

Transformation of Islamic Education Quality through Regional Autonomy in Bone Bolango Regency, Gorontalo Province

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Abstract

The problem of this research is: What is the condition of Islamic education in Bone Bolango regency before and after the regional autonomy? What barriers exist to improve the quality of Islamic education in the district Bone Bolango? How solutions in improving the quality of Islamic education in the district Bone Bolango? This study used descriptive qualitative method. Engineering data was collected through: interview (interview); observation (observation); documentation. While the validity of the data using triangulation techniques. Results showed before the regional expansion, the condition of Islamic education in the district Bone Bolango still minimal, as evidenced by the number and quality of Islamic education institutions such as MI, MTs, and MA is still below standard. This is caused by the current education management authority is not fully assigned to the area. After the regional autonomy, since holding full authority to manage the region, the district Bone Bolango organized Islamic schools is equivalent to public schools. Problems in improving the quality of Islamic education in the district including the Bone Bolango are Infrastructures, Budget Education, and quality and quantity of human resources as well as community participation to education, and also Public Perception of different Institutions. Solutions to improve the quality of Islamic education in the district Bone Bolango include human resource development by rewarding worthy of professional teachers, improving the professionalism of teachers and educators, supervision of learning, providing adequate infrastructure, applying the model to improve the quality of education in Islamic School.

Keywords: Regional autonomy, the quality of Islamic education

Abstrak

Permasalahan penelitian ini adalah Bagaimana kondisi pendidikan Islam di Kabupaten Bone Bolango sebelum dan setelah pemekaran? Apa hambatan yang dihadapi dalam

meningkatkan mutu pendidikan islam di kabupaten Bone Bolango? Bagaimana solusi dalam peningkatan mutu pendidikan islam di kabupaten Bone Bolango? Penelitian ini menggunakan metode deskriptif kualitatif. Teknik Pengumpulan data dilakukan melalui: interview (wawancara); observasi (pengamatan); dokumentasi. Sedangkan keabsahan data menggunakan teknik triangulasi. Hasil penelitian ini bahwa Sebelum pemekaran, kondisi pendidikan islam di kabupaten Bone Bolango dapat dikatakan masih minim. Ini dibuktikan dengan masih sedikitnya jumlah lembaga pendidikan islam seperti MI, MTs, dan MA. Lembaga pendidikan yang ada pun mutu serta kualitasnya masih di bawah standar. Ini diakibatkan oleh pada waktu itu kabupaten Bone Bolango masih merupakan suatu kecamatan (kecamatan Suwawa), yang pengelolaan pendidikannya saat itu kewenangannya tidak sepenuhnya diserahkan kepada daerah. Setelah pemekaran, sejak memegang otoritas penuh dalam mengelola daerahnya maka kabupaten Bone Bolango menjadikan pendidikan pesantren, madrasah dan sekolah Islam lainnya menjadi bagian dari sistem pendidikan nasional yang perlu ditata sistemnya dalam mencapai pendidikan Islam yang perkembangannya setara dengan sekolah umum lainnya. Hambatan dalam meningkatkan mutu pendidikan islam di kabupaten Bone Bolango diantaranya adalah Sarana dan Prasarana, Budget Pendidikan melalui APBD, Kualitas dan Kuantitas SDM yang masih rendah, Antara ketentuan dengan tindak lanjut di Lapangan relatif kurang, Partisipasi masyarakat terhadap pendidikan semakin berkurang, Perbedaan Persepsi Masyarakat Terhadap Lembaga Pendidikan berbeda-beda, Hambatan Manajerial-Internal dan Eksternal, Hambatan Ekonomis dan Hambatan Kultural. Solusi dalam meningkatkan mutu pendidikan islam di kabupaten Bone Bolango diantaranya adalah SDM insan pendidikan patut mendapatkan penghargaan, meningkatkan profesionalisme guru dan pendidik, melakukan supervisi pembelajaran, memberikan sarana dan prasarana yang layak, menerapkan model peningkatan mutu pendidikan di madrasah.

Kata Kunci: *Pemekaran Daerah, Mutu Pendidikan Islam*

Introduction

The embryo of regional autonomy has been laid out in the constitution, as mentioned in Article 18 UUD 1945 that:

“Indonesian regional breakdown over a large area and small, with the structure of government established by law, by looking at and considering the consultative basis with the State, and the rights of its origins in the areas that are privileged”.¹

Under the provisions of the Article 18 UUD 1945, it has been set some law concerning local government that the validity period in accordance with

¹ “Pemerintah Republik Indonesia. Undang-Undang Dasar 1945 Pasal 18” (Jakarta: Sinar Grafika, 2003), 7.

the conditions of the country in its day. Historically, the local government law the most revolutionary is the Law number 22 of 1999 on Regional Government, which changes radically Act No. 5 of 1974 on Regional Government is centralized to decentralize. It is influenced by reformation movement that became a symbol of resistance against the centralized governance practices in the New Order regime.

