



Madrasah Fulfillment Strategy Against the Minister of Religious Affairs (PMA) Regulation Number 58 of 2017 Concerning Madrasah Heads in Pekalongan Regency

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Abstract

Minister of Religion Regulation (PMA) Number 58 of 2017 regulates all matters regarding Madrasah Heads. However, in reality it has not been implemented in accordance with the PMA. This study aims to describe the strategies adopted by madrasas in Pekalongan Regency against the Regulation of the Minister of Religion (PMA) Number 58 of 2017 concerning Heads of Madrasas. The method used in this research is descriptive qualitative with interactive model. Sources of data in the form of places and events, informants, and documents. The results of the study show that the strategies adopted by madrasas in Pekalongan Regency, have partially been right on target in fulfilling PMA Number 58 of 2017 concerning Heads of Madrasas. However, under certain conditions madrasas develop independent strategies that show contradictory policies towards PMA so that both the government needs to put more emphasis on implementing the PMA regulations to madrasas, especially private madrasas. Because in the field there are still many madrasah heads who are not disciplined and there are many discrepancies in conducting PKKMs, including positions that have not even been 1 year old, because the period has ended either due to a change or retirement or death.

Keywords: *Strategy; Madrasah; Madrasah Principal; PMA Number 58 of 2017*

Introduction

An institution can work well if the management is good. Likewise with school institutions, such as madrasahs, in order to be able to achieve their goals, madrasah management must be carried out properly. Management is an attempt to achieve a certain goal through the activities of others through planning, organizing, placing, mobilizing and controlling (Kontz & O'Donnel, 1990: 3). Everything that is tied to the management system must be done well, in accordance with its functions. All units part of the organizational structure must perform their respective duties according to their role. In addition, between the units of one part and the other must have good coordination in order to support a good management system.

According to Terry (1986: 1) Management is a typical process consisting of planning, organizing and controlling mobilization actions that are carried out to determine and achieve predetermined goals of

utilization of other resources. The line of work between superiors and subordinates must be clear, so that there is no overlapping of work that causes chaos in the management system so as to create errors. The line of supervision must also be clear, so that the tasks performed by each section can be monitored by the appropriate supervisor in their duties in a management system.

One of the important factors in the effectiveness of school or madrasah management is influenced by the professionalism of the principal (Rohmah, 2014:75). Management as a profession is a profession that is required to work professionally, its characteristic is that professionals make decisions based on general principles, professionals get their status because they achieve a certain standard of work performance, and professionals must be prescribed a strong code of ethics (Schein (2008: 2). In this regard, the principal is considered key because the position has an important role in the overall structure of school management. As a professional education manager, the principal is solely responsible for the success of the school he leads. Siagian, (1978), Mention management is the ability and skill to obtain an outcome in order to achieve goals through the activities of others. In achieving good management, the right strategy is needed so that the goals can run optimally.

According to (Chandler, 1962) Strategy is a tool to achieve company goals in relation to long-term goals, follow-up programs and resource allocation priorities. Then, another opinion of (Hamel and Prahalad, 1995) Regarding strategy is a form of action that is incremental (always improving) and continuous, and is carried out based on the point of view of what customers expect in the future. Thus, strategy always starts from what can happen and not starts from what happens.

Other opinions regarding the definition of strategy according to (Budio, 2019) states that a strategy can be said to be an act of adjustment to hold a reaction to a particular environmental situation that can be considered important, where the adjustment action is carried out consciously based on reasonable considerations. The strategy is formulated in such a way that it is clear what the company is and will implement in order to achieve the goals to be achieved.

In this case, the participation of the school is needed to be proficient in setting strategies. The principal is one of the important structures in a formal education organization. Good principal leadership will provide good change as well as a positive impact in the school education system. Some skills need to be possessed by someone appointed as the principal. The school leader must have an integration of technical, pedagogical, professional, managerial skills. The principal creates a duality of roles as an executive leader and a leader in a professional manner, which must be fulfilled both in internal and external aspects. In addition, the principal must be able to make creative use of various material and human resources, involving members of the organization according to their respective roles in making a policy.

