



Diffusion of Educational Innovation Decision Making in Pesantren

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ABSTRACT Political policy is needed so that the government can regulate its interests so that education policy is a form of educational politics. In this regard, educational institutions that wish to exist within the framework of the national education system have a preference for carrying out government policies. This is a challenge for the world of Islamic boarding schools that wish to apply Islamic religious education, both formal and informal. The challenge of pesantren lies in the efforts to diffuse educational innovations in the political context of education. The study reviewed in this article is a literature review that seeks to present the idea of diffusion of educational innovation decision-making in Islamic boarding schools by using Everett M. Rogers' innovation diffusion perspective within the decision-making framework of James L. Gibson and George R. Terry's management functions. The results of the study show that the diffusion of innovation as formulated by Rogers is a process of communication within a social system using certain means and time which leads to the adoption process. To ensure the involvement of all elements of education, from policymakers to local units, diffusion must be based on decentralization. In addition, the local unit becomes a determinant in making decisions on the implementation of management functions. Local unit - in the context of management the staff involved in decision-making at the planning stage will be bound by the consequences of an innovation (desirable consequence). Innovations can be carried out by pesantren administrators at the direct consequence stage. Kata Kunci: <i>Decision Making, Innovation Diffusion, Pesantren</i>			

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INTRODUCTION

The education system enacted in a country is a national consensus decided by the government and binding on all education stakeholders even though it originated from various aspirations that developed in the community. (Giguère dkk., 2020; Mollura dkk., 2020). As a consequence, educational ideas and thoughts built by educational leaders are required to take into account the legality aspects so that they are well received by their users. (Choi dkk., 2020; Pontefract & Wilson, 2019). This is intertwined with the parameters used by education users today, which require formal legality as one of the preferential considerations. Therefore, it can be said that education is inseparable from

politics, meaning that all policies (national and local) on education are basically political decisions. (Tilaar, 2003)

Political legitimacy for education has been ongoing since the early days of the concept of the State. In this regard, Azyumardi Azra cites Coleman's theory, "As is the state, so is school" ("as is the state, so is school").(Azra, 2012) This clause, when associated with Islamic education policy, has its roots in ideas and thoughts about the need to modernize Islamic education institutions as a whole. (Allen dkk., 2020; El Bizri dkk., 2021). For this reason, the modernization of Islamic education as an effort to change from the old form to a new form, will not be separated from educational innovations that are born from political policies. Modernization itself is a process of transformation of a change towards a more advanced or improved direction in various aspects of people's lives. (Chang dkk., 2020; Morrison dkk., 2019). In another sense, modernization is a process of change from traditional ways to new, more advanced ways to improve the welfare of people's lives. (Khoiriyah, 2012) Islamic education innovation in this regard certainly makes education policy an effort to modernize education.

Educational innovation leaves its own challenges for pesantren. This challenge causes a shift in values concerning pesantren, both the peculiarities of pesantren and values related to management. (Al-Ramahi dkk., 2022; Chawla dkk., 2021). This signal is captured by Azyumardi Azra, that since the launch of changes or modernization of Islamic education in various regions of the Muslim world, not many traditional Islamic educational institutions have been able to survive. (Azra, 1997) Finally, pesantren are faced with a dichotomous choice, which is to reject or accommodate the modernization of education. If they reject the expectations of the community, then the result will be abandoned. Conversely, if they accommodate it, then pesantren must be able to combine educational modernization ideally.

Currently, there are various diversifications of pesantren models in Indonesia. In preserving the distinctiveness of pesantren, some pesantren still maintain the teaching of classical Islamic books as the core of pesantren education such as sorogan and bandongan. (Graciano dkk., 2023; O'Dea dkk., 2022). There are also those who apply the madrasa system while developing the sorogan and bandongan systems commonly used in the old formal recitation. In addition, most pesantren adopt a more moderate system, namely a formal classical system with an integrated curriculum (national and local curriculum), and even open universities in their environment. This is a sign of the emergence of internal dynamics to accelerate themselves in the realm of the modern world and education policy while maintaining the distinctiveness of pesantren.