To give a greater role to the regional administration, on the second amendment of the 1945 Constitution, Article 18 was changed with the addition of seven verses, and coupled with two articles (Article 18A of the two paragraphs, and Article 18B with two paragraphs anyway). The role firmness as mentioned in Article 18 paragraph (1) of the 1945 Constitution that:

“Unitary Republic of Indonesia shall be divided into provincial regions and areas of the province are divided into districts and municipalities, which each province, district and local governments that have regulated by Law”²

Entering the XXI century is called the century of advances in technology, information, free trade, and globalization, Indonesia has undergone a paradigm shift in development in a comprehensive manner, including changes in the governance system of area marked by the turn of its laws, is a logical consequence and the reality of the paradigm shift. Motivated by article 18 paragraph (1) of the 1945 Constitution, as mentioned in the explanation of Law No. 32 of 2004 and the weaknesses contained in Law No. 22 of 1999, it was determined the Law number 32 of 2004 on Regional Government, which the government expected more accommodating to the interests of the people and more representative, so that the weaknesses experienced by local government law History can be covered by the legislation of the new government. Fundamental paradigm shift that is a reality and the development of the political atmosphere in the country that is strongly influenced by the spirit of democratization and openness, which in turn gave birth to the principle of broad autonomy, real and responsible, which is adhered to by Law No. 32 of 2004 on Regional Government.

² *Ibid.*, 8.

One of the effects about implementing the Law on Local Government is the euphoria division of administrative regions into new trends in the structure of government in Indonesia. In 2004, the provincial government has increased from 26 to 33 (26.9%), while the district/municipal governments increased 45.2%, and 303 becomes 440. Those figures will likely increase steadily in the coming years.³

The phenomenon has led to the attitude of the pros and cons of various politicians, community leaders, government officials, and among experts. They argue the benefits or losses incurred and the number of the divided region. Various views and opinions submitted to support the stance of each party. Fitriani et.al stated that division of administrative regions has opened chance about bureaucratic and political rent seeking, namely the chance to get funding profit oriented, either from central government or the region government. Moreover, she said that the central government claims the region government to show their potential effort to manage their local human and natural resources, then many region governments take some local taxes for developing their Region Income Taxes, and its causes regional high consuming funding. Moreover, some assumptions bear that region divided area is a elite business deal, because they need a position and occupation in government party. Democracy and political euphoria is used by elite group in government to yell their aspiration about regional autonomy.⁴

Naturally, the government effort in implementing Law on Local Government is to improve people's welfare. Directions from centralized to decentralized development is one form of government efforts to encourage the participation of all the people of Indonesia in the development process, better development in the economic, social, cultural, political and social education. One of the most obvious forms of change is a change of its centralistic development in the field of education is determined and controlled by the center to decentralized community-based education.

³ Pratikno, "Policy Paper: Usulan Perubahan Kebijakan Penataan Daerah (Pemekaran Dan Penggabungan Daerah)," *Kajian Akademik Penataan Daerah Di Indonesia Kerjasama Dengan DRSP-Depdagri*, 2007, 32.

⁴ Fitria Fitriani, Hofman Bert, and Kai Kaiser, "Unity in Deversity? The Creation of New Local Government in a Decentralising Indonesia," *Bulletin of Indonesian Economic Studies*, 2005, 57-59.

Today, globalization requires a paradigm shift in education. To do this, a very significant role of management education needs to create quality schools. According to Garfinkle the need for a new paradigm of education is based on massive changes in conditions and needs education in the information society. Increased competence, choice and customer demands today influence the education itself. At the same time, external factors affecting national education. Education needs to regulate and to get standardization to win competence and continuous quality improvement. Therefore the school management to develop creativity, innovation and modernization to focus for education customers, then that must be considered from managers, principals, teachers and education supervisors are improving the quality of education as the key to success in the future. At the end of the last decade of the 20th century, the world of education has not been able to fully meet the expectations of society. This phenomenon is marked and the low quality of graduates, education problem resolution incomplete, or tends to be patchy, even more project oriented. As a result, it is still disappointing public education. They continued to question the relevance of education to the needs of the community in the dynamics of the economic, political, social and cultural. The quality of graduates not in accordance with labor market needs and development, whether industrial, banking, telecommunications and other sectors of the labor market that tends to sue the school's existence. Even well-prepared human resources through education as generations yet fully satisfactory when it is viewed and in terms of character, moral and national identity in the cultural diversity of the nation

The condition causes some people become pessimistic about the school. There is the assumption that education is no longer able to create their vertical social mobility, because the school does not promise a decent job, because it is not guarantee school children's future better. Reality that schools, especially public schools do not have a positive impact, good and improved aspects of life competencies (skills and knowledge) as well as an increase in character (attitude) is answered by the Islamic education by offering integrated solutions, which are based on science and technology education and IMTAQ.

Correlation with the above analysis is trying to find a correlation between the impact of regional expansion as the impact of the implementation of regional autonomy laws to improve the quality of Islamic education in Bone Bolango.

Bone Bolango regency been set off and interest of researchers to this district as one of the new expansion. In 1999, at the beginning of the passing of the Reform in the entire territory of the Republic of Indonesia, where the issue of Law No. 22 of 1999 on Regional Autonomy and remember the Law No. 38 Year 2000 on December 22, the formation of the Province of Gorontalo who was then only three regions, while ideally have at least five District/City then on the spirit and aspirations of the entire community in the four districts located in Gorontalo Regency respectively the District Suwawa, Kabila, Tapa and Bone Pantai under the auspices of the Committee of Solidarity Establishment of New Regency (KSPKB) are trying, struggling to make The four sub-district to become a district. Then right on 25 February 2003 as legalized Bone Bolango District as the fourth district in Gorontalo province as mandated by Law No. 6 of 2003 on the establishment of Pohuwato and Bone Bolango District in Gorontalo Province.

Background the establishment of the District of Bone Bolango attract researchers to examine the extent of the region expansion happened a positive impact on improving the quality of Islamic education in the district.

From the description of the background described above, the problem can be stated as follows: (1). What is the condition of Islamic education in Bone Bolango regency before and after the regional expansion?, (2). What barriers exist to improve the quality of Islamic education in the district Bone Bolango? (3). How does the solution in improving the quality of Islamic education in the district Bone Bolango?