The leadership of the madrasa is held by the head of the madrasa. Leadership in a madrasa is a position given by the central government or foundation to a person who is considered worthy to lead in administrative matters, the regeneration of which is determined and changes each period. This is different from the leadership in islamic boarding schools, even though madrasahs were always associated with mosques and islamic boarding schools at the beginning. In islamic boarding schools, leadership is held by a kyai, the highest in religious scholarship. His leadership period can be lifelong and the regeneration of his leadership is usually by breed or heredity.

The head of the madrasah is an educational staff who has a very strategic role in improving the quality of education in madrasahs. Madrasah Head Standards are standards related to the qualifications and competencies of madrasah heads (Wahyu, 2018). As the leader of the Madrasah, the Head of the Madrasah carries out managerial duties, develops entrepreneurship and supervises teachers and education personnel as well as carries out planning, management, supervision and evaluation functions. Therefore, the head of the madrasa has a strategic function, role and position. Managerial madrasah head is one of the competencies that must be possessed by the head of the madrasah, where the head of the madrasah

must be honed his competence in managing the led institution. The managerial ability of the madrasa head is a set of knowledge, skills, and behaviors that must be possessed, lived, mastered and actualized by the head of the madrasa in carrying out his leadership duties.

Based on Government Regulation (PP) No. 13 Years 2007 About the principal / madrasah, the competencies possessed by the head of the madrasah include personality competencies, managerial competencies, entrepreneurial competencies, supervisory competencies and social competencies obtained through professional education. The competence of the head of the madrasa is comprehensive and is a unit that is interconnected and supports each other. The development of madrasah management such as curriculum, improvement of human resources or personnel and educational infrastructure is very important to do, curriculum and madrasah human resources are one way to improve the quality of learning, as well as facilities and infrastructure which are tools and facilities that will facilitate efforts to improve the quality of education.

In developing madrasa management, the head of the madrasa plays a very important role. In Article 12 paragraph 1 of PP 28 of 1990 it is stated that "The head of the madrasah is responsible for the implementation of educational activities, madrasah administration, development of other educational personnel and the utilization and maintenance of facilities and infrastructure". Reflecting on the above rules, in implementing madrasah management, it is necessary to have Ministerial Regulation Number 13 of 2007, Principal / madrasah Standards, Government Regulation No. 28 of 1990, "Basic Education". It is this leader who will later direct and guide its members to carry out the management of the madrasa.

Regulation of the Minister of Religious Affairs (PMA) Number 58 of 2017 regulates the Head of Madrasah. Then the Regulation of the Minister of Religious Affairs was amended and updated to the Regulation of the Minister of Religious Affairs Number 24 of 2018. This PMA regulates the head of the madrasah, starting from the duties, functions, and responsibilities, procedures for appointing kamad (requirements to become the head of the madrasah, competence, methods and mechanisms for appointing and dismissing the head of the madrasah), the rights and workload of the head of the madrasah, and assessing the performance and professional development of the head of the madrasah. This applies to the Head of a Civil Servant Madrasah in a public madrasa, the Head of a Civil Servant Madrasah in a private madrasa, or the Head of a Non-PNS Madrasah in a private madrasa.

The procedures and procedures for appointing madrasah heads are divided into three, namely the head of a civil servant madrasah in a state madrasa, the head of a civil servant madrasah in a private madrasa, and the head of a Non-PNS madrasah in a private madrasa. Public madrasahs are madrasahs organized by the government, while private madrasahs are community-run madrasahs.

The appointment of the Head of the Civil Servant Madrasah in a state madrasah is carried out through a selection process carried out by a team consisting of elements of the Regional Office of the Provincial Ministry of Religion, the Office of the Ministry of Religion of the Regency/City, and supervisors. The determination of appointments is carried out by the Head of the Regional Office of the Provincial Ministry of Religion, while the inauguration is carried out by the Head of the Regional Office or delegated to the Head of the Ministry of Religion of the Regency/City.

The period of work of the head of the civil servant madrasah in the state madrasa is at most four years and is able to be reappointed in the same madrasa for one term of duty. After two terms of service, the Head of the Madrasa was assigned to another educational unit. The provision of two periods of work in the same place can be excluded if the person concerned is still indispensable in the place of his duties, serves in a pioneer madrasa that requires special supervision, or there is a special recommendation from the performance assessment team. The appointment of the Head of the Civil Servant and Non-PNS Madrasah in a private madrasah is carried out by the foundation or organization organizing the madrasah while still coordinating with the Office of the Ministry of Religious Affairs of the Regency/City.

