Madrasah (Islamic School)/ School Service Quality Culture Through Social Capital

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Abstract

To enhance the *madrasah (Islamic school)* educational quality could not be released from the social capital. Based on the aforesaid opinion, this review on quality cultural enhancement through social capital include verbal and material trusts, values, norms, beliefs, behaviors. Whereas the issue formulations are the questioning of quality culture of educational services and *madrasah* social capital formats in developing the *madrasah* educational quality.This Research study applies the theory of public policy, in which essentially reflects the relation between governmental unit and its environment, and it refers to what policy is to be done or not by the government.This research applies the descriptive qualitative method, including categorizing, literary review, field research, analysis, and report presentation.The research discussion presents that the social capital is the inter-human reciprocal relations originating from the agreed *trust*, *mutual understanding*, and *shared value system* to be commonly implemented in achieving the purpose. Under the educational institution context, social capital educational institution is construable as the existence of *trust*, *mutual understanding*, and *shared value system* built by the educational institution as further acknowledged by the community.It may be concluded that the trust-related educational quality concept is keep increasing. This becomes the social capital for *madrasah* development. The government supports in educational services may be established in term of facilitation and autonomy in its management.

Keywords: Governmental Policy; Social Capital : *Madrasah (Islamic school)* Educational Quality

1. Introduction

One of the central issues in educational organization at present is the increase of educational quality. Laws Number 20 of 2003 on National Educational System article 4 paragraph 6 also confirms that: *Pendidikan diselenggarakan dengan memberdayakan semua komponen masyarakat melalui peran serta dalam penyelenggaraan dan pengendalian mutu layanan pendidikan (Education is held by empowering all public components through participation in the educational service quality organization and control)* (Pustaka Widyatama 2003). Regulation of the government of the Republic of Indonesia Number 13 of 2015 on the second amendment of the *PP (Governmental Regulation)* Number 19 of 2005 on *Educational National Standard,* article 4, also confirms that Educational National Standard is having purpose to guarantee the National educational quality to educate the national living, and to establish the prestigious national character and civilization.

The government has also made the minimum service standard policy to measure service and educational qualities as becoming the reference of educational organization. The Regulation of the Minister of Education and Culture of the Republic of Indonesia Number 23 of 2013 on Amendment of the Regulation of the Minister of Education Number 15 of 2010 on *Standar Pelayanan Minimum Education Dasar di Regency/City (Regency / City Basic Educational Minimum Service)* mentions that the Standar Pelayanan Minimal of Pendidikan Dasar, hereinafter it is referred to as *the SPM Pendidikan (= Basic Educational Minimum Service Standard)* is the performance standard of basic educational services through formal education tracking held by regional / city area. *Basic Educational Minimum Service Standard* is the reference for program planning, and budgeting for each regency / city target achievement. (2) program planning and budgetting of the Basic Educational Minimum Service Standard as referred to in paragraph (1) is held as per the specified technical principle / standard.

More technical application to measure and maintain the educational quality is the accreditation of each educational unit at all levels, starting from Kindergarten, Elementary School, Junior-, and Senior High Schools, or their equivalent. The Regulation of the Minister of Education and Culture of the Republic of Indonesia Number 59 of 2012 on *Badan Akreditasi National (BAN = National Accreditation Board)* on article 1 mentions that the *Badan Akreditasi National,* hereinafter it is referred to as the *BAN,* is an independent evaluating board determining program and educational unit feasibility. In addition, this institution becomes the independent evaluating board determining program and educational unit feasibility of formal elementary and secondary education by referring to the Educational National Standard

The effort to enhance the educational or *madrasah* quality could not be released from the optimized social capital in educational management. It is impossible for educational institution or *madrasah* to produce qualified graduates, but not involving the social modality. People trust, constructed value system, and networking existence significantly determine the direction and development of an educational institution. Capable educational institution manager to catch and optimize the social capital tends to be able to acceleratedly develop

the educational institution.

Educational quality is comprehensive in character, it relates to all organizer components, and educational activities, called as the total quality. Strategy developed in the application of integrated quality management of educational world is that the educational institution put itself as a service institution, namely to provide services as required by customers. The required services by customers are, of course, something that so qualified and satisfying for them. At that time, it is required a competent management system capable of empowering the educational institution to be higher in quality through social capital reinforcement.

Following the internally satisfactory human capital, the *madrasah* manager is expected to be able to empower the external *madrasah* social capital, including from public figures, parents of students, and business actors. According to Edwad Sallis (2006), there are some essential matters of total quality management operation of educational world in which need attention: (1) continuous improvement, (2) quality assurance, (3) organization restructuring, (4) customer relation maintenance, and (5) quality cultural change.