The diversification of pesantren models actually shows the durability of pesantren. Referring to Yacub's opinion, it can happen more due to a strong traditional culture and has a reciprocal relationship with the surrounding community. Kiai is a central figure who is the driving force of traditional Islamic educational institutions in Indonesia. (Everett M. Rogers, 1983; Fleming dkk., 2020). The Kiai's influence is not only on the pesantren but also on the villagers, and even on formal leaders in the area. Kiai's credibility is very influential in attracting the number of santri and the title Kiai is not given by the pesantren

but is an honor given by the Islamic community to a person who is an expert in religious knowledge and then teaches it to santri (Yacub, 1985).

In addition to having a strong scientific network background, the pesantren education structure has a populist character and has a very large flexibility (Wahid, 2001). Among Muslims themselves, it seems that pesantren has been considered as a model of educational institutions that have advantages, both in terms of their scientific traditions, as well as the transmission and internalization of Muslim morality. (Fajar, 1998). The community's response to the pesantren can also be seen from the large interest of the Muslim community in sending their children to the pesantren to study. The regular recitation taught by the Kiai Pengasuh of the pesantren for the congregation of mothers and fathers also marks a form of harmonious relationship between the pesantren and the community. (Broers dkk., 2021; Çalışkan & Şahin İzmirli, 2020; Chergarova dkk., 2022). In addition, community participation in maintaining the order and security of the pesantren, helping to work together in building according to their respective abilities. In addition, community participation in maintaining the order and security of the pesantren, helping to work together in building according to their respective abilities. (Fadhil, 2011).

Entering the reform era, the world of pesantren was colored by the birth of Law Number 18 of 2019 concerning pesantren. Article 5 (2) of Law No. 18/2019 states that Pesantren must fulfill the following elements at least: (a) Kiai; (b) Santri who reside in the Pesantren; (c) huts or dormitories; (d) mosques or musala; and (e) the study of the Yellow Book or *Dirasah Islamiah* with the Muallimin Education Pattern. Article 13 (1) of this Law also regulates, in the implementation of the Pesantren, the study of the Yellow Book or *Dirasah Islamiah* with the Muallimin Education Pattern as referred to in Article 5 paragraph (2) letter e is carried out in a systematic, integrated, and comprehensive manner. ((Nomor, 13M)

Since the issuance of Law Number 18 of 2019, the position of pesantren in the national education system has become clearer, whereas previously pesantren were only included in religious education as regulated in Law Number 20 of 2003 concerning National Education System Article 30 paragraph (4); "Religious education is in the form of *diniyah* education, pesantren, *pasraman*, *pabhaja samanera*, and other similar forms.."(Kemendikbud, 2013). Institutionally, pesantren are under the authority of the Ministry of Religious Affairs, (Indonesia, 2007) following madrasahs at all levels that are designated as public schools with Islamic characteristics through the Joint Ministerial Decree number 6 of 1975 and number 037/U/1975 between the Minister of Religious Affairs, the Minister of Education and Culture and the Minister of Home Affairs on Improving the Quality of Education in Madrasahs.

Pesantren itself can become an education unit if it organizes *mu'adalah* education units. This clause has also been regulated before the birth of Law No. 18 of 2019 through PMA number 18 of 2014 concerning *mu'adalah* education units in pesantren. The *mu'adalah* education unit is an Islamic religious education unit that is equal to Madrasah Tsanawiyah/Aliyah. In the early days of its existence, the *mu'adalah* education unit was

implemented in 38 pesantren in Indonesia with a total of 61,744 students participating in the mu'ādalāh program and guided by 4635 teachers/ustadz. (Bukhory, 2011)

On the other hand, pesantren can also act as education providers that oversee various forms of Islamic religious education, both formal and informal for all levels. The implementation of education in pesantren is regulated in Article 12 of PMA number 13 of 2014 concerning Islamic religious education states, "In the implementation of education, pesantren can take the form of an education unit and / or as an education provider," followed by article 13 paragraph (1); "Pesantren as an education unit as referred to in Article 12 letter (a) is a pesantren that organizes the study of yellowclassical books or *dirāsah islāmiyah* with a mu'allimīn education pattern."