This type of research is descriptive qualitative research that seeks to describe the factual conditions in the field on issues that have been formulated previously. This study used several approaches are interrelated, namely: Pedagogic approach, psychological approach, sociological approach, juridical approach - normative. The method used in this research is intended to obtain data that are relevant to the issues discussed. Therefore, use methods of a scientific nature in order to obtain accurate data and can be

accounted for righteousness. The method is as follows: observation, interview and documentation.

Namely the relevant research studies conducted by Sulastri Ani with the title of strategic management research institute of Islamic education in improving the quality of Islamic education in Islamic Boarding School junior Ar-Rohmah Malang. This study wants to analyze how the formulation, implementation and evaluation of the strategy of Islamic educational institutions in improving the quality of education. As a result, the formulation of a strategy that is obtained is to formulate a vision and mission strategy continued with determination. Implementation by describing strategy in the form of activities. Evaluation of the strategy carried out by formal and informal meetings at the internal level or comprehensive field regularly.⁵ Equations with this research is equally want to reveal the quality of Islamic education. This study has differences with the research by the author in terms of core variables, researchers incorporate variable regional expansion as a factor affecting the quality of Islamic education in the district Bone Bolango while research by Sulastri Ani incorporate strategic management variables. Then the researchers took a broader research locations namely in the districts of Bone Bolango not just in one location of Islamic School strive to make four of these districts to become a district. Then right on 25 February 2003 Bone Bolange district is established as the fourth district in Gorontalo province through the mandated by Law No. 6 of 2003 on the establishment of Pohuwato and Bone Bolango District in Gorontalo Province.

The other study, done by Lukman Ibrahim in 2009 with the title "The Role of Islamic educational institutions in supporting the achievement of national educational goals (Case Study on Bone-Bolango district)". This study wanted to reveal how roles, barriers and solutions Islamic educational institutions in supporting the achievement of national educational goals of the district Bone Bolango. Equations with this research is equally want to uncover some of the role of Islamic education institutions and research sites at the district Bone-Bolango.⁶ This study has differences with the research by

⁵ Ani Sulastri, "Manajemen Strategik Lembaga Pendidikan Islam Dalam Meningkatkan Mutu Pendidikan Islam Di SMP Islamic Boarding School Ar-Rohmah Malang," *UIN Malang*, 2010.

⁶ Lukman Ibrahim, "Peran Lembaga Pendidikan Islam Dalam Menunjang Tercapainya Tujuan Pendidikan Nasional (Studi Kasus Di Kabupaten Bone-Bolango)," *IAIN Sultan Amai Gorontalo*, 2009.

the author in terms of core variables, researchers incorporate variable regional expansion as a factor affecting the quality of Islamic education in the district Bone Bolango while research by Lukman Ibrahim include variables national education goals.

Regional Expansion

Expansion area means the development of an autonomous region into two or more autonomous regions. Expansion of the area based on the Act No. 22 of 1999 on Regional Government, in article 5, paragraph 2 stated areas can be divided into more than one area, but after the Law No.22 of 1999 was replaced by Act No. 32 of 2004 on Local Governance, then the matter of regional divisions listed in article 4 paragraph 3 and paragraph 4, however, the term used is regional enlargement.

Law No. 32 of 2004 as mentioned in Article 4, paragraph 3 states: The formation region can be incorporation of some regions or areas as the part or division of a region into two regions or more. Whereas in Article 4 paragraph 4 of the Act states: Expansion of the area into two (2) or more areas referred to in paragraph 3 can be carried out after reaching the minimum age of governance.⁷

The total population of at least as autonomous region expansion requirements of the district and the city is considered more realistic than using the number of districts as defined in Regulation number 129 of 2000. The results of the study on 24 new autonomous region division results in 2003-2004 can be shown that only two autonomous regions (8%) had a population of over 500,000 people, eight autonomous regions (33%) has a population of under 100,000 people (one of whom just 11,000), while the other autonomous regions (69%) between 100.000 population -500,000. The facts alleged to contribute to lowering the achievement of objectives of regional autonomy (*Pedoman penilaian pemekaran/pembentukan kabupaten/kota/propinsi (pelaksanaan PP no. 129 tahun 2000)*)

In PP 129 of 2000 are elaborated that the establishment, expansion, deletion, and merging of regions aims to improve the welfare of the

⁷ Tri Ratnawati, *Pemekaran Wilayah Dan Alternatif Pemecahan Wilayah: Revisi Mendasar Terhadap PP 129 Tahun 2000* (Jakarta: Yayasan Harkat Bangsa, 2005), 10.

community; for the establishment, expansion, deletion, and merging of regions on the basis of considerations to improve the public service, improving democratic life, improve the management potential of the region, and improve security and order. PP 129 in 2000 listed the terms of the formation of the aspects of the assessment as follows:

1. The ability of Economics;
2. Potential Areas;
3. Social and Cultural;
4. Social Politics;
5. Population;
6. Local Area;
7. Other considerations that enable the implementation of regional autonomy.

A review of spatial aspects, settlements and infrastructure of the area is intended to:

1. Realizing the area that is able to develop independently;
2. Maintaining a balance between regional developments of new areas with its parent region;
3. Avoid negative social and environmental impacts as a result of regional expansion;
4. Improve services optimal infrastructure and facilities (that can serve the entire region).