Madrasah as one of educational service providers should be capable of meeting people demand. Moreover, it has been clearly confirmed in *the Undang-Undang Sistem Pendidikan Nasional (UUSPN = Laws of National Educational System* No.20 of 2003), that   *madrasah* has the same position and role with the other educational institutions (*permadrasahan*). However, it seems that the government still has lacked of attention to the *madrasah* (Ki Supriyoko 2008).

Based on the regulation, the management of *madrasah* is arranged in the *Peraturan Menteri Agama (PMA = Regulation of the Minister of Religious Affairs)* Number 66 of 2016 on the Second Amendment of PMA Number 90 of 2013 on *Madrasah* Educational organization, Article 41 mentions that *madrasah* management applies *madrasah*-based management performed under the principles of justice, independency, partnership, and participation, non-profit, efficiency, effectiveness, and accountability. This point clearly describes that *madrasah* management is conducted through enforcement of partnership and community to jointly manage and develop the *madrasah*. It seems that this ideal management is not established at all *madrasahs*, so as there are still many *madrasahs* incapable of optimizing their social capital management.

For this long, *madrasah* is still considered as having lower quality than other educational institutions, mainly of the public schools (Mujamil Qomar 2007). Another factor to also weaken the quality of *madrasah* is related to students study load, as Madrasah load is far harder than those of public school students. *Madrasah* students should learn all subjects of public school, plus religious subjects, including Arabic, the Al-Qur'an – hadiths, *aqidah – akhlaq (faith and moral)*, *fiqih-ushul al-fiqih (Islamic Jurisprudence)*, and Islamic Cultural History. *The Madrasah* in the *pesantren (Islamic Boarding School)* vicinity has even harder load, as students also follow both *madrasah* and *pesantren* subjects as well.

Based on the aforesaid perspective, the review on quality cultural enhancement through social capital, including verbal or material trust, values, norms, beliefs, behavior in *madrasah* originating from the community are important to be performed. Whereas the issue formulations of this study are: (1) what is educational service quality culture, and (2) what types of *madrasah* social capital to develop quality culture of Educational institution.

2. Literature Riview
2.1. Previous Researches and Reviews
Montgomery Van Wart and Sharon Pierce (2016:102-122) in *Transylvanian Review of Administrative Sciences Special Issue,* entitling *The Rise and Effect of Virtual Modalities And Functions On Organizational Leadership: Tracing Conceptual Boundaries Along the E-Management and E-Leadership Continuum* said that, consumers prefer to have priority and supporting services, as these shall develop customers trust on leadership quality. Quality shall be measured from service continuity provided to customers.

Adejuwon, Kehinde David (2015) of Department of Public Administration Faculty of Management Sciences Lagos State University in its review entitling *The Dilemma of Accountability and Good Governance for Improved Public Service Delivery in Nigeria* said that the necessary relation between the government and its people in actualizing the good governance shall be lost without accountable and transparent service cultural reinforcement. Servicing paradigm becomes part of building the good governance principle. People involvement significantly assists the establishment of transparent and democratic government.

Okafor, Chukwuemeka, Fatile, Jacob Olufemi, Ejalonibu, and Ganiyu L in their paper entitling: *Public Service Innovations and Changing Ethos in Africa* (2014) said that ethics become the important element in leading bureaucracy. Ethic reinforcement shall provide superior and high quality public service provision. Innovation in public services as in Nigeria, significantly support the establishment of satisfactorily service provision. Traditional service paradigm also needs redefinition for the current available public services.

Nur Kholis, etc. (2014). Title of research *"Mutu Sekolah dan Budaya Partisipasi Stakeholders: Studi Fenomenologi di Sekolah Konfesional MIN Tegalasri Wlingi Blitar (School Quality and Stakeholders Participation Culture"* Phenomenology Study at Conventional School, Tegalasri Wlingi Blitar MIN [= Islamic

Elementary School])". This research illustrated and explored the concept meaning of good quality school, participation cultural development, and school culture, and also roles of actors in performing school social engineering towards the achievement of high quality school in the conventional MIN Tegalasri Institution. It is a qualitative research with phenomenology approach. Data were collected through intensive interview, observation, and documentation, under the following validity measuring standards: trust degree, transferability, dependency, and assurance. Data analysis was presented in relay method, starting from data collection and meaning. This research concluded two aspects achieved in academic and non-academic fields; participation level starting from director, teachers, students, school committee, and *class association (paguyuban kelas)*; school culture development, including internal – external consolidation and synergizing their potencies, approaching school and community relation, cooperating with various parties, restructuring and revitalization of school committee and class, and developing clean, excellent, and comfortable culture; principal refers to the actor of high quality school culture, and stakeholders participation.