The implementation of mu'ādalāh education and/or formal/non-formal diniyah education means that a pesantren has adopted the innovations launched by the government so that it is entitled to recognition. (Gabriela dkk., 2022; Qureshi dkk., 2022). This is considered a rational choice, as has been observed by Marwan Saridjo, that madrasah in addition to being an institution for *tafaqquh fi al-dīn*, graduates of madrasah diniyah need to be recognized as equal (mu'ādalāh). (Saridjo & Azra, 1996)

Saridjo's view also has relevance to Iannaccone's theory, "religious producers (religious managers) intend to be optimistic, multiply members, meet real needs, get government support and fulfill the essential factors that determine their success". (Iannaccone, 1995) Referring to this theory, pesantren that organize mu'is education units as religious producers are considered interested in maintaining their existence, both in their community and in order to follow government regulations.

In accordance with government policies, pesantren can now adopt innovations to become educational institutions by organizing mu'is education units as well as organizing other Islamic religious education, both formal and non-formal. (Kartel dkk., 2022; Shu dkk., 2019). In addition, pesantren can still organize madrasah/schools. This condition indicates an internal dynamic that is open to modernization and formal legality. However, if pesantren play a dual role in adopting educational policies, it raises the question of how to formulate institutional innovations in pesantren that can guarantee the involvement of local units in order to maintain the existence of the distinctiveness of pesantren as *tafaqquh fi al-dīn* institutions.

METHOD RESEARCH

The study reviewed in this article is a literature review that seeks to present the idea of diffusion of educational innovation decision-making in pesantren by using Everett M. Rogers' perspective of innovation diffusion in James L. Gibson's decision-making framework and George R. Terry's management function. That is, by studying modernization and transformation as well as the regulation of pesantren education, the author tries to integrate the opinions of these experts to formulate the diffusion of educational innovation decision-making in pesantren.

The author analyzes the existing literature put forward by experts and creates new conclusions or discussions. experts and create new conclusions or discussions that are in

accordance with the author's discussion. The author uses data validation to ensure their claims are accurate by checking several sources for information on this topic.

RESULTS DISCUSSION

The issuance of Law No. 18/2019 on pesantren that accompanied the policies in PMA No. 13/2014 and PMA No. 18/2014 led pesantren to encounter many innovation preferences born from education policies. Pesantren that have organized madrasas or schools at a certain level can change their institutions into educational institutions (mu'adalah pesantren). Although they have organized madrasah/schools, pesantren can organize Formal Diniyah Education (PDF) and/or Madrasah Diniyah Takmiliyah (non-formal).

On the other hand, it is possible for a mu'adalah pesantren to change direction as an organizer of Formal Early Childhood Education (PDF) and/or schools/madrasas. It is not wrong if a pesantren plays a dual role, on the one hand as an educational institution (muadalah), on the other hand as a provider of other Islamic religious education, both formal and non-formal, in addition to also organizing madrasah/schools in its environment.

The alternative preference of pesantren as described above leaves the problem of how the diffusion of innovations of various institutions can still formulate its traditional characteristics as an institution for taffaqquh fi al-dīn. This problem arises, among others, from Azyumardi Azra's formulation, that changes or modernization of Islamic education have resulted in not many traditional Islamic educational institutions being able to survive. (Dewi S dkk., 2022; Hikmah dkk., 2022). This means that pesantren can no longer maintain their traditional characteristics in all types of education with all levels in one system.

Azra's view above is not always true considering the fact that mu'adalah pesantrens still exist to maintain their characteristics in one system despite their dual role. (Anoum dkk., 2022; Demina dkk., 2022). The mu'adalah pesantren not only adopts institutional innovations as a result of government policies but also maintains the yellowclassical book learning as its specialty through all types of Islamic religious education that it organizes so as to make this pesantren survive and develop but also be able to maintain its traditional educational institutions..

Criteria for Organizational Innovation

Organization is a system that can ensure the stability of individuals in building cooperation to achieve common goals through a hierarchy of roles and division of labor. Rogers said, "organizations are created to handle routine tasks to lend stability to human relationships."(Everett M. Rogers, 1983) ("organizations are created to handle routine tasks to ensure the stability of human relations"). In this regard, Roger further formulated the criteria for a stable organizational structure, namely:

1. Have clear goals; official organizations are established to achieve explicit goals.

2. Establish a clear division of roles. Organizational tasks are distributed to various positions according to predetermined roles and tasks.

3. Has a clear authority structure. Positions are organized in a hierarchy of authority structures to determine who is responsible to whom.

