniques, method triangulation, key informant reviews, and data base preparation.

## **Results and Discussion**

### **1. Institutional Development Governance Model at the Nahdlatul Ulama Southeastern Vocational High School**

The Nahdlatul Ulama Southeastang Vocational High School as a public sector organization, provides public services in the form of free school services until graduation and various other supporting facilities that are different from various other public sector organizations. Based on the research results, according to Mahsun, Sulistyowati, and Purwanugraha (2012) the Vocational High School of Nahdlatul Ulama Tenggara is a Quasi-Nonprofit Organization type of organization. The Nahdlatul Ulama Southeastang Vocational High School as a public sector organization, provides public services in the form of free school services until graduation and various other supporting facilities that are different from various other public sector organizations. Based on the research results, according to Mahsun, Sulistyowati, and Purwanugraha (2012) the Vocational High School of Nahdlatul Ulama Tenggara is a Quasi-Nonprofit Organization type of organization. Since the beginning of the establishment of the Nahdlatul Ulama Southeastang Vocational High School, the aim is to provide a free and high-quality education platform for the community. The financing of the free school management until graduation is carried out by using the central government grant aid in the form of School Operational Assistance and East Java government funding assistance through the Cost of Supporting Operational Implementation of Education effectively and efficiently.

The educational institution of the Nahdlatul Ulama Southeastang Vocational High School in the context of public administration is not interpreted as normative activity patterns (eg marriage institutions or customary law institutions), but as a forum established to produce change. The expected changes have been listed in the vision, mission, and goals of the Nahdlatul Ulama Southeastang vocational high school. Institutions are the result of institutional development, so seeing the institution cannot be separated from the process of building the institution itself. The institutional development model at the Nahdlatul Ulama Southeastang Vocational High School is described through the institutional elements according to Eaton (1986), namely; (1) leadership; (2) doctrine; (3) programs; (4) resources; and (5) internal structure.

The leadership factor in an organization will greatly determine the success of an institution in working with existing resources. Based on the results of interviews, the leadership spirit of the head of the Nahdlatul Ulama Southeastang Vocational High School from the beginning of its establishment has been seen in formulating institutional doctrines and programs, optimizing all forms of institutional resources, and building a strong internal structure to support institutional activities. The leadership quality of the head of the Nahdlatul Ulama Southeastang Vocational High School is widely recognized by research informants in designing the free school concept





which has been consistently carried out since the beginning of the school's establishment and continues to this day.

The leadership of the head of the Nahdlatul Ulama Southeastang Vocational High School in maintaining a good coordination pattern is in accordance with Bromley's (1989) theory of the hierarchy of the policy process starting from the process at the policy level (policy level), organizational level (organizational level) and operational level (operational level). All of these policy levels at the implementation stage affect the patterns of interactions within the educational institutions of the Nahdlatul Ulama Southeastang Vocational High School as policy implementers. The next process, these interaction patterns will affect the outcomes, namely the desired results of the policy. In this case, the Nahdlatul Ulama Southeastang vocational high school succeeded in formulating a free school policy until graduation which was supported by the involvement of organizational members in accordance with their duties and authorities.

Based on the results of observations, interviews, and documentation, the leadership of the head of the Nahdlatul Ulama Southeastang Vocational High School in addition to being democratic in every policy making is also in accordance with the 5 principal competencies as regulated in Government Regulation Number 13 of 2007 concerning Standards for Principals/Madrasahs. The five competencies include; personality, managerial, entrepreneurial, supervisory, and social competencies

In the governance and innovation of the implementation of free schools at the Nahdlatul Ulama Southeastang Vocational High School, the doctrine is seen as to the extent to which the values transformed by the institution are related to the support provided by the school community, the community, the government, and the private sector in an effort to support the implementation of free schools. The pattern of good principal communication in conveying doctrine to the government and private parties about free school innovation also has a very good impact on the involvement of the two parties to help support school needs. The courage of the head of the Nahdlatul Ulama Tenggara Vocational High School based on the doctrine he believes in, coupled with a democratic leadership pattern will then make it easier to develop programs by mobilizing existing resources to work optimally according to their main tasks and functions in the school's internal structure.

## **2. Governance for the Implementation of Free Schools at the Nahdlatul Ulama Southeastang Vocational High School**

Based on the research findings, the governance of the implementation of free schools at the Nahdlatul Ulama Southeastang Vocational High School has involved three pillars of good governance. Involvement of various government parties such as; Kemdikbudristek, the East Java Provincial Education Office, and the East Java Cabdin in the Bondowoso region. The private sector involved in and supporting the governance of the free school administration at the Nahdlatul Ulama Tenggara Vocational High School is *IDUKA*, which has collaborated and proven with the MOU. The community is the school committee, parents, and the wider community who have given their trust to send their children to the Nahdlatul Ulama Tenggaraang vocational high school, including the community. The governance of the free school administration of the Nahdlatul Ulama Southeastang Vocational High School is also in accordance with the theory of Noor and



Rahmatlillah (2018), namely the 4 K and 1 T principles, namely; Openness, Cooperative, Collaborative, Coordination, and Transparency.

Openness in education governance is a principle of education management that must be obeyed by a school leader or principal so that all parties related to the administration of education do not have bad prejudice against the decisions taken by the principal. The principle of openness carried out by the Nahdlatul Ulama Southeastang vocational high school institution in the implementation of free schools has a positive impact on how school residents view all forms of the impact of the policy. Openness was also carried out by the Nahdlatul Ulama Southeastang vocational high school institution to all guardians of students regarding the amount of aid funds that entered schools through the School Operational Assistance and Education Operational Support Costs along with the use of these two funds in order to support the implementation of free schools. This step was taken as a form of increasing public trust in the school because they felt involved in every policy formulation.