2.2. Frame of Reference

Jones in Irawanto (2013:40) defines public policy as the interrelation between certain governmental units with their surrounding. One of public policy processes is its implementation, in which it is usually understood as an activity intended to operate a program. Public policy is a complex dependent pattern from mutual dependent collective options, including the non-implemented action decisions, drawn up by the government agencies or officers (Dunn, 2003:132).

Policy implementation principally refers to the method to achieve policy purpose. Lester and Stewart (in Winarno, 2012: 101-102) certify that when policy implementation is observed through its widely meaning, it refers to a legal administration tools where various actors, organizations, procedures, and techniques are working together to implement the policy to achieve the intended impact or purpose.

Van Meter and Van Horn also formulate the approaching model of policy implementation called as A Model of the Policy Implementation. According to Van Meter and Van Horn, policy implementation is influenced by some variables including: (1) standard and target /measurement and purpose of policy; (2) resource(s); (3) management organization characteristic; (4) management attitude; (5) communication of interrelated organization and implemented activities; (6) social, economic, and political environment. More specifically, Van Meter and Van Horn emphasized on policy performance.

3. Research Procedures

Qualitative research has main characteristic to focus on meaning. Research process tends to cycle than linear format, where data collection is simultaneously performed; it more focus on the depth than the width of research scope of work; intensive observation and interview are significant priority in data collection process, while the researcher itself refers to the main instrument (*human as instrument*). Qualitative research requires the digging of data to informants under the technique of allowing informants to describe and express their experiences in accordance with their feelings, experiences, and performances. In this case, it refers to the experiences of educational organizers in the *Ma'arif NU Educational Institution* of Lamongan Regency.

This research object is the Ma'arif Educational Institution in Lamongan Regency. Informant determination was held by *purposively* finding the key informant, as then developed through *snowball sampling* technique. This snowball technique was applied to find continuous information from one informant to another, so as the achieved data were larger, more completed, and intensive. This snowball technique, in addition to its purpose to select the most considered knowledgeable informant to the reviewed issues, it also to develop the informants selective method subject to the researcher requirement, and data collection stability. This snowball technique application should be terminated upon the consideration of *data saturation*, or non-developed *madrasah* organization cultural value system, so as the data achieved was the same with the previous one (*point of theoretical saturation*).

For the purpose of this research, informants were requested to give their opinion, response, argumentation, and experiences on educational service quality culture through social capital in Ma'arif Educational Institution, Lamongan Regency. Informants descriptions in this research including from the Principal of *Madrasah* in Ma'arif Educational Institution, *Madrasah* Committee, Teachers, and also stake holders of Ma'arif Educational Institution, Lamongan Regency. These informants were considered as understood and had significant knowledge on research issues, especially the application of social capital in enhancing educational service quality culture in the *madrasah* of Ma'arif Educational Institution. In this case, it is significantly possible that research questions could be answered and provided with satisfactorily, and rationally argumentation, hoping that those given information may provide the required data for this research.

Data collection in this research is applied through observation, interview, and document tracking. In data collection process, human is the main instrument in the research. Data collection using human as the research object focus assumes that data sources are able to response by signs, adapt with the environment, and be

responsive.

Another technique for collecting data research is through interview activities. This process is having purpose to obtain the non-accessible field data through observation. It is also intended to deepen the knowledge or understanding on social capital and educational service quality culture development in Ma'arif Educational Institution, Lamongan Regency. This step is performed to avoid or minimize the misinterpretation of symbolical meanings, or educational organizer activity in *LP (Educational Institution)* of Ma'arif NU, Lamongan Regency related to research issues. By applying this technique, it is expected the more intensive, completed, and accurate data collection, so as to provide the more critical issue analysis.

Data analysis was performed since the thorough data collection, and rechecking. The researcher repeatedly cross checked the obtained data, logically systemized, and interpreted for their validity and credibility of those obtained field data.

Data analysis in this research was divided in three stages, first: the introduction or data processing / obtained data completion, writing limitation, meaning clearness, data regularity and conformity with others, second: data organization in which refer to the core of data analysis, third: result finding. Data analysis stage was started from the preliminary data obtained by the researcher. The research result was rechecked to have data research validity and credibility, to have accurate research discussion result, to find new matters, or to reinforce and add previous finding results, on the efforts of educational service quality culture development in Ma'arif Educational Institution Nu, Lamongan Regency.