4. Has rules and regulations. There are rules and regulations for placing new members, promotions, treatment of employees who perform unsatisfactorily, and for coordinating control of various activities so that they can run in an orderly manner.

5. Has a pattern of informal relationships. Every formal organization is characterized by a wide variety of customary practices, norms, and social relationships among its members.

If it is related to innovation, Rogers' formulation above can be interpreted that an innovation made by an individual requires personal stability which is guaranteed by the stability of the organization he follows. (Firman dkk., 2022; Ilham dkk., 2022). This process as formulated by Daniel Goleman starts from the incubation stage carried out by the subconscious brain and intuition. After experiencing enlightenment and translation, incubation will proceed to the social audience stage through the process of social interaction.

To go through the process of incubation, social audience to social interaction, individuals need intrinsic motivation so that they can develop a love for creativity and perseverance. In order for the intrinsic motivation to be present in every individual, he or she needs extrinsic motivation, which is where the role of organizations is needed. (Daniel Goleman, 2005) This is where an innovation will get evaluated, to what extent the elements of creativity can be fulfilled.

Decision-Making Ideas in Innovation Diffusion in Pesantren

Reflecting on the theory of innovation diffusion previously described, school-based quality management needs to be adopted so that the process of educational innovation can have good consequences in individual areas within the structure of pesantren educational institutions. In this regard, school-based quality management in the context of pesantren must be directed at conditioning and synchronizing resources carried out independently by pesantren. (Hartini dkk., 2022; Safitri dkk., 2022). Efforts will be achieved by involving all interest groups related to pesantren directly in the decision-making process to meet the needs of pesantren or to achieve school quality goals within the framework of National Education policy. The goal is to autonomize or empower pesantren by providing authority, flexibility and resources to improve their quality.

The independence and empowerment of pesantren as intended above, if focused on the realm of educational innovation, of course, must prioritize the role of stakeholders to have the freedom to express innovative ideas. In line with this, Goleman stated, "The need for creativity changes how the workplace is organized and what people do. This change centers on the use and interpretation of information; the basis for ideas:" (Daniel Goleman, 2005). In this case, Goleman's formulation is as follows:

First, transcend hierarchy. Institutions give employees the freedom to access information and leaders act as provocateurs. Encourage cross-field interaction and create

moments of mental relaxation during work. Build a family and a comfortable physical environment. Second, it is a safe place for ideas, open to ideas and fosters positive thinking..(Daniel Goleman, 2005)

While the provision of authority, flexibility and resources in improving the quality of education through innovative efforts is closely related to the delegation function in the education management system. Referring to Terry's opinion, delegation of authority is a vital factor in management, because:

(a) it establishes formal organizational relationships among members of the business entity; (b) it gives managerial power, that is, it gives managers "weapons" so that they are able to act when the situation "forces"; and (c) it develops subordinates by allowing them to make decisions and apply the knowledge they gain from training programs and meetings. (George R. Terry, 1993)

While authority in the organization itself, looking at Terry's formulation: and decentralization of authority are important parts of an authority. Centralization implies an authority, while decentralization means dividing the authority. (Najeed dkk., 2022; Nopiana dkk., 2022). Both forms have a relationship with delegation of authority, because the question is how much authority is delegated to subordinates. (George R. Terry, 1993).

Goleman and Terry's formulation if drawn to the realm of education policy will find common ground with educational autonomy. Closely related to this, Fasli Djalal et al, found a relationship between decentralization and education management; "decentralization of education is a management system to realize educational development that emphasizes diversity. Decentralization of education is defined as a wider delegation of authority."(Fasli Djalal dan Dedi Supriadi, 2001). But here it must be emphasized, centralization and decentralization have an inseparable role, that those at the center must give task authority to those below. This is also what Winardi reminds us, "centralization or decentralization is not a matter of choice "this and that", each has their own place in the overall process of vertical coordination."(Winardi, 2010) This is then the spirit of the implementation of regional autonomy which embodies one of the principles of democratization.

