

MANAGEMENT DUALISM (TOP-DOWN AND MADRASAH-BASED MANAGEMENT) IN THE IMPLEMENTATION OF EDUCATIONAL SUBSIDY PROGRAMS FOR ORPHANS

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ABSTRACT

This study aims to describe and analyse the dualism of management (top-down approach and Madrasah-Based Management/MBM) in the implementation of the education subsidy programme for orphans, with a focus on developing madrasah management that is responsive to the local needs of the community. This research employed a qualitative approach using a case study design conducted at Al-Khairiyah Citangkil Private Madrasah Aliyah, Cilegon, Banten. The findings indicate that the educational subsidy programme provides significant opportunities for orphans and economically disadvantaged students to access quality education. On the one hand, the top-down management approach ensures programme standardisation, policy control, and financial accountability. On the other hand, Madrasah-Based Management allows contextual adaptation to local needs and institutional conditions, thereby enhancing the effectiveness and relevance of educational services. This study implies that effective synergy between top-down policy frameworks and the flexibility of Madrasah-Based Management is essential for developing an inclusive and sustainable education system that empowers madrasahs to respond to the educational needs of their local communities.

Keywords: *Madrasah-based management, Top-down management, Madrasah management, Educational subsidy programme, Orphan education*

ABSTRAK

Penelitian ini bertujuan untuk mendeskripsikan dan menganalisis dualitas manajemen (pendekatan top-down dan Manajemen Berbasis Madrasah/MBM) dalam implementasi program Subsidi pendidikan bagi yatim, dengan fokus pada pengembangan manajemen madrasah yang responsif terhadap kebutuhan lokal masyarakat. Metode penelitian yang digunakan adalah kualitatif dengan pendekatan studi kasus di Madrasah Aliyah Swasta Alkhairiyah Citangkil Cilegon Banten. Hasil penelitian menunjukkan bahwa program Subsidi pendidikan memberikan peluang signifikan bagi anak yatim dan generasi bangsa yang kurang mampu untuk mengakses pendidikan berkualitas. Di satu sisi, pendekatan top-down memastikan standarisasi dan akuntabilitas program. Di sisi lain, MBM memungkinkan adaptasi program sesuai dengan kebutuhan dan konteks lokal, meningkatkan efektivitas dan relevansi pendidikan. Implikasi dari penelitian ini adalah perlunya sinergi antara kebijakan top-down dan fleksibilitas MBM untuk menciptakan sistem pendidikan yang inklusif dan berkelanjutan, yang mampu memberdayakan madrasah dalam memenuhi kebutuhan pendidikan masyarakat setempat.

Kata kunci: *Manajemen berbasis madrasah, Top down manajemen, Manajemen madrasah, Program subsidi pendidikan, Pendidikan anak yatim*

INTRODUCTION

Both government and private institutions continue to pursue the provision of quality education through curriculum improvement, evaluation systems, educational facilities, and teacher professional development (Suparman, 2012). Education therefore plays a crucial role in enhancing the quality of human resources. However, the implementation of educational programmes particularly those targeting orphans still faces substantial managerial challenges. Within the context of madrasah education, the dualism of management manifested in top-down governance and Madrasah-Based Management (MBM) has become a strategic factor in determining the effectiveness of such programmes. Top-down management is characterised by a centralised decision-making structure in which authority is exercised by higher-level leadership, whereas Madrasah-Based Management emphasises institutional autonomy and active participation of stakeholders at the school level (Anshori, 2016).

Regional autonomy constitutes one of the fundamental pillars of Indonesia's governance system. It refers to the decentralisation of authority, granting local governments the power to regulate and manage their own administrative affairs, including the provision of public services such as education. Law Number 23 of 2014 affirms that decentralisation enables local governments to manage strategic sectors in accordance with local needs and characteristics, with the objectives of encouraging community participation and enhancing governmental accountability to local demands.