Following the completion of data collection, the researcher took *anticipatory* action before reducing data. *Anticipatory data reduction is decided by the researcher (often without full awareness) regarding the selection of conceptual frame work, site, research question, data collection approaches.*

Data collection technique triangulation is to compare any collected data or information through other techniques. Triangulation in this research was performed by direct and indirect interview. Indirect observation was conducted in term of observation on some behavior and events triangulated further just like in observation result on educational service quality culture, including those related to vision, mission, quality culture, quality assurance of educational service, and control system in school management.

4. Discussion
4.1. Quality Policy and Social Capital

Some theories referenced in the theoretical review to compose theoretical framework among others are; First, public policy from educational perspective as the *grand theory*. This is intended to trace the macro concepts on educational policy produced from educational system in Indonesia. Second, educational quality theory on educational service provision as the *middle theory*. This is intended to intensively trace the educational concept and results. Three, educational service theory as the *applicable theory*. This is intended to cut open the implementing process of *madrasah* educational service implementation.

Public policy epistemologically origins from the term "policy" meaning in *bahasa* Indonesia as the "*kebijaksanaan*" from Ancient Greek language "Polios" also construable with the term of city state, with the term (state), in which if it is re-construed in English means issues control.

According to Anderson (1979: 50) State policy basically reflects a relation between the governmental unit with its environment. State policy is what choosen by the government to be done or not. Anderson also stated that a state policy is a set of action having certain purpose acknowledged and performed by an actor or a group of actor to solve certain issue.

Whereas according to Thomas R. Dye (1978), state policy is "anything chosen by the government to be done or not." While Easton (1988) construed state policy as "the allocation of forced (valid) values to all members of community. Easton also has opinion that the inputs of policy are demand and support, namely people demand and support of the existing resources.

Anderson (1979) defined policy in its very wide meaning as "the relationship of government unit to its environment". Further, Anderson presented the existing components of public policy: 1). Public policy is a developed policy by both officers and governmental bodies; 2). Policy demand is the demand addressed to those public officers by other actors to act based on issues given; 3). Policy decision is the decision made by public officers having authority to arrange and to fill the content of public policy action; 4). Policy Statement is the official statement or articulation of public policy; 5). Policy Result is the manifestation of actually perceived public policy; 6). Policy Impact is the intentional or unintentional consequences to the community due to governmental action.

According to Randall & Grace A Franklin (1982:4) in their book entitling : Bureaucracy and Policy Implementation, it stated that something that more important than the policy is the implementation of the policy itself". To comprehend the policy implementation, it is necessary to understand what, and where the said policy are suitable to apply. Policy implementation is what event was happened following the rules making of the program producing factual output.

Within this concept, product policy becomes the factual measurement of the application and effectiveness of a policy. Policy is valued as ineffective if not releasing product following the implementation of the said rules. Policy formulation and legitimation shall be useless, if not producing product and program impacts.

Based on the aforesaid description, it may be concluded that *madrasah* policy is a set of action defined and implemented by *madrasah* having purpose or orientation on a certain public interest purpose, mainly to provide public service. or in other words, it may be philosophically said that *madrasah* policy is the answer of people issues and needs, so as it is expected that *madrasah* policy always comply with people interest.

In this case, the meaning of the aforesaid state policy is not enforceable enough if not mentioning the statement of action to be done. For clearer policy, it should be re-construed in a program. Wahab stated that *kebijaksanaan-kebijaksanaan publik pada umumnya masih merupakan pernyataan-pernyataan umum yang berisikan tujuan, sasaran dan berbagai sarana, diterjemahkan ke dalam program-program yang lebih operasional yang dimaksudkan untuk mewujudkan tujuan-tujuan ataupun sasaran-sasaran yang telah dinyatakan dalam kebijaksanaan. Tujuan dari program-program adalah untuk menimbulkan perubahan-perubahan dalam lingkungan tertentu yaitu suatu perubahan yang diperhitungkan sebagai hasil akhir dari program (public policies generally still refer to general statements containing the purpose, target, and various means, construed into the more enforceable programs intended to establish those purposes, and targets of the policy. The programs' purposes are to raise the changes in certain environment, namely the designed change as the program final result*) (Wahab, 1990, page.124).

Policy implementation refers to the main important matter in measuring policy effectiveness. According to Edwards (1980:5) policy implementation frequently fails in the lack of administrative expertise of the officials to effectively implement the same. Moreover, the policy makers are significantly busy with each of their authorities. Therefore, the involvement of all stakeholders is so required. This is in line with the concept of Graham Allison's in his book, entitling "Essence of Decision" describing three policy making approaches, namely; rational actor, organization process, and bureaucracy political model.