With the assessment of spatial aspects, settlements and infrastructure of the region, it is expected the area to be expanded will be quickly developed in accordance with the principles of sustainable development.⁸

In addition to the above-mentioned another problem is that the number of new local governments in Indonesia is growing very fantastic and tend to be 'excessive'. How many provinces in Indonesia? In the past, this question will be easy to answer, namely 27 provinces including East Timor. However, since the Law No. 22/1999 and Law No. 25/1999, which regulates regional autonomy and fiscal decentralization, the more difficult to answer

⁸ Laode Ida, *Permasalahan Pemekaran Daerah Di Indonesia* (Jakarta: Media Indonesia, 2005), 21.

the question. This is understandable because people are confused by the rapid increase in the number of new local governments. In 2001, the district/city in Indonesia amounted to 336 (outside Jakarta) with 30 provinces (increase of four new provinces). This amount increases until the beginning of 2004, 32 provinces with 434 districts/cities. It is undeniable that the expansion of these local governments has created pressure on the budget due to a number of funds to be transferred to the new regional government. These conditions give a message to the central government to make clear and firm criteria in approving the expansion of new local governments.

Associated with these criteria, the administration of President Gus Dur in late 2000 has issued Regulation No. 129/2000 on the Establishment Requirements and Criteria for Redistricting, Elimination and Merging Regions. In the PP stated that the area can be established or expanded if it meets the requirements, however, the criteria presented by the president of the perceived lack of an operational nature, for example in the form of standardization of how much the value of each indicator, so that an area eligible to bloomed. In addition, the expansion procedure based on the results of research by the divided area wanting contains a great potential also for a 'manipulation'.⁹

It is common knowledge, with the expansion of local government will give rise to new levels and positions. And this implies further with the emergence of a new bureaucratic system that is greater than ever before. The position and this position must not be separated from the flow of funds from the central government (APBN) to local governments.

The motivation for forming the new area is not separated from the guarantee fund transfers from central government to local governments. Under decentralization, the shape of this transfer of funds known as equalization funds consisting of the general allocation fund (DAU), a special allocation fund (DAK), as well as funds for the good result of tax sharing and revenue-sharing resources in the funds transfer greatest The impact of the expansion area of the DAU and ultimately burden the state budget actually be more indirect. This is because the DAU is allocated based on the calculation

⁹ *Ibid.*, 56.

of the parent area and then distributed according to a certain proportion between parent regions and autonomous regions.

However, this led to the certainty of receiving the DAU this region, politically motivating to split the area. Of course, as a new area, the DAU is more directed at the construction of government infrastructure such as government offices, home offices, as well as other expenses related to officer official creditor and expenditure relating to these administrative apparatus had little impact to the surrounding community. Provision of public goods to society will certainly be reduced due to the early years of regional expansion; the construction is more focused on the construction of government facilities. Therefore, the DAU flows to areas of expansion, into opportunity loss on the provision of infrastructure and public services to the communities. This number is not small.¹⁰

Islamic Education Quality

An-Nasir Muhammad Hamid and Abdul Qadir Dervish Qullah define Islam education as the directing process of human development on the side of the body, mind, language, behavior, social and religious life geared towards kindness toward perfection.¹¹ Meanwhile Omar Muhammad At-Taumi ash-Syaibani as quoted by M. Arifin, stating that Islamic education is an attempt to change individual behavior in private life or social life and life in the natural surroundings.¹²

Meanwhile, according to the meaning, Achmadi said Islamic education is all efforts to maintain and develop human nature and the resources available to him towards the formation of the whole man (*insan kamil*) in accordance with Islamic norms.¹³

Islamic education in public discourse refers to the three items that belong together, namely: *First*, education in Islam or Islamic education, namely education conceived and developed from the teachings and fundamental values embodied in essentially the source, namely the Koran

¹⁰ *Ibid.*, 67.

¹¹ Muhroqib, *Ilmu Pendidikan Islam* (Yogyakarta: LKiS, 2009), 17.

¹² M. Arifin, *Filsafat Pendidikan Islam* (Jakarta: Bina Aksara, 1987), 15.

¹³ Achmadi, *Ideologi Pendidikan Islam; Paradigma Humanisme Teosentris* (Yogyakarta: Pustaka Pelajar, 2010), 31.

and as-Sunnah. In this sense, Islamic education can be either educational thought or theory basing itself or developed from the basic resources. *Second*, Islamic education or the Islamic religious education Islamic religious education efforts or the teachings of Islam and its values in order to be the views and attitudes of a person's life. In the sense that both these Islamic education can be intangible: (a) all activities carried out by someone or a particular institution to help someone or a group of learners to inculcate and Islamic teachings and values, (b) all phenomena or events of the encounter between two or more persons whose impact is embedded and to growing Islamic teachings and values in one or more parties. *Third*, education in Islam or processes and practices providing education that lasts and develops in the history of Muslims, both Islam as a religion, doctrine, and the system of culture and civilization since the time of nabi Muhammad saw to the present. So in this sense the term Islamic education can be understood as a civilizing and heritage of religion, culture, and civilization of Muslims from generation to generation throughout history.¹⁴ Although the term Islamic education can be understood in different ways, but in fact is an integral and operationally manifest in one unified system

In the terminology of the term quality has a meaning that is quite diverse, containing many commentators and opposition. This is because there are no standard measures of quality itself. So that would be difficult to get the same answer, whether something is of quality or not. Nevertheless, there are common criteria agreed that something was said to be certifiable, certainly when it is well worth or meaning good. In essential terms of quality show to something the size of the judgment or award given or imposed on the goods or performance. According to B. Suryobroto, quality concept implies the meaning of the degree of excellence of a product (work/effort) in the form of goods and services, both tangible and intangible.¹⁵

From some of the above, the quality has meaning the size, grade, provisions and judgments about the quality of goods or services something (products) that have the nature of absolute and relative. In an absolute sense,

¹⁴ Muhaimin and dkk., *Paradigma Pendidikan Islam: Upaya Mengefektifkan Pendidikan Agama Islam Di Sekolah* (Bandung: Remaja Rosda Karya, 2012), 29-30.