In responding to the reform of the education system in the current era of regional autonomy, what has become a necessity is the need for quality assurance so that pesantren carry out a quality movement. Here, community participation is needed to advance education in the era of regional autonomy. Munadi and Barnawi quoted Owens, "Participation is a feeling of mental and emotional involvement. This method is intended to have decisions up to the operational level."(Barnawi, 2011) In regional autonomy, the meaning of increasing the participation of all components is to advance educational institutions so that they are more conducive. In the context of pesantren, institutional management in its implementation must be optimized so that it is truly based on public interests.

Referring to the opinion of Beare and Boyd as quoted by Munadi and Barnawi, the restructuring of educational institutions based on quality improvement involving the community is to change the focus of reform from individuals to organizations. Educational

reform is directed at improving the system of educational institutions in carrying out their functions. (Dianovi dkk., 2022; Rohmalimna dkk., 2022). Education reform requires organizational development, in this case changes in school structure that allow greater autonomy for principals to utilize potential resources within and outside the school for the betterment of the school.(Barnawi, 2011) Moreover, the autonomy of educational institutions must support the decentralization of national education management in order to produce proximity (proximity) between education services and the communities served by education. This proximity makes the interaction process of education management, both in terms of planning, organizing, leading, and controlling, can be implemented effectively and efficiently. (Barnawi, 2011)

The adoption of educational innovation is not only about the acceptance of products created by individuals to be accepted by the public, but it is a product of educational policy that will be implemented in educational institutions. Of course, the ideal decision-making process must go through education management. Because the interaction of education management is required to prioritize aspects of proximity, it can be done by carrying out decision making that is open to various evaluations. In this case the decision-making process can refer to the Gibson et al model:

Gibson et al Decision-Making Process Model: Set specific goals and objectives and measure the results, Review, Identify problems, Review, Develop alternatives, Review again, Selecting one alternative, Review again, Implement the decision, Review again, Control and Evaluate.

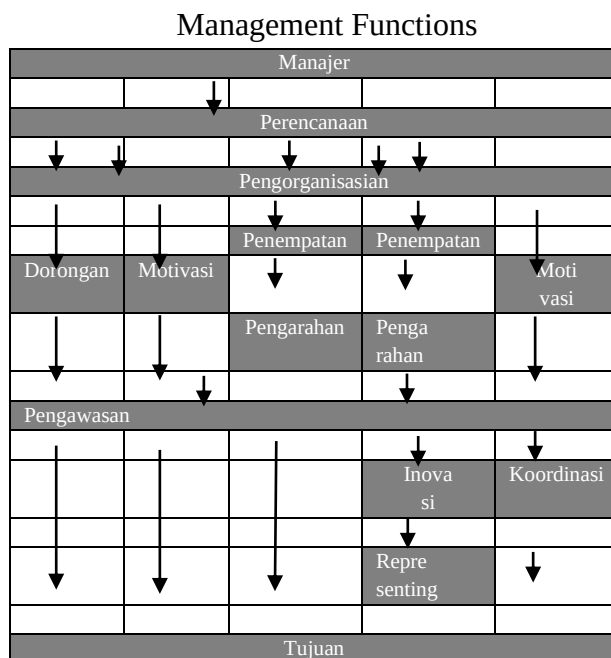
Looking at Gibson's decision-making model above, if it is associated with the stages of diffusion of organizational innovation, the same pattern will be found in the process aspect because both are evaluative. However, it seems that Gibson's model is only based on the evaluation of the ansich process and has not touched the aspect of the consequences resulting from the process as formulated by Rogers. For this reason, among the series of every decision-making process in the diffusion of educational innovations in pesantren, it is necessary to include a study of the consequences received by educational stakeholders, whether the resulting decisions are really useful or vice versa. So if the decision-making process carried out in the realm of school-based quality management in terms of determining the adoption of innovations can be formulated as follows: Setting specific goals and objectives and measuring the results, Process review-consequence review, Identifying problems, Process review-consequence review, Developing alternative, Process review-consequence review, Determining alternatives, Process review-consequence review, Selecting one alternative, Process review-consequence review, Implementing the decision, Process review-consequence review, Control and Evaluation

Formulation of Diffusion of Educational Innovation Decision Making in Pesantren

As described in the previous section, the leader variable determines the innovativeness of the organization. In line with this, Terry states, "the process or operational approach identifies management as the things that a manager does in order to be declared capable of acting as a manager. The things that the manager does must be clear; that is, it is an activity that is compiled from several fundamental functions into a

unique process."(George R. Terry, 1993) In the case of pesantren institutions that will create educational innovations that guarantee aspects of decentralization, promiscuity and good leadership, it is more appropriate to use management functions. Terry's management functions provide an overview;

Chart 1



From the chart above, it can be seen that Terry recognizes that there are differences of opinion:

It strikes us that in every combination there are three functions in common, namely (a) planning, (b) organizing, and (c) supervising. There are differences about the other functions. Some argue that staffing is already part of organizing and directing is the same as actuating or motivating; and as in the figure above, others believe that innovating, representing and coordinating are fundamental functions..(George R. Terry, 1993).