In educational context, this policy implementation involves *madrasah*, parents, and community. These trilogy aspects shall be fully involved in each policy making. In this case, the awareness to implement the policy is getting stronger, in addition to the given authority sharing at some policy aspects.

4.2. Educational quality

Quality is identic with the result of a product. Quality concept has several definitions adjusted with the defined expert perspectives. Among quality experts frequently become the reference of writing are: Crosby (1979), Deming (1982), Feigenbaum (1986), Juran (1993), and Garvi and Davis (1994).

Crosby defined quality as a standardized product. A high quality product is said if its production satisfy to the specified standard quality. Any failure to satisfy the standard quality specified in the beginning shall mean otherwise.

Meanwhile, Deming said that quality is the satisfaction of market or consumers. A high quality company leads the market as its production satisfies consumers need. Satisfied consumers shall keep buying the product, and even raises trust or mindset.

According to Feigenbaum, quality is the full customer satisfaction. A product is considered as having high quality, if it provides full satisfaction to consumers in accordance with their expectation on the item produced by the company. In line with the quality concept of Juran, it is stated that product quality is the suitability of product utilization to meet customer need and satisfaction. The same also applies to Davis' quality concept stating that quality is the satisfaction of customers standard or more than customers desire (Abdul Hadis and Nurhparagraphi, 2014:84-86).

The above varieties of quality concepts are understandable that educational quality is the satisfaction of people need towards graduates. If graduates have quality criteria, and may satisfy people expectation, the said Educational Institution may be called as a high quality institution. Educational quality measurement may be more complex due to its mostly non-physical technical indicators. Knowledge, insight, attitude, and also ideology are non-physical indicators in measuring graduates quality.

Moreover, educational quality measurement is still perceivable through various associate indicators reflecting Educational Institution success in establishing the educational quality. People expectation is established in the enhancement of the Educational Institution qualities. Educational Institution capable of reading people requirement shall get more social trust.

4.3. Educational service

Daniel A. Mazmanian and Paul A Sabatier (1945:175) stated in their research book entitling " Public Policy and its Implementation" that maximal service provision may enhance students participation in achieving educational results. Some school reviews to find educatioan report in the United States concluded that educational service policy delivered based on sound process and legitimation shall produce higher participation.

Sinambela (2008:5) defines public service as the satisfaction of desires and people need by state organizer. A state is established by public (people), of course, under the purpose to enhance people welfare. Laws of the Republic of Indonesia No. 25 of 2009, article 1, paragraph 1, stated that: public service is any activities or a set of activities to satisfy service requirements as per the legislation for each citizen and resident on goods, services, and / or administrative service provided by public service agencies.

According to the Decree of the Minister of Information No. 63 of 2003 public service is all service activities by public service agencies to both satisfy the need of service recipients, and to implement the legislation. Following the abovementioned definition, public service is definable as a set of activities to satisfy the service requirement as per the legislation.

Harsoyo (2017) said that service quality shall determine the success of an Educational Institution in the competition, "Superiority of inter-Educational Institution competition in the futures shall also be determined by the off-class service quality. Classroom service such as teaching quality of a teacher and lecturer should be a mandatory, and in the same time, off-class service quality, such as academic information, student service, and other related services are getting more important to support the public service.

Currently, global competition in various sectors, including inter- Educational Institutions are stricter. This matter demands each Educational Institution to put their orientation to customer (people) satisfaction as their main purpose, through primary service of high quality learning process. There are two service terms should be known, namely to serve, and servicing. Servicing is basically any intangible, and non-possessed activities offered by an organization or individual to consumers (customer/served people).

Wider understanding is also conveyed by Daviddow and Utal (1989:19) that servicing is any efforts to increase customer satisfaction (whatever enhances customer satisfaction). From this point, it could be further explained that service excellence is the strategic key to get people trust. Service excellence is capable of maintaining the continuity of an institution, achieving big success, and creating school institution leadership in quality matters, winning the competition, and implementing educational responsibility.

4.4. National Educational Quality Standard

National Educational Quality Standard is a National governmental policy to reposition the national educational system. National educational standard is the minimum criteria on educational system in the whole jurisdiction of the Republic of Indonesia. This policy is attached in the Governmental Regulation Number 13 of 2015 on second amendment of Governmental Regulation Number 19 of 2005 on national educational standard. National educational standard is intended as the valid minimum criteria on educational system in the whole jurisdiction of the Republic of Indonesia.