Within this decentralised framework, education—particularly in private institutions such as madrasahs—has greater opportunities to develop Madrasah-Based Management that is more responsive to local contexts. Nevertheless, madrasahs operating under foundation governance often experience managerial

dualism between school-level autonomy and the centralised authority of foundations, especially in financial management. This condition presents a critical challenge in ensuring that educational programmes are implemented effectively, transparently, and accountably.

A central issue addressed in this study is the equity of access to education for orphaned children. Orphans frequently encounter significant economic constraints that limit their access to quality education. When managed transparently and effectively, free education programmes can remove financial barriers and actualise the principles of social justice and equal opportunity. The effectiveness of such programmes is highly dependent on a well-structured management system encompassing planning, appropriate fund allocation, and adequate supervision.

Al-Khairiyah Citangkil is a private Madrasah Aliyah accredited with a “B” rating, located in Citangkil District, Cilegon City, Banten, and operating under the Al-Khairiyah Foundation. The madrasah is widely recognised for providing free education to orphans and economically disadvantaged students. Its educational system is integrative in nature, combining Islamic boarding school education characterised by classical Islamic text studies with formal madrasah education, thereby balancing religious and general knowledge. Established originally as a pesantren in 1916 by K.H. Syam’um, the institution has undergone educational reforms by adopting classical teaching methods and modern governance practices to remain adaptive to contemporary developments.

Madrasah Aliyah Al-Khairiyah Citangkil actively provides 100 per cent free education for orphaned students, covering tuition fees, meals, laundry services, and other educational needs. However, preliminary findings indicate the application of two distinct management models within the institution: a centralised top-down model employed by the foundation for financial management, and Madrasah-Based Management implemented at the school level for curriculum development, student affairs, and daily operations.

Although the literature on Madrasah-Based Management has extensively discussed how school autonomy can enhance educational quality through strengthened leadership and community participation, most studies focus primarily on operational implementation without examining its interaction with foundation-level authority. Conversely, research on financing in private madrasahs tends to emphasise funding sources such as government operational assistance, donations, and tuition fees while overlooking governance mechanisms under centralised foundation control. Studies on foundation governance further highlight the dominance of foundations in recruitment and asset management but rarely address how financial centralisation affects madrasah autonomy in implementing strategic programmes. Moreover, existing research on educational access for orphans largely concentrates on social welfare and financial assistance aspects, with limited attention to managerial practices in programme implementation.

Accordingly, this study aims to analyse and describe the implementation of educational subsidy management for orphaned students at Madrasah Aliyah Al-Khairiyah Citangkil, Cilegon, Banten. The focus is placed on planning,

organising, and supervisory strategies within the context of management dualism under the regional autonomy framework.

METHOD

This study employed a qualitative research approach. Specifically, it was designed as a field study aimed at obtaining an in-depth understanding of the current conditions, social interactions, and lived experiences of individuals and institutions involved in the management of educational subsidy programmes for orphaned students. In line with qualitative inquiry, this study sought to explore the meanings, perceptions, and experiences of stakeholders within an educational institution (Usman & Akbar, 2000). The research design adopted was phenomenological, focusing on understanding the lived experiences of key actors in managing and navigating managerial dualism between foundation-centred financial centralisation and the implementation of Madrasah-Based Management (MBM) at the school level (Creswell, 2018; Moustakas, 1994).

Participants were selected using purposive sampling, targeting individuals who possessed in-depth knowledge and direct experience with the phenomenon of management dualism and the implementation of free education programmes for orphaned students. The participants consisted of the principal, the school treasurer, the vice principal for curriculum affairs, the vice principal for student affairs, and a teacher. A total of five informants were involved, which was considered sufficient to capture managerial processes, decision-making dynamics, and programme implementation in accordance with phenomenological research principles (Moleong, 2017).

Data were collected through observations, semi-structured in-depth interviews, and document analysis, which were conducted iteratively until thematic saturation was achieved. Observations focused on managerial practices such as programme planning, coordination meetings, budgeting procedures, and the operational implementation of educational activities. Semi-structured interviews were conducted to elicit participants' experiences, perceptions, and interpretations of management dualism, particularly in relation to decision-making processes, financial governance, and programme implementation. All interviews were audio-recorded with participants' consent and transcribed verbatim. Document analysis involved reviewing institutional records, including programme planning documents, financial reports (subject to institutional permission), organisational structures, standard operating procedures, and documentation related to educational subsidies for orphaned students, enabling triangulation between formal policies and actual practices.