Terry believes that the functions of management in achieving goals consist of: (1) planning, (2) organizing, (3) actualization, composed of a combination of placement, encouragement, motivation and direction, and (4) supervision, as well as (5) a combination of innovation, coordination and representing. (George R. Terry, 1993). What is meant by innovation here is the application of new ideas, while representing is an excellent appearance in dealing with clients or colleagues.

So complex is the management of pesantren education that in enacting educational innovations, it is necessary to combine management functions and decision-making processes, both in terms of management stages and the innovation diffusion process. The author formulates a combination of educational innovation diffusion decision making in pesantren with the following table.

Planning

Stage 1, Setting specific goals and objectives and measuring the result. Process: Determination of general organizational problems that are considered necessary for

innovation, determination of the environment conducive to innovation potential values of the organization. Parameter Consequences: Local units agree on the general problem of the organization.

Stage 2, Identifying the problem, Process: The organizational problems obtained from the agenda-setting stage are taken into consideration for innovation, and the most important things for innovation are planned and designed. Consequence Parameters: Local units agree on the innovation design.

Stage 3, Developing alternatives, Process: The innovation is tweaked and reinvented to fit the specific organizational situation and perceived problems. Parameter Consequences: Local units agree on an organizational situation that fits the innovation.

Organizing

Stage 1, Determining alternative, Process: Organizational structures that are directly relevant to the innovation are changed to accommodate the innovation. Consequence Parameter: Innovation is agreed to be adopted

Stage 2, Selecting one alternative, Process: Organizational structure directly relevant to the innovation is changed to accommodate the innovation. Consequence Parameter: Structure is reorganized to execute the innovation

Implementation (Actuating)

Implementing the decision, Process: The relationship between the innovation and the organization is very clear, that the innovation is implemented regularly. Parameter Consequences: The organized structure implements innovations on a regular basis

Controlling

Controlling and Evaluating, Process: Innovation is no longer visible because it has become an element of organizational activities that are carried out regularly. Consequence Parameters: The structure of the organization feels the benefits of innovation.

In the implementation of educational policies that provide flexibility for pesantren to determine their preferences, such as the adoption of the mu'is or PDF model, it cannot abandon management functions. In this case, decision making accompanied by the correct process is the bet for success in education management in pesantren. (Amado-Alonso dkk., 2019; Rahmah dkk., 2022). The local unit is the deciding party in decision-making at the stages of implementing the management function. If local units, in the context of management, staff and employees are involved in decision making at the planning stage, then they will be bound by the consequences of an innovation (desirable consequence). The innovation will be implemented by the pesantren caregivers and administrators at the organizing stage directly (direct consequence). The pesantren caregivers and administrators indirectly (indirect consequence) feel the benefits of innovation at the implementation and control stages.

CONCLUSION

As a final note, high decentralization of the innovation system can ensure the involvement of all elements of the organization, so that decisions taken will be bottom up and in accordance with the needs of local units. In addition, the individual character of the

leader and the external character of the organization can have a positive effect on organizational innovativeness. While the internal characteristics of organizational structures such as variables of centralization, formalization, organizational weakening and agent size and place cannot affect organizational innovativeness.

Complexity and interconnectedness are considered to have a positive effect on organizational innovativeness. The peak of innovation success in pesantren is determined by the routine application of innovation in the organization. If the innovation system is good, then the consequences of innovation are also good. For this reason, among the series of every decision-making process in pesantren, it is necessary to include a study of the consequences received by educational stakeholders. An evaluative decision-making process that always pays attention to the consequences for users will ensure that the diffusion of innovation is transformed into a comprehensive form of local unit participation.

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