

Local Government Efforts to Implement Government Policies in Improving the Quality of Islamic Education in Mandailing Natal District

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Abstract

One of the educational problems faced by the Indonesian people is the low quality of education at every level and unit of education, especially primary and secondary education. In fact, government policies to improve the quality of educational institutions are carried out in various ways. This study aims to obtain a complete picture of the implementation of local government policies in improving the quality of Islamic education in Mandailing Natal Regency with a qualitative approach. The implementation of policies in Mandailing Natal Regency is that policies are formulated into certain action programs and projects that are designed and financed. The program is implemented according to plan. Policies or programs are broadly influenced by the content of the policy and the context of its implementation. The whole policy is evaluated by measuring the level of success of the program based on the policy objectives. Policy is seen through its impact on the intended targets, both individuals and groups as well as society.

Keywords

government policy; quality of education; Islamic education



I. Introduction

The Government of the Republic of Indonesia, based on the legal policies contained in the 1945 Constitution, in its implementation divides the Central Government with the Regional Government. At the Central Government level, implementation is based on policies that are formulated and treated in various dimensions and dynamics which can actually be mentioned hierarchically (Ali, 2016).

Whereas in article 11 paragraphs 1 and 2 it is stated that the government and local governments are obliged to provide services and facilities, as well as guarantee the implementation of quality education for every citizen without discrimination. Then the government and local governments are obliged to guarantee the availability of funds for the implementation of education for every citizen aged seven to fifteen years (Hasibuan, 2017).

In the development of a region as a regional government policy in the national development strategy there are three pillars that have a close relationship and must interact with each other, namely: natural resources that are quite rich, and human resources that are able to utilize and develop technology, the region will develop quickly compared to other regions. In order for education to be of high quality and have an impact on regional development, it is necessary to carry out educational planning that involves multidisciplinary activities that pay attention to demographic, economic, financial, government, pedagogic, school statistics, access to education, socio-cultural issues and other aspects that directly or indirectly can directly affect the improvement of the quality of education in a region.

One of the educational problems faced by the Indonesian people is the low quality of education at every level and unit of education, especially primary and secondary education. In fact, government policies to improve the quality of educational institutions are carried out in various ways. The problem of Islamic education is a complex problem and requires hard work from all elements related to it. Islamic education has its own characteristics that are different from other subjects. The term education attached to the name of this lesson requires the teacher as an implementer, not only trying to transfer knowledge, but more than that he must try so that the knowledge he conveys can be internalized within the students.

Education is a very important issue for all people. Education has always been the foundation of hope for developing individuals and society. The task of education is not only the duty of teachers and parents but also the duty of the government. One of the efforts made by the government to improve Islamic education in Indonesia can be seen through the commitment policy in PP NO. 19 of 2005 on National Education Standards chapter VI and PP RI No 19 of 2005 on National Education Standards, chapter VI article 28 paragraph 3 (Masyfu' J, 2017).

Islamic education is a policy made by the government, so education policy is one of the public policies in the field of education. What is meant by public policy here is a decision made by the state, especially the government, as a strategy to realize the goals of the country concerned. Public policy is a strategy to lead people in the early days, enter society in transition, to get to the society they aspire to (Tilaar, 2009). Thus Islamic education is a process of human formation in the direction that Islam aspires to.

Policy in the field of education is one of the state policies in addition to other policies such as economics, politics, defense, religion and so on. Thus, it can be said that education policy is a sub-system of state or government policy as a whole (Shabir, 2013). Public policy was meant as state wisdom, a decision meant to overcome certain problem, to conduct certain activity, or to achieve certain activity (Syakur, 2020).

Education has a strategic role in preparing a quality generation for the benefit of the future for every parent, community, and nation. According to Astuti et al (2019) education is an obligation of every human being that must be pursued to hold responsibilities and try to produce progress in knowledge and experience for the lives of every individual. The fulfillment of education is a basic need. Education is the main part in efforts to form human resources (HR) that are expected of a nation. Education policy in the context of regional autonomy is a decentralized public policy (UU 32 of 2004), where government affairs are handed over to the regions accompanied by funding sources, transfer of facilities and infrastructure, and staffing in accordance with decentralized affairs. Similarly, the concept of education applied in Indonesia. He is greatly influenced by various government political policies, developments in science and technology, developments and changes in society, customs.