Evaluation, accreditation, and certification are performed to guarantee and control the educational quality as per the national educational standard. National educational standard is completed on scheduled, directed, and continous manner in accordance with the local, national, and global living change demand. The national educational standard serves as the basic educational planning, implementation, and control to establish the high quality national education. National educational standard is having purpose to guarantee the national quality education to educate the national living and to establish the prestigious national character, and civilization. Scope of the eighth national educational standard includes:

a. Content;
b. Process;
c. Graduates competency;
d. Educator, and Educational Manpower;
e. Means and Infrastructure;
f. Management;
g. Funding; and
h. Educational Assessment

Content standard is scope of subject, and competency level attached in the criteria on competency of graduates, reviewing subject, subject, and learning syllabus to be satisfied by students on certain level and type of education. Content on national educational standard includes subject, and competency level to achieve graduates competency at certain level and type of education. The said content standard contains basic framework, and curriculum structure, study load, curriculum of educational unit level, and educational / academic calendar.

Process standard is the national educational standard related to the learning implementation at one educational unit to achieve graduates competency standard. Process standard includes learning model at the educational unit interactively, and inspiringly held in fun, challenge, and motivate student to actively participate, and also to provide adequate space for the ideas, creativities, and independencies in accordance with students physical and physiological talent, interest, and development. In addition, process standard also includes model of educators. Each educational unit plans the learning process, its implementation, result assessment, and learning process monitoring for the implementation of effective and efficient learning process. Learning process

planning includes syllabus and learning implementation plan containing at least learning purpose, teaching subject, teaching material, teaching method, learning sources, and learning result assessment.

Graduates competency standard is graduates competency qualification including attitude, knowledge, and skill. Graduates competency standard include attitude, knowledge, and skill including competency for all subjects or subject group and course subject or course subject group. Graduates competency for language subjects emphasizes to reading and writing competency in accordance with the educational level.

Graduates competency standard on basic educational level is having purpose to put the basic intelligence, knowledge, personality, noble morality, and also skill to live independently, and participate in advanced education. Graduates competency standard on general secondary educational unit is having purpose to enhance the intelligence, knowledge, personality, noble morality, and also skill to live independently, and participate in advanced education. Graduates competency standard on vocational secondary educational unit is having purpose to enhance the intelligence, knowledge, personality, noble morality, and also skill to live independently, and participate in advanced education in accordance with their vocation.

Means and infrastructure standards are the national educational standard related to minimum criteria on learning room, sport hall, prayer room, library, laboratory, workshop, playground, creative and recreation facilities, and also other learning sources, required to support the learning process, including the usage of technology of information and communication.

Management standard is the national educational standard related to planning, implementation, and monitoring educational activities at educational unit level, regency/city, province, or national to achieve the efficiency and effectiveness of educational institution.

Funding standard is the standard arranging effective component and the amount of educational unit operational costs during one year. Assesment standard is the national educational standard related to the mechanism, procedure, and assessment instrument of students study results.

Standards of educator and educational manpower are *preservice (prajabatan)* educational criteria, physical and mental feasibility, and also education in the preservice. Those standards arrange educators academic and competency qualification as learning agent, their physical and mental health condition, and also their capability to establish the educational national purpose. Academic qualification is the minimum educational level to be complied with an educator, certified with the relevant diploma and or certificate of expertise as per the valid legislation. Whereas competency as learning agent includes pedagogic, personality, professional, and social competencies.

Educational assessment standard is the criteria and assessment condition on basic and secondary educational level comprised of: (1) assessment of study results by the educator; (2) assessment of study results by the educational unit; and (3) assessment of study results by the government.

Meanwhile, educational assessment on higher educational level comprised of assessment of study results by the educator and assessment of study results by the higher educational level. Educational assessment on higher educational level is separately arranged by each higher education as per the valid legislation.

Assessment of learning results on basic and secondary educational level applies various techniques in accordance with the basic competency mastered. Assessment techniques may include written test, observation, practical test, and individual or group assignment. Subjects other than science and technology group at basic and secondary educational level, individually assessment techniques observation shall at least conducted once in one semester.

National educational standard serves as the basic of educational planning, implementation, and monitoring to establish the high quality national education. While its purpose is to guarantee the national quality education in educating the national living, and to establish prestigious national character and civilization. (Laws Number 13 of 2015).