The mechanisms and procedures for appointing the head of the madrasa will be outlined regarding the requirements and competencies to become the head of the madrasah and the mechanism or procedure for the appointment and dismissal of a madrasa head. The dismissal of the head of the madrasa is determined by the staffing officer (for Kamad PNS, both in public madrasahs and private madrasahs) or by foundations or education unit providers (for Kamad PNS and Non-PNS in private madrasahs).

Regulation of the Minister of Religious Affairs Number 58 of 2017 concerning the Head of Madrasah as amended by Regulation of the Minister of Religion Number 24 of 2018 has regulated the main matters which include: duties, functions, responsibilities, requirements, competencies, appointments, term of duty, dismissal, rights and workload, performance appraisal, and sustainable professional development of madrasah heads. To implement this Regulation of the Minister of Religious Affairs, it is necessary to compile technical instructions to be a reference for all parties who implement this Regulation of the Minister of Religious Affairs.

In the implementation of the Minister of Religious Affairs Regulation Number 58 of 2017, it is still not running as desired by the PMA. In its implementation in the appointment and dismissal of the Head of the Madrasah, it is still not based on the PMA. Both in madrasahs organized by the Government and madrasahs organized by the community.

The reality in the field is that there is still the appointment of the head of the madrasa organized by the community, there are still many based on the tastes of the foundation management. The appointment of the head of the madrasa has not been based on the PMA, so the head of the madrasa, who is appointed from the foundation, is sometimes found to not meet the qualifications desired by PMA Number 58 of 2017.

On the other hand, many madrasah heads from madrasahs organized by the community / foundation, still maintain madrasah heads who are over 60 years old, this happens because the head of the madrasah concerned meets expectations or is considered suitable by the foundation, resulting in new problems in the Simpatikanya application system. In Pekalongan Regency, there are two madrasah heads whose age has exceeded sixty years, namely the Head of MA Ma'arif Walisongo Kedungwuni and the Head of MTs Thibbil Qulub Assymbani Buaran Pekalongan which when procenterated over 60 years old is 0.007%. In addition to problems related to the application of sympathetics, as well as the sensing system, regeneration in madrasahs is no longer healthy.

In the field, there are also many madrasah head performance assessments (PPKM) both once every four years and the Madrasah Head Performance Assessment (PKKM) which is one year still not running. In Pekalongan Regency, the implementation of the four-yearly PPKM has only occurred in MTsN2, the remaining 281 madrasahs have not been implemented by the four-yearly PPKM. When procenterated to 0.0035%. Meanwhile, the annual PPKM has been running which is carried out by the Madrasah Kasi and Madrasah Supervisors involving related stakeholders. Also, the implementation of PPKM has not been considered in the selection of candidates for the Head of Madrasah. In fact, the results of the evaluation of the implementation of the Madrasah Head Performance Assessment (PKKM) are very urgent in the context of considering decisions related to whether it is still feasible for the person concerned to be extended or reappointed as the Head of the Madrasah.

The problem that is found to almost mostly occur in madrasah education units is the lack or limited human resources (HR) especially in private madrasahs for candidates who are proposed as madrasah heads. As for the education unit organized by the government, in this case, the swasata madrasah is not a problem, because the civil servant who will be proposed as the head of the madrasa is sufficient, which begins with the qualification of the rank order list and other qualification requirements. Problems occur in education organized by the community / foundation due to the limitations of existing human resources. In addition to its lack of education staff in private madrasahs, there is also a shortage of

educators. There are also limited teachers who will be nominated as candidates for the head of the madrasa.

Sometimes there are also internal conflicts of interest in education organized by the community / foundation. As a result, the submission of candidates for the head of the madrasa does not meet the qualifications of the administrative requirements and even the important thing is that the head of the madrasa is proposed from the family of the management of the foundation, so it pays less attention to the qualification aspects of administrative requirements and professionalism.

In addition, related to the enactment of PMA number 58 of 2017, there is also no follow-up to the availability of the PKKM implementation budget, both ppkm which is once every four years and the annual PPKM which is implemented every year. Every implementation of PKKM is financed by the personal head of the madrasa or financed by the committee. This happens in public and private madrasas. Even for state madrasas, there is no allocation of nods financed by DIPA for the implementation of PKKM. Of course, this is very burdensome, especially for the head of a private madrasa whose head is not from a civil servant.