Judging from the program and its implementation practice, Islamic education can be grouped into five types, namely (1) Islamic boarding school education and madrasah diniyah which according to Law no. 20 of 2003 concerning the National Education System referred to as religious education; (2) Madrasah education, which is referred to as public schools with Islamic religious characteristics; (3) general education with an Islamic spirit under the auspices of Islamic foundations and organizations; (4) PAI lessons as a subject; and Islamic education in the family/environment.

Although conceptually the direction of Islamic education has been directed at being active, innovative, creative, and effective for students, in practice, most of the learning carried out is still in the mastery of concepts or science. This is indicated by the large number of graduates from Islamic education who are still unable to compete in the world of work.

II. Review of Literatures

2.1 Policy Theory

a. The Meaning of Policy

In Kamus Besar Bahasa Indonesia, policy is defined as a series of concepts and principles that become the outline and basis of a plan in the implementation of a job, leadership, and way of acting (about government, organization, etc.); a statement of ideals, goals, principles and guidelines for management in achieving goals.

Policy as a series of actions/activities proposed by a person, group or government in a certain environment where there are obstacles (difficulties) and opportunities for the implementation of the proposed policy in order to achieve certain goals. This opinion also shows that policy ideas involving behavior that have intentions and goals are an important part of the policy definition, because after all policies must show what is actually done rather than what is proposed in some activities on a problem (Agustino, 2008).

b. Policy Implementation

Policy implementation is the elaboration of a decision to be poured into the implementation of activities in achieving the target. Policy implementation is an important aspect of the overall policy. "The execution of policies is as important if not more important than policy-making. Policies will remain dreams or blue print file jackets unless they are implemented" (policy implementation is something important, even more important than policy making) (Solichin, 2001).

The steps in formulating policies according to Dunn (2000), namely:

- a. Formulation of problems to assist in finding hidden assumptions, diagnosing causes and mapping possible goals and combining conflicting views.
- b. Forecasting in testing the normatively valuable future and estimating the consequences of existing policies.
- c. Recommendations in estimating the level of risk and uncertainty regarding externalities and multiple effects, determining criteria in making choices and determining administrative responsibility for policy implementation.

c. Policy Formulation Process

The process of making or formulating a policy is an effort made by the government usually to solve a problem or demand that has a clear goal orientation and works based on authority and has legitimate legal legitimacy, such as a good policy process. Policy formulation is inseparable from the actors, actors and authorities (Wahab, 2001).

Policy makers are people who have legal authority to participate in the formulation and determination of public policies, some people who have legal authority to act are controlled by others. So that it can be said that the process of formulating state policy is not an easy and simple process because it must repeatedly formulate and review the best alternatives and this does not escape how it relates directly to administrators who are dealing with problems to be solved by formulating policies to become a decision that will be used as policies, in other words, policies will not exist without going through the policy formulation process.

d. Government Policy Implementation

In the process of implementing an ideal policy, there will be interactions and reactions from the implementing organization, target groups and environmental factors that result in the emergence of pressure and followed by bargaining or transactions. From these transactions, feedback is obtained which policy makers can use as input in the formulation of further policies. there are four variables that must be examined in the analysis of the

implementation of public policy, namely: (1) the policy that is dreamed of, namely the pattern of interaction that is dreamed of so that people who set policies try to realize it; (2) the target group, namely the subjects who are expected to adopt new interaction patterns through policies and the subjects who must change to meet their needs; (3) Organizations that implement, which is usually a government bureaucratic unit that is responsible for implementing policies; and (4) environmental factors, namely elements in the environment that affect policy implementation.

2.2 Religious Education in the Autonomy Era

The implementation of regional autonomy and decentralization of education, madrasas as a form of education organized by the government and the community at least have broad authority in several respects, including: first, the elaboration of the National curriculum. Second, the determination of the local curriculum. Third, the implementation of the learning process. Fourth, the determination of teachers and school principals. Fifth, the implementation of learning evaluation.