4.5. Social capital

Educational Institution is a national educational sub system. The existence of Educational Institution in the middle of society needs support and reciprocal interaction with all *stake holders,* where the said Educational Institution is located. *Madrasah* as part of the Educational Institution also requires the social capital to maintain its existence and also continuity in educational management.

Social capital is part of social organization, such as trust, norm, and networking enable to increase social efficiency by facilitating coordinated actions. Social capital is also defined as the capability from public trusts in a community or certain parts of the questioned community. Moreover, this concept is also construed as a set of informal values or norms commonly possessed between members of a group enabling for the cooperative binding (https://id.wikipedia.org/wiki/Capital_sosial, accessed on 20th March, 2017).

The discussion on social capital is initially used to describe the reciprocal relation and the social system. The said reciprocal relation delivers the social structure and various social relations. The said social relations are observed as the source or capital for individual or group as the important component of social structure. Loury in

James S. Coleman defined social capital as a collection of sources attaching in family relation and in social organization, and is also useful for cognitive and social development of children or youths (James S. Colman, 1994:368).

Social capital was defined by Bourdeu in Alejandro Portes publication, entitling, Social Capital : Its Origins and Applications in Modern Sociology, as the combination of potential sources related to the ownership of a mutual and institutionalized profitable cooperation networking. (Alejandro Portes, 1998). Various potential sources to establish the mutual profitable cooperation networking becomes the important part in the social capital concept.

This social capital is a tangible object, but it becomes the important part in maintaining the continuity of the Educational Institution. Trust, human interaction, and also norm as the community value system are social capital in educational Institution management. According to Leksono, the term social capital was firstly introduced by Lyda Judson Hanifan in 1916 during a discussion on the effort to build community learning centre (S. Laksono, 2009: 36).

The review on this social capital has been conducted by sociologists, as then emerged various social capital concepts. Different perspectives shall produce different definitions and concepts as well from each scientist. The table below describes the concept on social capital comparison formulated by Subejo in the Agro Economic Journal, Volume 11, Number 1:

SOURCES	DEFINITION and BASIC ELEMENT
Coleman (1988)	*Social capital consists of some aspects of social structures, and they facilitate certain actions of actors--whether persons or corporate actors--within the structure*
Putnam et.al (1993)	*Features of social organization, such as trust, norms (or reciprocity), and networks (of civil engagement), that can improve the efficiency of society by facilitating coordinated actions*
Narayan (1997)	*The rules, the norms, obligations, reciprocity and trust embedded in social relations, social structure and society's institutional arrangements which enable members to achieve their individual and community objectives*
World Bank (1998)	*Social capital refers to the institutions, relationships, and norms that shape the quality and quantity of a society's social interactions*
Uphoff (1999)	*Social capital can be considered as an accumulation of various types of intangible social, psychological, cultural, institutional, and related assets that influence cooperative behavior*
Dhesi (2000)	*Shared knowledge, understandings, values, norms, and social networks to ensure the intended* *Results*

Social capital is definable as people ability to work in cooperation, and to achieve the common purposes in various groups. Numbers of peculiarities and failures raise in the surface since the economists of neo-classic discipline considered that cultural factors of human *behavior* as the rational and *self-interested* creature becomes a given / pushed away matters (Fukuyama, 1992). Synergic, inter-human cooperative ability is the core of social or human capital. Interactive ability becomes the individual key in establishing inter-human trust, so as team work is only built when inter-individual are capable of cooperating to achieve their common purposes.

From the abovementioned opinions, it may be understood that social capital is a reciprocal relation of inter-human happened and bonded by *trust*, mutual understanding, and *shared value* agreed to be commonly applied for purpose achievement. Within the context of Educational Institution, social capital Educational Institution is construable as the existing trust, understanding, and also value system built by the Educational Institution as further acknowledged by the community.

Social capital Educational Institution is defined as people trust to Educational Institution so as they understand and are willing to mutually develop the value system impulse built. The said emotional bonding of value system encourages people to do anything in developing the social existing Educational Institution.

Social capital dimension is not comparable to material dimension, as human has knowledge and skill. In this case, the social capital in human dimension is the capability merging from public trust in a community or certain parts of it. Social capital may also be institutionalized in the smallest or the most basic social group, and also the largest social groups, such as the state (nation).

Social capital is transmitted through cultural mechanisms, such as religion, tradition, or historical habituation (Fukuyama, 2000). Social capital is required to create the non-achievable moral community types, such as in the case of *human capital* forms. Social capital acquisition requires habituation to community moral norms, and to adopt righteousness as well in its context.