In addition, the fact is that there are heads of private madrasahs who object to the implementation of PKKM both quadrennially and one-yearly because being the head of a private madrasa is a very hard struggle. If this is forced, many private principals choose to resign.

Looking at the background conditions of this problem, it is very interesting for us to make it an object in this study. So that an overview and conclusions will be drawn related to the implementation of PMA 58 of 2017 concerning the Head of Madrasah in Pekalongan Regency considering that in Pekalongan Regency there are 282 educational institutions, consisting of RA 108 institutions, MI 122 institutions, MTs 36 institutions and MA there are 16 institutions. Based on this presentation, this study will examine the strategy of madrasahs in complying with the Minister of Religious Affairs (PMA) Regulation Number 58 of 2017 concerning Madrasah Heads in Pekalongan Regency.

Research Methods

This research uses descriptive qualitative as the method. In this qualitative descriptive method, the depiction and explanation of objects is sought to be carried out as objectively as possible and as it is. Qualitative research aims to gain insights related to the construction of reality that occurs to be interpreted (Cropley, 2019: 10). This method is used to explain and describe how the madrasah strategy is against the Minister of Religious Affairs (PMA) Regulation Number 58 of 2017 concerning madrasah heads carried out by madrasahs in Pekalongan Regency. The place chosen to conduct this research is madrasahs in Pekalongan Regency, namely madrasahs at the RA / BA / TA level, MI level, MTs level and MA level.

The data sources used in this study are places and events, informants, and documents. The subject of participants in this study was the Head of Madrasah in Pekalongan district. The informants of this study are Kasi Madrasah, Executive Position in Madrasah Education Section, waka madrasah, teachers, and education staff, madrasah committee and foundation management in private madrasahs. The documents used as data sources in this study are all forms of documents that support data regarding the implementation of PMA Number 58 of 2017 in madrasahs in Pekalongan Regency.

The data collection techniques carried out in this study consisted of several techniques, namely observation techniques, interviews, and documents. Regarding data validity techniques, this study uses source triangulation. In this study, source triangulation was carried out by comparing observational data obtained from interview activities, recordings, events and documents related to the implementation of PMA Number 58 of 2017. Activities in data analysis include data reduction, data presentation (data display), and conclusion drawing.

Results and Discussion

Based on the results of observations and documentation found in the field. Some of the data found include that there are still many madrasah head performance assessments (PPKM) both quadrennially and madrasah head performance assessments (PPKM) which are still not running annually. In addition, the appointment of the Headmaster beyond the specified age limit is also still encountered. Like the Head of the Madrasa who is 60 th and above the head of MTs Thibbil Qulub Buaran who is 60 th 8 Months old. This kind of thing is the background for the non-operation of regulations in accordance with its provisions. The following is a table of the classification of the state of madrasah heads in 2022, both those who have or have not carried out PPKM in the 1st or 4th term. Madrasah Heads who have not met the requirements based on PMA 24 of 2018 and Madrasah Heads who lead doubles in two agencies.

Table 1: Data on the State of Madrasah Principals in Pekalongan in 2022

No	Madrasah Principal State Data in 2022	
1	Madrasah Heads who have carried out 4-Year PPKM in 2022	15 Madrasah Heads (13 MI and 2 MTs)
2	Head of Madrasah who has carried out 1-Year PPKM in 2019, 2020, and 2021	168 Heads of Madrasah (121 Heads of MI, 35 Heads of MTs, 12 Heads of MA)
3	Heads of Madrasahs who have not conducted 4 Annual PPKM in 2022	12 Mdarasah Chiefs (10 MI and 2 MTs)
4	Madrasah Heads who have not conducted 1 Annual PPKM for Madrasah Heads of appointments in 2022	18 Madrasah Heads (5 Heads of Madrasah RA, 7 Heads of MI, 3 Heads of MTs, 3 Heads of MA)
5	Unqualified Madrasah Heads	31 Madrasah Heads (19 Heads of RA and 12 Heads of MI)
6	Head of Madrasah who leads two agencies or double	2