¹⁵ Aan Komariah and Cepi Triatna, *Visionary Leadership: Menuju Sekolah Efektif* (Jakarta: Bumi Aksara, 2008), 9.

the quality is of a high standard and cannot be surpassed. Usually referred to as well, superior, pretty, nice, expensive, luxurious and on. If associated with an educational context, the concept of quality of education is the elite, because only a few institutions that can provide high quality education experience to students. In relative terms, the quality has two senses. First, conform to specifications. Second, meet customer needs.¹⁶ Quality in one's views is sometimes at odds with the quality of the views of others, so it is not strange that there are experts who do not have the same conclusion about how to create a good institution.

From the description above can be concluded that the quality management is the science or art of governing the utilization of human resources and other resources that support the achievement of objectives effectively and efficiently. By size, content, conditions and judgments about the quality of goods or services something (products) in accordance with the customer's satisfaction.

Quality management in education (Islam) is more popularly known as the term Total Quality Education (TQE). Philosophically, this concept emphasizes on the search consistently towards continuous improvement to achieve customer needs and satisfaction. The strategy was developed in the use of quality management in education is education institution is positioning itself as a service institution or in other words into the service industry. Namely institutions that provide services (service) in accordance with what customers want (customer).

The quality standards of production and service is measured by the criteria in accordance with the specifications, compatible with the goal of making and use, without defect, and has always been good since the beginning. Quality in perception is measured by customer or user satisfaction, increasing interest and expectations as well as user satisfaction. In fact the quality implementation of the graduate profile educational institutions in accordance with educational goals qualifications, standards-shaped basic capabilities such as the minimum academic qualifications held by students. While the perception of the quality of education is increasing

¹⁶ B. Suryobroto, *Manajemen Pendidikan Di Sekolah* (Jakarta: Rineka Cipta, 2004), 210.

interest in customer satisfaction and external to the graduates of educational institutions.

Condition of Islamic Education in Bone Bolango Regency before and after Regional Expansion

1. Condition of Islamic Education in Bone Bolango before Regional Expansion

Bone Bolango Islamic education condition before regional expansion can not be separated from the history of Islam in Gorontalo. Bone Bolango region which was still a district (Suwawa) in the district of Gorontalo is one door for entry of Islam in Gorontalo. According to historical records, the Kingdom Suwawa was found standing around the year 700 AD or in the 8th century this Masehi. It is indicated that as the oldest kingdom in Gorontalo then Suwawa plays an important role for the development of Islam in the region. That is why Islamic education in Suwawa become a reference for the development of Islamic education in Gorontalo province.

Until now, Islamic education was developed following the rhythm and dynamics of the development of Islam from time to time. As a community area of the Muslims, there is no Islamic educational activities carried out in accordance with the circumstances where that area. Before Bone Bolango divided into districts, the Islamic education in the district Suwawa continues to grow despite the progress has not been as active as it is today. Some Islamic schools built, whether pesantren and madrasah. In the village stands boarding Hubulo Tapa, in the village of Kabila built Madrasah Insan Cendekia, in the subdistrict center established School of Integrated Islamic Boarding School Wira Bhakti.¹⁷

Although established boarding schools, madrasah and other Islamic schools, but still there are constraints that are an obstacle to the development of Islamic education in the district Suwawa. One of the problems caused by the current education management authority is not left entirely to the good Region. Besides boarding school, or high Islamic- school based institutions under religious education is not within the local education office one roof so that the position of the marginalized, especially in the religious education

¹⁷ Rahmad Jaya Pakaya, Pengelola Humas Kankemenag Kab. Bone Bolango, Oktober 2015.

financing aspects, it is not included in the financing of local budgets (APBD). Though it is very important to remember however religious educational institutions is also a regional asset that plays a major role in holding the education and development of human resources, but in reality of its implementation.¹⁸

On the other hand, it is undeniable that the role of Islamic education to participate in Indonesian national life is very important and urgent. Therefore, it is a national asset that must be supported and maintained properly. Unfortunately, the role of the government against the Islamic educational institutions when it was still very low. The reality, Suwawa Islamic education in the district in general there are lagging behind, both in terms of quality, facilities and infrastructures, the number of teachers and funding.

As a result of different treatment and tends to discriminate from the government, the organization of Islamic education special private status, where most of the difficulties and limitations of cost, resulting in the quality of Islamic education is very rendah. Ketertinggalan madrassas in public schools in the district appeal Suwawa when it is a picture of incompetence Islamic schools manage their education systems so that development tends to be passive. Islamic schools have not been able to reform the views of the wider community who think that madrasah education merely as "second class". Meanwhile, the government of Gorontalo district can not develop Islamic schools into primary education institutions whose management is creative, innovative in seizing market competition.¹⁹

2. Condition of Islamic Education in Bone Bolango after Regional Expansion

Since the set into counties Bone Bolango through decisions Act 6 of 2003 Islamic educational conditions in the area has shown a lot of progress. Some indicators have shown the success of the development of madrasah views of the physical condition of madrasah (country) has a lot of pretty good and nice. Even some madrassah that serve as models equipped with

¹⁸ H. Abd. Ma'ruf Laleno, Kepala Sub. Bagian Tata Usaha Kankemenag Kab. Bone Bolango, Oktober 2015.