Juridically, madrasas have been recognized as sub-systems of national education as stated in the National Education System Law No. 20 of 2003, however this position has resulted in several consequences, including the start of a coaching pattern that follows one standard that refers to government schools. Whereas structurally, madrasas as schools that are characterized by the Islamic religion are under the auspices of the Ministry of Religion. Thus, there is a dualism in educational development between schools (madrasas) under the Ministry of Religion and schools under the Ministry of National Education. This dualism has implications for the emergence of policies that are less favorable for schools under the Ministry of Religion.

III. Research Methods

This study aims to obtain a complete picture of the implementation of local government policies in improving the quality of Islamic education in Mandailing Natal Regency with a qualitative approach (Moleong, 2010), because qualitative research emphasizes the following five (5) things: 1) researchers as the main instrument directly visit sources of data, 2) The data collected tends to be in the form of words rather than numbers, 3) Research emphasizes the process, not solely on the results, 4) Researchers conduct inductive analysis tend to reveal the meaning of the observed circumstances, 5) Proximity researchers with respondents is very important in research.

In this study, the researcher uses a case study approach, which describes a background of a particular object or event in detail and depth, that the case study is a research method that focuses attention on a case intensively and in detail, the subject under investigation consists of a unit that is considered as a case (Surahman, W. 1994).

The research technique is through the disclosure of many idiosyncratic but important stories told by people in the field about real events in a natural way. Therefore, the involvement of researchers will be sought, but without intervention on the actors of the ongoing process, as it is.

IV. Results and Discussion

4.1 Results

a. Mandailing Country Profile

In addition to the Development of Islamic Boarding Schools in Mandailing Natal Regency, Muhammadiyah as a new association that has a smart goal so that Muhammadiyah members give up their houses for rent to be used as educational facilities, offices and so on. In a relatively short time, Muhammadiyah Panyabungan has established a religious school in the village of Gunung Tua. The development of Muhammadiyah in Panyabungan City has developed in line with modernization and education.

The organization of education in Muhammadiyah, Panyabungan City in Gunung Tua Village, they build educational institutions ranging from kindergarten to high school, all of which are under the auspices of the Madina Dikdasmen Council as the one who is responsible for the implementation and activities carried out in schools.

The establishment of the Muhammadiyah school was carried out to advance education in Panyabungan City and had various levels of education ranging from elementary, junior high, MTS, SMA, Muhammadiyah vocational schools. Muhammadiyah schools that organize general education under the auspices of the Madina Regency Education Office while Madrasah Tsanawiyah and Madrasah Aliyah are included in the guidance of the Ministry of Religion, however they still provide the best for the development of students and every Muhammadiyah student automatically becomes a member of the Muhammadiyah Student Association.

Differences and seeking equality. "However, efforts to establish harmony in North Sumatra by seeking equality does not mean having to mix creeds. The creed of each religious adherent remains, what is sought is to establish harmony for harmonious life.

Table 1. Religious Adherents of Mandailing Natal Regency

Islam/%	Christian/%	Catholic/%	Hindu/%	Buddha/%	Total
379064/97.09	12452/3.07	454/0.11	10/0.002	16/0.004	390,389

Source: BPS Mandailing District Natal Figures in 2018

Based on the diversity of religions in Mandaling Regency which has an area of 662270 ha with a population of 390,389 people. Composition of religious people: 379,064 Muslims (97.09 percent), 12452 Christians (3.07 percent), Catholics 16 (0.004 percent), Hindus 10 (0.004 percent), Buddhists 16 (0.004 percent), Most adherents of Islam.

Broadly speaking, the indicators for development in the education sector can be seen from the components of the net enrollment rate (NER) and gross enrollment rate (GER).