Data analysis was carried out thematically through an iterative process of coding, categorisation, and interpretation, allowing patterns and meanings to emerge from the data. To ensure the trustworthiness of the findings, this study applied source and methodological triangulation by comparing information across different informants and data collection techniques, in accordance with established qualitative research standards. These procedures enhanced the credibility, dependability, and confirmability of the findings and ensured a rigorous and comprehensive understanding of the phenomenon under investigation.

RESULTS AND DISCUSSION

Concept of Top-Down Management and Madrasah-Based Management

Madrasah-Based Management (MBM) refers to a decentralised educational management model that grants madrasahs greater autonomy in managing resources, making decisions, and implementing educational programmes through participatory mechanisms. MBM emphasises a bottom-up approach, encouraging the active involvement of school leaders, teachers, parents, and the surrounding community in improving educational quality, institutional independence, and professional accountability (Anshori, 2016; Langingintias et al., 2021). In practice, MBM allows madrasahs to adapt curricula, learning strategies, and student services in accordance with local needs while maintaining alignment with national education standards.

In contrast, top-down management remains dominant within the madrasah education system due to the structural positioning of madrasahs under the Ministry of Religious Affairs and foundation governance, which tends to be centralistic. In this model, policy formulation, funding regulations, and programme frameworks are determined at higher institutional levels and implemented at the school level with limited discretion (Aziz, 2025; Yusuf, 2023). This managerial dualism often results in tension between standardisation and contextual adaptation, as centrally designed policies may not fully reflect the realities and needs of local madrasahs. Therefore, effective synchronisation between top-down governance and MBM is essential to ensure that educational programmes remain both accountable and relevant to local educational contexts.

Integrated Management Practices: Financing, Curriculum, Human Resources, Networking, and Evaluation

Empirical findings show that financial management at MA Al-Khairiyah Citangkil is characterised by a centralised top-down mechanism managed by the foundation. All funding sources including BOS funds, tuition-related contributions, and community infak are first consolidated under the authority of the foundation treasurer. The madrasah treasurer submits monthly budget proposals, which are subsequently reviewed and approved by the foundation before funds are disbursed through a reimbursement system. This flow demonstrates a hierarchical financial structure in which the foundation functions as the primary decision-making hub, while the madrasah operates as an implementing unit. Such a model aligns with principles of financial accountability and control in educational institutions (Fahmi et al., 2021; Said et al., 2024).

Despite financial centralisation, MBM remains evident in programme planning and budget prioritisation at the madrasah level. Budget proposals are formulated through participatory mechanisms such as the Madrasah Work and Budget Plan (RKAM), involving the principal and teachers. This reflects partial financial autonomy within a constrained structural framework, illustrating how MBM operates as a negotiated subsystem under top-down governance rather than as a fully autonomous model. This condition supports earlier findings that

MBM in private madrasahs often adapts to foundation-dominated financial structures (Sarif et al., 2021).