Based on the table above, it can be concluded that there are 15 principals who have carried out 4-year PPKM in 2022 who have carried out 4-year PPKM in 2022. The details of the Madrasah are 13 MI and 2 MTs. The 13 MI are longan, MI Walisongo Pekajangan, MI Walisongo Bugangan, MI Walisongo Kebaran, MI Salafiyah Pucung, MI Salafiyah Pandanarum, MI NU Rowolaku, MI, Salafiyah Sambungjambu, MI Salafiyah Tlogopakis, MI Salafiyah Winduaji, MI Salafiyah Lumeneng, MI Salafiyah Syafi'iyah Proto 01, MI Salafiyah Syafi'iyah Proto 02, MTs Yapik Karanganyar and MTs Hasbullah Karanganyar.

The Head of Madrasah who has carried out 1-Year PPKM in 2019, 2020, 2021. Based on the annual PPKM schedule, there are 168 Madrasah Heads who routinely carry out PPKM starting in 2019, 2020, and 2021. The classification of Madrasah Heads who carry out 1-year PPKM includes the Head of the Ibtidaiyah Madrasah (MI) with a total of 121, the Head of the Tsanawiyah Madrasah (MTs) 35, and 12 Heads of the Aliyah Madrasah. So that the total in three years, PPKM was carried out by the head of the Madrasah as many as 168 people.

In addition to data on principals who have carried out PPKM, data on principals who have not carried out PPKM for 4 years or in 1 year for 2022 is also found. There are 12 Madrasah Heads who have not conducted PPKM for 4 years in 2022 which includes 10 Heads of MI Madrasah and 2 Heads of MTs Madrasah. Then the Madrasah Heads who have not carried out the 1st annual PPKM for the class of 2022 there are 18 Madrasah Heads consisting of 5 Heads of RA Madrasahs, 7 Heads of MI, and 3 Heads of MA.

The next data is the discovery of madrasah heads who have not carried out PKKMM in 1 year for those principals of the class in 2022. The overall data of madrasah heads is 18 heads, 5 of which are RA madrasah heads, 7 MI heads, and the others are 3 MA heads. Then in addition to PKKMM data, other data found was the existence of a madrasa head who did not qualify as the head but was determined to be the head of the madrasa. This violates the Regulation of the Minister of Religious Affairs (PMA) Number 58 of 2017 which regulates the Head of Madrasah. The purpose of the PMA is to regulate the subject matter of the head of the madrasah, starting from the duties, functions, and responsibilities, procedures for appointing kamad (requirements to become the head of the madrasah, competence, methods and mechanisms for appointing and dismissing the head of the madrasah), the rights and workload of the head of the madrasah, and assessing the performance and professional development of the head of the madrasah. However, it turns out that there are still many school principals in the field who are not qualified as madrasah heads

There were 31 heads of madrasahs consisting of 19 RA heads and 12 MI heads. The head of RA is between RA Islamic Center Kedungwuni and 18 RA Muslimat NU and outside NU such as RA Muslimat Winduaji, RA Muslimat Pakumbulan, RA Muslimat Sapugarut and RA Muslimat Wonoyoso 01. The average unqualified principal is a graduate of strata 1 with class IIIa, b or IIb. 19 The head of the RA is female as a whole while the 12 heads of MI are male and female, respectively. Then in addition, the data found based on the results of documentation analysis also found the head of the madrasa who served double or double in leading 1 agency. The head of the madrasa who is double in the madrasa is Abdul Ardabil who serves in the madrasa of MA Dr. Ibn Mas'ud and MA Fatkhul Qowin Wonokerto. The two MAs led by 1 person began to run since 2015 month 1 on the 1st.

In addition to the data found in administrative form in the form of the documents above, other data found was the result of interviews with several informants. The first is data on madrasah heads who have not implemented PKKMM for 4 years or 1 year. Among them is TMT, he admitted that during his tenure as head of the madrasa, his service period has not been 1 year and/or has not reached the periodization period so that he has not fulfilled the 4-year duty period. The explanation is that Kamad has not PKKMM 4 years has not fulfilled the 4-year term of office, they are only in PKKMM 1 year, while those who have not PKKMM 1 year are newly appointed who have not even served 1 year.