Table 2. Development Indicators in Education Mandailing Natal District Government 2013-2018

No	Description	Year					
		2013	2014	2015	2016	2017	2018
1	SD NER (%)	85.17	86.38	88.8	90.3	91.13	91.13
2	Junior High School APM (%)	77.45	78.15	79.32	81.24	84.56	84.6
3	NER for senior high school (%)	44.52	46.53	49.46	55.6	57	56.7
4	SD APKs (%)	91.98	95.17	95.96	96.15	96.15	96.25
5	JSS APK (%)	83.7	84.82	84.17	89.67	92.3	92.3
6	High School APK (%)	55.79	56.45	56.67	56.7	59.57	59.57

Source: BAPEDA Mandailing Natal

The developments in the last 5 (five) year period, the value of development indicators in the education sector is quite encouraging, where almost every component has progressed.

Until 2018 the NER and GER values at each level of education have increased compared to the previous year. Programs in the field of education are directed so that students receive quality, equitable education and can foster children who are strong, healthy, intelligent, and pious to God Almighty. Improvements in education can be seen in several indicators, one of which is the literacy rate and the average number of years of schooling which continues to increase.

b. Vision and Mission of the Mandailing Natal Education Office

To realize the ideals of the nation in the context of the intellectual life of the nation. In line with the vision and mission of the Mandailing Natal Regency Government, namely free education, free health and creating new jobs, the education office has a vision:

Realizing the implementation of excellent educational services in Mandailing Natal Regency in forming intelligent students based on faith and piety and following technological developments.

What is meant by excellent education services for Mandailing Natal Regency are educational services that:

- a) Available evenly in all sub-districts;
- b) Affordable by all levels of society in Mandailing Natal Regency;
- c) Quality/quality and relevant to the needs of social life, the business world, and the industrial world;
- d) Equal for all members of the Mandailing Natal community in obtaining quality education without distinguishing the diversity of socio-cultural, economic, geographic, gender, and so on backgrounds; and
- e) Guaranteeing certainty for Madina people to be able to receive free education for up to 12 years and adapt to the demands of society, the business world, and the industrial world as well as follow and follow technological developments.

Education (madrasah) managed by the Ministry of Religion consists of Madrasah Ibtidaiyah, Madrasah Tsanawiyah and Madrasah Aliyah. The management of the budget is still centralized in the Ministry of Religion of the Republic of Indonesia, in contrast to education managed by the Ministry of Education and Culture which does not include vertical agencies whose education costs are handed over to the Regency/City government. The reason is that religion is not one of the autonomous or decentralized ones.

To realize the various needs in Islamic education, sufficient funding is needed. In fact, there are still many costs incurred by parents in the education of their children. The provision of subsidies from the government has not been able to free citizens' education. To cover the shortage of costs, how to overcome them. In Islamic education financing can be obtained from various sources, for example from (1) fi sabilillah funds, (2) funds from students, (3) funds from waqf, (4) funds from the state treasury, (5) and from individual grants and others. there are some from the community that costs such as from waqf sources and grants that have been waqf or donated now have complaints from their heirs, namely taking back the property to be used as personal rights.

Based on an interview with the Head of the Ministry of Religion of Mandailing Natal Regency, regarding the sources of the budget that the Islamic Education Institute he stated as follows:

Terlepas dari sumber pembiayaan yang vertikal bagi madrasah dan otonomi daerah bagi sekolah, maka pada prinsipnya anggaran pendidikan terus mengalami

kenaikan. Kemampuan madrasah selaku sektor dalam pelaku kebijakan pemerintah, peran serta Pemerintah Kabupaten Mandailing Natal dalam mengatasi kendala lembaga Pendidikan Islam, terutama dalam pendidikan formal memberi ruang bagi madrasah untuk menerapkan konsep kebijakan otonomi Madrasah, maka program-program yang bersifat sentralistik. Konsep otonomi madrasah merupakan kebijakan baru sejalan dengan paradigma desentralisasi dalam pemerintahan. Dengan kata lain pemerintah pusat dan daerah perlu melakukan kegiatan bersama dalam rangka melakukan pelaksanaan otonomi madrasah (Interview, H. Mukhsin Batubara, Head of the Ministry of Religion of Mandailing Natal Regency, in the Work Room, 5 March 2008).