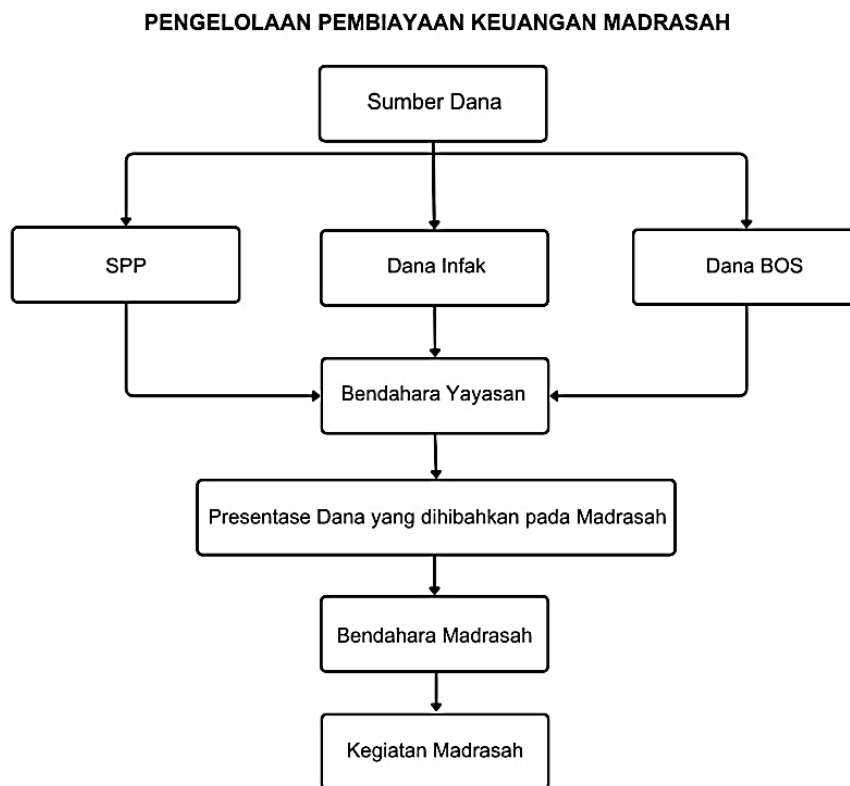


Figure 1. Financing Management Flowchart
Source : Document of MA Al-Khairiyah Citangkil

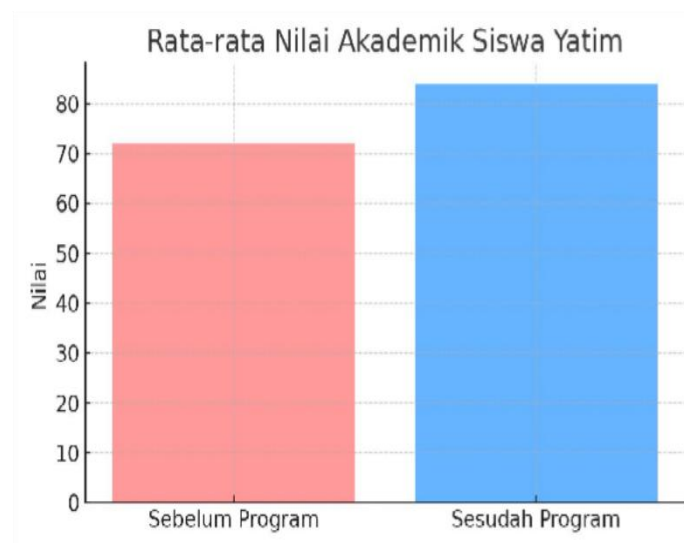


Figure 2. Academic Achievement of Orphaned Students
Source : Document of MA Al Khairiyah Citangkil

Curriculum implementation and development are managed more autonomously by the madrasah. The institution integrates the national curriculum with local content, extracurricular programmes, and bilingual instruction in Arabic and English. The effectiveness of this curriculum adaptation is reflected in Figure 2 (Academic Achievement of Orphaned Students), which shows an increase in the average academic scores of 30 orphaned students from approximately 75 before the subsidy programme to around 85 after its implementation. From a phenomenological perspective, this improvement represents not merely numerical progress but a transformation in students' learning experiences, characterised by increased motivation, emotional security, and academic confidence (Mahanani & Sulistyorini, 2023; Saidin et al., 2024).