Social capital dimension illustrates all matters making people alliance to achieve the common purpose based on togetherness, and bound by values and norms growth and complied with (Dasgupta and Serageldin,

1999). Togetherness structure on inter-individual reflects common trust built through norms bonding, and the same purpose in a certain sector.

Referring to Ridell (1997), there are three social capital parameters, namely *trust*, norms, and *networks*.

4.6. Trust

As described by Fukuyama (1995), trust is the hope growth in a community presented by honesty, orderly, and cooperation based on adopted common norms.

Social trust is the implementation of this understanding. Cox (1995) then recorded that community with higher level trust, shall have positive tendency social rules; and also cooperative relations. Cox stated that: We expect others to manifest good will, we trust our fellow human beings. We tend to work cooperatively, to collaborate with others in collegial relationships (Cox, 1995: 5). Social trust basically refers to the good social capital product. It is marked by the sound social institutions; social capital delivers the harmony social living (Putnam, 1995). Social capital damage shall raise the anomie and anti social behavior (Cox, 1995).

Historically, madrasah was born, and growth by social self supporting. Almost all madrasahs merge at community initiative, whether in term of individual business, or public social organization. So as the first visions of the madrasah are populist and Islamic cultures. (Deden, 2017:50). This keep continuing and even increasing people trust makes people trust modality is important in madrasah management.

1. Norms

Norms comprised of understandings, values, hopes, and purposes mutually trusted, and implemented by a group of people. Norms may source from religion, moral guideline, and secularized standards, such as professional ethical codes.

Norms are built and developed based on cooperation history in the past and implemented to support cooperative climate (Putnam, 1993; Fukuyama, 1995). Norms may refer to the pre-condition, and product of social trust.

2. Networking

Dynamic infrastructure of social capital is the inter-human cooperative networking (Putnam, 1993). The said networking facilitates communication and interaction, enabling the growth of trust and strengthening cooperation. Healthy community tends to have sound social networking. People know and meet other people. Then, they build both formal and informal closed inter-relation (Onyx, 1996). Putnam (1995) argued that a closed social networking shall strengthen the cooperative feelings of its members, and the benefits of their participation.

This social capital element is interconnected and synergic in a common commitment of inter-individual in interaction. Trust, value system, and networking elements could not be forced to each individual. Therefore, social capital always has *button up,* not *top-down* character. Individual awareness determines the merge of trust, as then merge the common norms, and networking.

In the context of educational management Institution, the developed social capitalist is also significantly determined by the role and action of the Educational Institution in delivering graduates developing people trust. Educational Institution still requires social capital in managing the educational Institution.

5. Conclusion

Educational policies continue to significantly develop in Indonesia. Externally, this matter is influenced by the global demand in the 21st century educational concept. This century requires critical, creative, communicative, and collaborative educational graduates.

For that purpose, policy taking requires to consider the policy formulation for not giving negative implemented impact. In addition, it is necessary to formulate the alternative policy to be more flexible in its implementation, and adoptable in various tactical steps.

Educational quality concept may be referred to the Crosby concept identifying quality as a standardized product. A product is called as having high quality if its production satisfies the specified standard quality. Otherwise, if it does not satisfy to the specified standard quality since in the beginning, it is not considered as high quality. The current educational quality become attached requirement in the educational management Institution it self. People keep demanding the more increase Educational Institution quality in line with their living requirement.

In this context, educational quality means to be standardized from planning aspects, organization, to educational evaluation. In this case there are eight national educational standards becoming the reference to measure the educational quality. This is in line with Deming who said that quality is the market or consumers conformity. A high quality company is such a company leading the market as its production satisfies consumers need. Satisfied consumers shall keep buying the product and even emerge trust or mindset. This concept is in line with the Feigenbaum concept stating that quality is the full customer satisfaction.

If *madrasah* is capable of providing primary service to the community, and satisfiable to the community requirement, even more than those required, the *madrasah* shall control the educational market. Community trust

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shall keep increasing. This trust shall become the social capital for *madrasah* development.

The government should not be busy to provide servicing techniques, but its should give more authority to allow the establishment of educational public service in term of facilitation and autonomy in their management. In other word, the efficient and effective public service may emerge if it could cut the long procedure chain. Educational service at present is demanded to be fast performed, and shall have guaranteed quality.

Various theories and concepts on policy, educational quality, and educational service described above surely not totally perfect, even possibly unenforceable at all Educational Institutions. Each educational Institution has separate field and character in performing the appropriate service model with its own modality. Social modality owned by *madrasah* is significantly varied, commencing from capital trust, ideology bonding, demography, and other existing social capital. The *Madrasah* remains to dig the social capital to maximize the educational quality service.

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