The cooperative principle is also always seen in the governance of the implementation of free schools at the Nahdlatul Ulama Southeastang Vocational High School. A cooperative attitude is always built by the principal with teachers, education staff, students, parents, foundations, school committees and other related parties with the belief that it will provide convenience in carrying out tasks and activities at school. The cooperative principle with the spirit of gotong royong is carried out by collaborating with all parties who have the potential to participate in building the school. This cooperative principle is carried out by the Nahdlatul Ulama Southeastang Vocational High School on the external side of the school by building various forms of cooperation with related parties in order to increase the competence of teachers, education staff, students, guardians of students, foundations, school committees, to school principals.

Coordination in education governance at the Nahdlatul Ulama Southeastang Vocational High School is seen in the completion of each task based on the role and function of the internal structure. Coordination is also carried out to support the implementation of each program or school activity which is an important aspect in the process of organizing human resources or personnel. The purpose of this coordination is to create synchronization of actions with each other in order to streamline the achievement of the goals of the Nahdlatul Ulama Southeastang vocational high school educational institution in ensuring the continuity of free schools.

Educational governance at the Nahdlatul Ulama Southeastang Vocational High School is a collaboration of various internal and external parties. Internal parties include; principals, committees, foundations, teachers, and education staff with the aim of not having internal obstacles in the learning process, especially support for innovation in the implementation of free schools. Collaboration with external parties is carried out in order to increase the competence of all school members so that they are stronger in an effort to achieve the school's vision.

Transparency in the administration of education at the Nahdlatul Ulama Southeastang Vocational High School is manifested in the management of the B Fund for School Operational Assistance and Education Operational Support Costs. The results of the interview with the treasurer of the Nahdlatul Ulama Southeastang Vocational High School stated that the financial management carried out at the Nahdlatul Ulama Southeastang Vocational High School had upheld



the principle of transparency. The real step of commitment to transparency is also seen how the financial management is fully carried out by the school treasurer. The form of transparency is also strengthened by the obligation of the treasurer of School Operational Assistance and School Operational Support Costs to report regularly to school principals, foundations, committees, and subsequently to all school members. The emphasis on the principle of transparency also aims that all parties have the same role, function, and responsibility for all forms of consequences of using the two funds, so that they can jointly strengthen the sustainability of free school innovation.

### **3. The Innovation Model for Free Schools at the Nahdlatul Ulama Southeastang Vocational High School**

Research on governance and free school innovation at the Nahdlatul Ulama Southeastang Vocational High School, to see the trend of the innovation model, the researcher uses Halvorsen's innovation theory. According to Halvorsen (2005) there are six typologies of public sector innovation, namely; (1) a new improved service, (2) process innovation, (3) administrative innovation, (4) system innovation, (5) conceptual innovation, and (6) radical change of rationale. Based on the results of the study, it can be seen that the innovation process for the implementation of free schools at the Nahdlatul Ulama Southeastang Vocational High School is through an analysis process based on existing policies. This innovation process is also carried out as a form of service improvement, because the improvement in the quality of public services is getting better, it can affect community satisfaction so as to re-create public trust in schools. Special rules that are used as the basis for making innovations in free school services until graduation for students of the Nahdlatul Ulama Southeastang Vocational High School through the SAE (Save Education Figures) program can be applied in accordance with the 1945 Constitution article 31 paragraph 1 which reads "Every citizen has the right to get an education", Minister of Education and Culture Regulation No. 6 of 2021 concerning technical guidelines for managing regular School Operational Assistance funds, and Governor Regulation No. 33 of 2019 concerning Operational Support Fees for Education which are expected to improve the quality of services to the community through the implementation of quality free schools. The SAE policy can improve free school services at the Nahdlatul Ulama Southeastang vocational high school institution to be more optimal because it is directly beneficial to the community.

### **Conclusion**

Based on the results of research on "Free School Governance and Innovation at the Nahdlatul Ulama Southeastang Vocational High School" it can be concluded that: First, good governance of institutional development in the Nahdlatul Ulama Southeastang Vocational High School strengthens the innovation of effective free school administration. Leadership and doctrine supported by the commitment of all parties to the internal structure are strong drivers of the achievement of the implementation of free schools at the Nahdlatul Ulama Southeastang vocational high school institution. Second, the principles of education governance, especially the principles of openness and transparency, strengthen the continuity of innovation for free schools at the Nahdlatul Ulama Southeastang Vocational High School. The principles of openness and





transparency encourage all parties to collaborate, coordinate and cooperatively carry out school innovations.

Third, the governance of institutional development and the dimensions of education governance will encourage the tendency of the emergence of innovation. In this regard, free school innovation must be built through institutional development governance and the dimensions of good education governance by strengthening system innovation. Based on the results of research at the Nahdlatul Ulama Southeastang Vocational High School institution, it is also seen how the strong competence of the principal, leadership courage, and commitment from internal parties greatly impact the effectiveness of free school innovation.

Fourth, the governance strategy for the implementation of free schools at the Nahdlatul Ulama Southeastang Vocational High School is carried out by strengthening the innovation of the system. Strengthening the system by implementing institutional development governance and the principles of good education governance. The development of innovation is by using the School Operational Assistance and Education Operational Support Fee funds effectively and efficiently to support the implementation of free schools.

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