¹⁹ Herson Anwar, Tokoh Masyarakat Kabupaten Bone Bolango, Oktober 2015.

educational facilities to accommodate such a center of learning, laboratories, library. Teachers' seminars have enhanced competence and capabilities through various educations and training both at home and abroad. Since holding full authority to manage the regions, districts Bone Bolango makes education schools, madrassas and other Islamic schools become part of the national education system needs to be organized system in achieving its development of Islamic education on part with other public schools. Therefore, the vision of Islamic education course is now in line with the national education vision.

Bone Bolango District continues to provide maximum payload for strengthening the autonomy of Islamic education is also strength of Islamic schools in playing its role in the repertoire of national education through visionary leadership madrasah, and manage change. So the implementation of Islamic education away from the tendency of resistance to old values that resulted in the madrasa was thrown from mainstream education both during the colonial and post-independence.

Madrasah development policy carried out by the district accommodates Bone Bolango during three interests. First, the policy was to give a reasonable growing space for Muslim aspirations, which is to make madrassas and other Islamic institutions as a vehicle to foster the spirit or the culture of Islamic life. Second, the policy was to clarify and strengthen the presence of Islamic schools as a platform to foster citizens who are intelligent, knowledgeable, personable, and productive and equal with the school system. Third, it must be able to make the policy of Islamic educational institutions capable of responding to the demands of the future.²⁰

Changes very fast, mainly due to developments in science and technology, have an impact on the world of Islamic education. Such a condition is forcing Islamic institutions to continue to improve and reorient toward goals, learning methods, learning material and so on. Because, if such things are not done, it can be ascertained Islamic educational institutions will increasingly out of date. Therefore, after separation, as areas that have autonomy, Bone Bolango district continues to fix the existence of Islamic education shown by developing an identity of the institution that will

²⁰ Rahmad Jaya Pakaya, Pengelola Humas Kankemenag Kab. Bone Bolango, Oktober 2015.

eventually private childbirth learners who have Islamic identity as a result of community development of Bone Bolango with its characteristic.

3. Modernization Pesantren

Among the Islamic educational institutions which has a strategic role²¹ in the context of national education is pesantren. Pesantren is an Islamic educational institution in terms of its management is fully carried out entirely by the public. Since bloomed in 2003 efforts to develop study centers of Islamic education in the context of regional autonomy in the district Bone Bolango continue to be encouraged. It is seen from the government's strategic measures Bone Bolango namely:

- a. While maintaining that the image of the district center of Islamic education in the public eye Bone Bolango appropriate community expectations.
- b. Output Islamic schools capable to compete in preparing for a pluralistic society.
- c. Organization of Islamic education is set to be always open to any developments and changes.
- d. Organization of Islamic education can be used as a study center (laboratory religion).²²

Meanwhile, for the development of Islamic educational institutions in Bone Bolango then do the following things:

- a. The curriculum schools/madrasah intend designed to meet the need of students, whether their interests, talents, or abilities.
- b. Pesantren teaching force, without decreasing KIAI role's, for the development of an adaptive schools would need special criteria in the recruitment of teaching staff.
- c. The learning process in schools, because the number of students who quite many and students also no longer accept one-sided information, needs to be developed reasoning power, criticism and creativity of students.

²¹ H. Jasmin Hilomalo, Kepala Seksi Bimas Islam Kemenag Kabupaten Bone Bolango, Oktober 2015.

²² Anwar, Tokoh Masyarakat Kabupaten Bone Bolango.

- d. Educational facilities in schools, means very decisive factor, almost certainly with a complete learning tool, the results achieved will be better.
- e. Students' activity includes not only lessons, prayers, read Alquran, read a book, to the present state of knowledge students need to be expanded with more activities.²³

Within the framework of the implementation of the decentralization of education, where schools basically not much has changed since, as a consequence of the decentralization of education is handed back to the people who have education, while schools have long been located in the middle of society, founded by society and for society. Because it is that needs to be addressed only in matters of how to keep modern pesantren in the context of the development of science and technology and the changes that occur.

Obstacles faced in improving the quality of Islamic education in Bone Bolango regency

Obstacles and challenges of improving the quality of Islamic education in the district Bone Bolango is essentially the accumulation of quality improvement education in madrasah. Here are described in particular some of the problems or obstacles in improving the quality or the quality of education in madrasah in the district Bone Bolango.

1. Infrastructures

Today in the world of education suffered serious obstacles, especially regarding infrastructure is very minimal. For physical means, for example, a lot of the buildings destroyed madrasah, possession and use of low learning media, library books are not complete. While not a standard laboratory, inadequate use of information technology and so on. *Education*.

²³ Rulyjanto Podungge, Tokoh Agama/Guru Pesantren Hubulo Kabupaten Bone Bolango, Oktober 2015.

2. Budget through APBD

During the regional autonomy based on the law 22 of 1999, the education budget through the budget, sometimes it is also an obstacle for education managers.

3. The quality and quantity of human resources is still low

Although teachers are not the only determinants of educational success, however, teaching is the central point of education and qualifications, as reflecting the quality, faculty contributed very big in the quality of education which they are responsible. The quality of teachers and low teacher is also affected by the low level of teachers' welfare. Low welfare of teachers have a role in making the low quality of education in the district Bone Bolango. Now, the average income per month teacher PNS Rp 2 million and part time teachers an average of Rp 300 thousand per month. With revenues like that, frankly, many teachers are forced to do a side job. There is teaching again at other schools, trade, farming, etc. Among the provisions of the follow-up on the field is relatively less.²⁴

4. The fact proves that the provisions in the field often do not follow suit

This is an obstacle for the managers of Islamic education in the district, namely Bolango Bone Bone Bolango religious ministries.