Based on the explanation stated above, it can be understood that the policy regarding the financing of Islamic educational institutions which in the Mandailing Regency government is the ministry of religion is still held by the central government, is in the sense of fostering religious life, which may not include the education it fosters. As a result, the position of madrasah becomes the responsibility, which is still managed by the central government (centrally hanging upwards) at the same time, all other schools have decentralized management. Therefore, madrasah have become an anomaly in the current era of developing autonomy. One of the consequences is that madrasah financing is not taken into account by the Regency/City government.

After the enactment of Law number 22 of 1999 concerning Regional Government, there was a very basic change in the relationship between the Regional Government and the Central Government. Almost all government authorities which previously (before the promulgation of the Law) were in the hands of the Central Government, have now been transferred (delegated) to the Regional Government. This is what became known as decentralization or strategic regional autonomy, conservation and national standardization. From the article, only five areas are not under the authority of the regional government. This means that these five areas remain under the authority of the central government. Religious affairs are included in five areas whose authority is not delegated to local governments.

Based on the explanation stated above, it can be understood that there are several factors that are faced in implementing the policies of the Mandailing Natal District Government in implementing the Mandailing Natal District Government policies, the policy formulation process: There is pressure from outside, there is a tendency for policy makers to follow the habits of his predecessors, and the personal values of the individual policy makers.

4.2 Discussion

Implementation of Local Government Policies in Improving the Quality of Islamic Education in Mandailing Natal District

Policy implementation is the elaboration of a decision to be poured into the implementation of activities in achieving the target. Policy implementation is an important aspect of the overall policy. "The execution of policies is as important if not more important than policy-making. Policies will remain dreams or blue print file jackets unless they are implemented" (policy implementation is something important, even more important than policy making) (Wahab, 2001).

Solichin (2008) suggested several forms of policy which can simply be grouped into 3, namely:

- a. Public policies that are macro or general/basic. In accordance with Law No. 10/2004 concerning the Formation of Legislation Article 7, the hierarchy is:
 - 1) The 1945 Constitution of the Republic of Indonesia
 - 2) Law/Government Regulation in Lieu of Law

3) Government Regulation

4) Presidential decree

5) Local regulation

b. Public policies that are meso (medium) or explain the implementation, where this policy can be in the form of Ministerial Regulations, Ministerial Circulars, Governor Regulations, Regent Regulations. The policy can also be in the form of a joint decree between the Minister, Governor and Regent/Mayor.

c. Public policies that are micro, are policies that regulate the implementation or implementation of the above policies. The form of policy is regulations issued by public officials under the Minister, Governor, Regent/Mayor.

Through autonomy, it is hoped that the regions will be more independent in determining each of their activities without any intervention from the central government. Local governments are expected to be able to open up opportunities for advancing their regions by identifying sources of income and being able to determine regional expenditures in an efficient, effective, and reasonable manner.

To achieve this goal, the concept of autonomy applied is:

1. Delegation of as much of the central government's authority in domestic relations as possible to local governments. Except for the fields of foreign policy, defense, religion, as well as the financial and monetary fields. In this context, local government is divided into two scopes, namely district and city areas, and provinces.
2. Strengthening the role of DPRD as a representation of the people.
3. Increasing the effectiveness of service functions through improving the organization and institutions owned, as well as being more responsive to regional needs.
4. Improved efficiency of regional financial administration as well as clearer regulation of sources of regional income. Distribution of income from sources of revenue related to natural wealth, taxes and levies.
5. Arrangement for the distribution of sources of regional income as well as the granting of flexibility to local governments to determine development priorities and optimize community empowerment efforts.
6. Financial balance between the center and the regions which is a system of financing for the administration of the government which includes the distribution of finance between the central government and the regions as well as proportional equity between regions.