Another answer from the head of the madrasah who was also interviewed was that within 4 to 6 weeks at the end of the fiscal year, starting from November-December, the term of office of the Head of the Madrasah has ended (or has changed/retired/died), so he does not carry out PKKMM. *Second*, is the informant's data from the results of interviews with madrasah heads who have not met the requirements. This is because madrasahs organized by the community have difficulty obtaining teachers who are not civil servants with the conditions as pma No. 24 of 2018 article 6 paragraphs e and h, the Chairman or Trustee of the Foundation can waive the requirements referred to in accordance with the Circular Letter of the Secretary General of the Ministry of The Republic of Indonesia. Then, the second is that Kamad who was appointed before the enactment of PMA No. 58 of 2017 became ineligible, which when appointed as kamad has not been enacted by the PMA or does not rely on the PMA.

Third, the next is the results of interviews with the Head of Madrasah who serves in 2 schools / madrasahs, namely being appointed as the acting Head of another Madrasah to wait for the appointment of the new Head of Madrasah and appointed as the Head of a Madrasah established by the community but does not yet have an operational permit (in the sense that it is still an ijop process). This is like the case in MA DR Ibn Mas'ud and in MA Fatkhul Qowim.

The three points above are the result of observations and interviews with informants regarding the factors and reasons that may affect the discrepancy with PMA No. 24 of 2018. In fact, according to the regulations written on the requirements of the head of the madrasa in accordance with article 6 paragraph 1 include; a) Have an educator's certificate; b) 9 years of teaching experience in public madrasahs and 6

years in private madrasahs; c) Have a minimum space class III / c for civil servant teachers or equivalent ranks according to inpassing decisions; d) Have a certificate of the head of the madrasah issued by the Religious Training Center; e) The period of service has not met the minimum limit; f) Age factor at the time of appointment.

Based on the results above, several madrasahs have shown that the strategies pursued by madrasahs in Pekalongan Regency, some of which have been right on target in fulfilling PMA Number 58 of 2017 concerning Madrasah Heads. In addition to fulfilling PMA, it is also recorded that several principals from madrasahs have implemented PKKM on time regularly for 1 once every 4 years. However, it is also found in certain conditions the head of the madrasah who has not routinely implemented the regulations of the Minister of Religious Affairs, such as having not implemented PKKM for 1 or 4 years. The reasons found in the field regarding discrepancies in carrying out PKKM include positions that have not been even 1 year, and the period has ended either due to change or retirement or death. In this case, madrasahs develop independent strategies that show contradictory policies towards FDI so that both governments need to emphasize the implementation of the FDI regulation to madrasahs, especially private madrasahs.

To discipline the head of the madrasah in Pekalongan, an appropriate strategy is needed so that the duties and responsibilities can run well. Among them is conducting socialization and technical guidance related to PMA number 58 of 2017 concerning madrasah heads to madrasah heads in Pekalongan. The large number of madrasah heads who have not or have not carried out PKKM can be due to the principal's lack of understanding of the assessment procedure, and the benefits of the PKKM. Thus, with this, the right strategy is needed to make the head of the madrasah aware of the importance of conducting annual PKKM.

Performance assessment of educators and education personnel is one of the coaching strategies to maintain professionalism in carrying out their duties, career coaching, competency improvement and quality assurance. In this case, to support the effectiveness of the implementation of the assessment, guidelines are needed as a reference in the implementation of the performance assessment of the principal or madrasah and a reference in the follow-up of data management.

Conclusion

The conclusion of the discussion above is that there are several madrasah heads in Pekalongan who have not been disciplined in implementing or implementing the Minister of Religious Affairs (PMA) Regulation Number 58 of 2017 concerning Madrasah Heads. As there are 12 madrasah heads who have not carried out PKKM for 4 years, 18 madrasah heads who have not carried out 1 annual PKKM, there are also 31 madrasahs that have not met the requirements and 1 madrasah head who concurrently leads 2 MA. The reasons found in the field regarding discrepancies in carrying out PKKM include positions that have not been even 1 year, and the period has ended either due to change or retirement or death.

Some have been on target, however, under certain conditions madrasahs develop independent strategies that show contradictory policies towards the FDI so that both governments need to emphasize the implementation of the FDI regulations to madrasahs, especially private madrasahs.

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