5. Public participation to education on the wane

In essence, education is the responsibility of all parties. Therefore, public participation will determine the success of education, the fact has been public participation in the education of diminishing, let alone have the words of tune is often asked that free education from elementary school to college.

6. Differences in Perceptions of society against different Institutions

Public perception of the different education agency can be an obstacle to the improvement of the quality of education, because people assume that school institutions is the same, so there is a public perception that his son should was educated in schools is considered a favorite, so in certain schools

²⁴ Abdul Rasyid Gandom, Kepala Kemenag Kabupaten Bone Bolango, Oktober 2015.

student booming, while some schools lack students. For example, the school is always under-emphasized from public schools. The number of applicants from year to year, the school either MI, MTs and MA in Bone regency Bolango always lose from public schools.

7. Internal and External Constraints

Manajerial-Barriers to improving the quality of Islamic education in terms of managerial occurs internally and externally. The practice of leadership at the school often exhibits the traditional model, namely paternalistic leadership, feudalistic and charismatic. The dominance of seniority sometimes interferes with the development and improvement of education quality. The emergence of innovative creativity of young people is sometimes understood as an attitude that does not respect seniors. Such conditions have given the impression that rectifying or correcting errors steps seniors considered bad tempers manners. This climate takes place in Islamic education in Indonesia in general. Though the need for professional management requires a top-down as well as bottom-up approach.²⁵

8. Barriers Economical

The high school dropout rate in madrassah largely motivated economic factors. This is because the parents who generally live with the level of welfare and the economy is low. These conditions impact on the image that is attached to the madrassah education institutions as an educational institution for students cannot afford. In fact, not a school student's potential. The Government (Ministry of Religious) Bone Bolango districts have limited education funding while the number of madrassas very much. Therefore, the management of education funds become urgent attention. A school must have the ability to manage and allocate education funds so that resources in the form of money can be powered optimally. The analysis showed that the quality of budgeting, participation of stakeholders in the management of education funds and education funds management supervision by school committees significantly affect the quality of education, while the quality of the financial statements did not significantly affect the quality of education.

²⁵ Anwar, Tokoh Masyarakat Kabupaten Bone Bolango.

9. Cultural Barriers

It is unfortunate that until now the Islamic educational institutions is still difficult to be a model of educational institutions and generally accepted plenary. This is due to the poor performance shown and the low motivation to make this Islamic institution of "churning" religious intellectuals and scholars intellectuals. The lack of seriousness of Islamic education providers in managing Islamic educational institutions such as madrasas and Islamic-based schools presumably because the consciousness of Muslims of the obligation to study is still low. Symptoms of low culture of reading, learning and hard work showed that the understanding of Muslims about Islamic values unevenly and become obstacles to progress achievement. Business is a reflection of the condition of Muslims who cannot be separated from the internal cultural barriers. Business has not been able to rise to be "agents of change", the reformers behavior and culture to implement Islamic values in the form of social like enforcing school discipline is constantly and consistently, spreading the culture of reading and work hard as well as the values of the other Islamic social. Internal conditions of the Muslims who are weak to plant Islamic values by the organizers and managers of Islamic education, eventually also affect the public perception of the Islamic educational institutions. The phenomenon of cultural conditions of Muslims that organized Islamic education is the internal aspect of the intertwined with perceptions of Muslims outside the agency. So both (internal and external cultural) becomes an obstacle to the progress and development of quality education Islam education. The public perception was already affected by the paradigm that Islamic education only to dwell on the issue of religion and less concerned with the development of other aspects such as intellectual and social.²⁶

The solution in Islamic Education Quality Improvement in Bone Bolango Recency

Solutions to improve the quality of education can be seen from many sides. Some regimes improving the quality of Islamic education in Indonesia has been conducted, but still can not directly give the effect of quality improvement. Among these are improving the quality of the curriculum

²⁶ *Ibid.*

changes and other improvement projects; Project Based Quality Improvement Management School (MPMBS), The Library Project, Project Help Improve the Quality Management (BOMM), Project Assistance Payments Governmental (BIS), Project Procurement Book Packages, Project Quality Improvement of Teachers, Direct Assistance Funds (DBL), School Operational Assistance (BOS) and Special assistance for Students (BKM). By paying attention to a number of projects, we can conclude that the government has a lot to spend budget funds to finance the project as an effort to improve the quality of education in general, especially Islamic education.

The government's efforts are so expensive is not showing encouraging results. Some argue maybe the lack of proper management and some are saying that the government is less consistent with the efforts being undertaken. Therefore, back to what we refer to as local wealth, it needs a stage, but with a clear framework and are not burdened by the project for the sake of momentary or class. The following points are the basic elements that can be done as an alternative to improve the quality of Islamic education in the district Bone Bolango.

1. Keep Getting Education Therefore Give Choice Award.
2. Enhancing Professionalism of Teachers and Educators
3. Supervising Learning
4. Give Infrastructures Eligible
5. Applying Model Madrasah Education Quality Improvement
 - a. Theory of Total Quality Management (TQM)
 - b. Theory Organizing Business for Excelency
 - c. Improving the Quality of Education through School Based Management (SBM).²⁷
6. Strategy in Madrasah Education Quality Improvement

Each strategy contains activities that must be undertaken to achieve a predetermined goal. This activity is essentially moving all school components that lead to the improvement of the quality of graduates. Strategies to improve quality includes capacity building level bureaucrats, school and grade.