Figure 3. The students of MA Al Khairiyah participated in the Olympiad
Source : Document of MA Al-Khairiyah Citangkil

Tabel 1
Winners of the Arabic Language Olympiad, Category 6 (State and Private Islamic Boarding High Schools), Cilegon City Level

Winner	School	Name
1	MAN 2 KOTA CILEGON	HOLIDAH
2	MAS AI-KHAIRIYAH CITANGKIL	DESTIANA FAUZIYAH
3	MAN 2 KOTA CILEGON	ANDINI NOVIANA ADEVIA
HARAPAN 1	MAS ALKHAIRIYAH CITANGKIL	NOUROTUL MAWADAH

Source: MGMP Arabic Language

These academic improvements are further reinforced by non-academic achievements. As presented in Table 1, orphaned students from MA Al-Khairiyah Citangkil achieved second place and first runner-up positions in the National Arabic Language Olympiad and secured first place in the Madrasah Mathematics Olympiad at the city and provincial levels. These achievements indicate that the subsidy programme contributes not only to academic performance but also to

social recognition and institutional prestige. Such outcomes demonstrate the effectiveness of MBM in translating centrally mandated curricula and policies into meaningful educational practices that empower disadvantaged students.

Human resource management is primarily conducted at the madrasah level, including teacher recruitment, task allocation, and professional development. Training programmes focusing on pedagogical skills and digital literacy are implemented to enhance instructional quality, although financial limitations restrict the scope of incentives and welfare improvements. Nevertheless, investment in teacher competence remains a strategic priority, consistent with research highlighting the role of human resource development in improving educational quality (Muflihah & Haqiqi, 2019; Murhaban et al., 2024).

Organisational strengthening is supported through partnerships with the foundation, industrial stakeholders such as Krakatau Steel, and local government institutions. These partnerships contribute to funding support and programme sustainability. In addition, the madrasah actively utilises digital media platforms to disseminate information and strengthen public trust, aligning with contemporary educational communication strategies (Wahyuni, 2018; Abdullah & Maisyarah, 2024). Programme supervision and evaluation are conducted periodically through academic assessments and SWOT analysis, providing reflective feedback for continuous institutional improvement (Lincoln & Guba, 1985).

Challenges in the Management of Educational Subsidies for Orphaned Students

Despite its achievements, MA Al-Khairiyah Citangkil faces persistent challenges in managing educational subsidies for orphaned students. A primary constraint is the limited diversification of funding sources, with heavy reliance on government assistance such as BOS and PIP. This dependency restricts infrastructure maintenance and programme expansion, a common issue among private Islamic educational institutions (Wahyudin, 2021; Julaiha et al., 2023).

Another challenge lies in regulatory dualism between foundation authority and madrasah leadership. While the madrasah is responsible for programme implementation, strategic financial decisions remain under foundation control, potentially limiting institutional flexibility and innovation. This condition reflects broader governance issues in foundation-based educational institutions, where overlapping authority can complicate decision-making processes (Anggrayni, 2023). Accreditation and quality assurance requirements also pose ongoing challenges. Although MA Al-Khairiyah Citangkil has achieved a strong accreditation status, limitations in facilities and funding hinder further quality enhancement. Accreditation remains a crucial mechanism for ensuring educational quality and public accountability, necessitating sustained investment and strategic planning (Anwar & Setiawan, 2020; Oktapiani et al., 2023).

CONCLUSION

This study demonstrates that the management of educational subsidies for orphaned students at MA Al-Khairiyah Citangkil operates through a dualistic governance model in which top-down management and Madrasah-Based Management (MBM) interact in a complementary manner. Top-down

management ensures financial accountability and institutional sustainability through foundation-level control, while MBM provides contextual autonomy in curriculum implementation, student services, and human resource management. This hybrid arrangement enables the madrasah to translate centrally regulated policies into effective and responsive educational practices. Empirical findings indicate that the integration of these management models contributes to improved academic and non-academic outcomes among orphaned students, including enhanced academic achievement, increased participation in competitive activities, and stronger learning motivation. Theoretically, this study highlights that MBM in private madrasahs should be understood as negotiated autonomy embedded within broader institutional and regulatory frameworks rather than as full decentralisation. Practically, strengthening coordination between foundations and madrasah leadership, diversifying funding sources, and expanding strategic partnerships are essential to ensure the sustainability and effectiveness of educational subsidy programmes. Future research is encouraged to examine similar governance models across different institutional contexts to enrich comparative insights.

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