²⁷ Gandom, Kepala Kemenag Kabupaten Bone Bolango.

- a. Building the capacity level bureaucrats
- b. Building the capacity of school level
- c. Building the capacity level of the class

The duties and responsibilities of teachers is very big, because in order to achieve national goals as stated in the preamble of the 1945 Constitution the fourth paragraph that "the life of the nation", which was then poured article 31 of the 1945 Constitution which states that "Every citizen is entitled to education and teaching." Then elaborated in Law No. 2 of 1989 on the national education system.

To more clearly against the policies and programs that have been run by the government in order to improve the professional teachers, among others:

1. Each year provides an opportunity appointment of qualified teachers, it is evident because in addition must meet three conditions, namely the administrative requirements, skill or ability, and technical terms, prospective teachers must also compete with their friends through a rigorous selection and checked through computerization.
2. Accelerate the promotion or classes for teachers who are active and have high capability, through a system of credit points. It can spur more active teachers in their duties with a sense of responsibility.
3. Conducting seminars, refresher, workshops and study tours both in and outside the country to improve teachers' professional in their respective fields.
4. Choose the teacher tenacious, loyal and able to serve as supervisors and instructors, which is one of the goals that teachers continue to actively compete and biting in improving themselves with science is practiced.
5. Formed an organization (PGRI) to be used as a vehicle for teachers in expressing aspirations or to channel vision and mission through a consensus in terms of improving both the quality of education and professional teachers.
6. Held deliberations in the group, it's huge influence program for teachers of subjects in the case of complete or discuss about teaching devices and the use of methods to teach and to overcome the difficulties faced by each teacher in the school, especially in terms of coaching attitude student.

7. Held selecting an exemplary teacher, it is crucial to improve the professional teachers because the teachers are increasingly active and responsible in carrying out its duties, because they want to compete with other friends. On the other hand exemplary teacher is not just an example or role model in the community and his students but also can serve as an example and role model for other teachers.

All this is a step or effort to improve teachers' professional advancement in the face of increasingly advanced technology, so that teachers are able to foster the attitude of his students who deviate a result of the influence of technology and information to be misused by students.

In addition to the problems or obstacles in improving the quality of education in the district referred Bone Bolango there are opportunities and solutions offered by the government and society such as:

Appear strong commitment of the Government, especially Kemendikbud and MORA, to revitalize the performance of teachers, among others to tighten the requirements for anyone who wants to pursue a professional career in the field of education. In-Law No. 14 of 2005, Government Regulation No. 19 Year 2005 and Government Regulation No. 74 of 2008 mandated that, teachers are required to have academic qualifications and competence as a learning agent in accordance with National Education Standards (NES).²⁸

Management education personnel (teachers and personnel) are effective in Indonesia, particularly in the districts of Bone Bolango must be considered that the development educators are part of national development. Islamic education from the perspective of the essence of teaching has advantages, because it constitutes a general teaching plus religion. Religious approach provides a strategic position for Islamic education educate the younger generation of Islamic society in developing innate potentialities, both physical and spiritual innate in line with the norms growth, development and use in society and culture. Neither of Islamic education is rooted meaning tarbiyah, study groups, etc., Still has substance science and the overall development of human potential, both the innate potential in

²⁸ Anwar, Tokoh Masyarakat Kabupaten Bone Bolango.

accordance with nature and the potential of the form and change for many environmental influence factors, as well as the formation of personality, behavior (culture) and mental attitude. Therefore that Islamic education is a process of physical and spiritual guidance human development with the teachings of Islam in line with human nature so that they are able to perform their duties and obligations in accordance with the purpose of his life was created khaliq.

Strengthening the recognition of the basic Islamic education itself the Koran and the Hadith, because the two sources emphasize education basically it appropriate disposition toward the highest goal of the perfect man (the perfect man). Although Islamic education adopt social values, valid only as long as not contrary to the basics in the Koran and Hadith and useful or not provide for humans. With regard to this principles, Islamic education became apparent can be placed within the framework of sociological, apart from being a means of transmitting cultural inheritance of social wealth in forming a positive attitude. Islamic education because it is also within a sociological framework, the strategic environment and the socio-cultural situation of the development of modern technology both the international level (global), as well as regional, national and local influence on the way and run the education system. It was thus with the existing Islamic educational potential will be utilized to seize the opportunities and meet the challenges and or change challenges into opportunities in all levels of the strategic environment was included in the global era in the international strategic environment.

Conclusion

Before the expansion, the number of Islamic educational institutions such as MI, MTs, and MA numbers are still small. Any existing educational institutions and the quality of its quality is substandard. This is due at the time the district Bone Bolango still a sub-district (kecamatan Suwawa), the management of the current education authority is not fully assigned to the area. After the expansion, the district Bone Bolango makes education schools, madrassas and other Islamic schools become part of the national education system needs to be organized system in achieving its development of Islamic education that is equivalent to other public schools.

Barriers to improving the quality of Islamic education in the district Bone Bolango include Infrastructures, Budget Education through the budget, quality and quantity of human resources is still low, between the provisions of the follow-up on the field is relatively less, public participation to education decreased, Differences in Perception of society Against different institutions, Internal and External Manajerial- Barriers, Obstacles Economic and Cultural Barriers. Solutions to improve the quality of Islamic education in the district Bone Bolango human beings include education deserves the accolade, improving the professionalism of teachers and educators, supervision of learning, providing adequate infrastructure, applying the model to improve the quality of education in madrasas.

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