Several laws and regulations related to the implementation of Regional Autonomy:

1. Law No. 5 of 1974 concerning the Principles of Regional Government.
2. Law No. 22 of 1999 concerning Regional Government
3. Law No. 25 of 1999 concerning Financial Balance between Central and Regional Governments
4. Law No. 32 of 2004 concerning Regional Government
5. Law No. 33 of 2004 concerning Financial Balance between the Central Government and Regional Governments
6. Perpu No. 3 of 2005 concerning Amendments to Law no. 32 of 2004 concerning Regional Government
7. Law No. 12 of 2008 concerning the Second Amendment to Law no. 32 of 2004 concerning Regional Government

The Mandailing Natal Regency Government in determining a policy is based on Government Regulation 25 of 2000 concerning the authority of the Government and the authority of the Province as an Autonomous Region. The opportunity for autonomy to the regions has the authority and power in determining their own regions. In implementing regional autonomy, it is very important to pay attention to the capabilities of the region itself. This capability can include the need to have good insight, the quality of human resources, institutional capacity as well as the ability to explore and manage financing, of course, become the basic foundation in determining the direction of the policy.

Several approaches in implementing public policy are top-down approaches, namely a one-sided approach from top to bottom. In the implementation process the role of the government is very large, in this approach the assumption that occurs is that decision makers are key actors in the success of implementation, while other parties involved in the implementation process are considered to be obstacles, so that decision makers underestimate strategic initiatives that come from the bureaucratic level. low and other policy subsystems. The second is a bottom-up approach, namely an approach that comes from below (the community). The bottom-up approach is based on the type of public policy that encourages people to work on implementing their own policies or still involves government officials but only at a low level. The underlying assumption of this approach is that implementation takes place in a decentralized decision-making environment. This model provides a mechanism to move from the lowest level of the bureaucracy to the highest decision-making in the public and private sectors (Abidin, 2004).

Based on the results of the research, the author provides an overview of the strategy in implementing policies in Mandailing Natal Regency, namely policies are formulated into certain action programs and projects that are designed and financed. The program is implemented according to plan. policy Policies or programs are broadly influenced by the content of the policy and the context of its implementation. The whole policy is evaluated by measuring the level of success of the program based on the policy objectives. Policy is seen through its impact on the intended targets, both individuals and groups as well as society.

In determining the high and low performance of the implementation of a policy, the performance measurement is an important thing. Performance appraisal is the application of the method used by researchers to answer the main questions in the implementation study, namely: (1) what are the contents and objectives of a policy: (2) what are the steps that must be taken to achieve these goals: and (3) whether after these stages are carried out the implementation that was carried out was able to realize the policy objectives or not.

Performance thus can refer to the output (output), results (outcome) or achievement (accomplishment). If it is associated with policy, the performance of a policy can be defined as a description of the level of achievement of implementation in realizing the goals and objectives of a policy. Both in the form of policy outputs and policy outcomes.

V. Conclusion

1. Implementation of local government policies in improving the quality of Islamic education in Mandailing Natal Regency, of course by doing:
2. Government Regulation Number 25 of 2000 concerning the authority of the Regional Government and the authority of the Province as an Autonomous Region. Because regional autonomy certainly has the authority and power in determining its own region, 2) Local regulation Number 1 of 2017 concerning the Strategic Plan of the Regional Work Units (RENSTRA SKPD) and the Regional Medium-Term Development Plan and Long Term Program Plans and Local Government Work Plans (RPJMD/RPJP/RKPD) 2016-2022 years.

3. The strategies carried out by the Regional Government in implementing policies to improve the quality of Islamic education in Mandailing Natal Regency are:
 - a) In a top-down way, namely a one-sided approach from top to bottom. In the implementation process the role of the government is very large, in this approach the assumption that occurs is that decision makers are key actors in the success of implementation, while other parties involved in the implementation process are considered to be obstacles, so that decision makers underestimate strategic initiatives that come from the bureaucratic level, low and other policy subsystems.
 - b) In a bottom-up way, namely an approach that comes from the bottom (community). The bottom-up approach is based on the type of public policy that encourages people to work on the implementation of their policies themselves or still involves government officials but only at a low level. The underlying assumption of this approach is that implementation takes place in a decentralized decision-making environment. This model provides a mechanism for moving from the lowest levels of the bureaucracy to the highest levels of decision making in the public and private sectors.
4. The obstacles faced and the supporting factors in implementing policies to improve the quality of Islamic education in Mandailing Natal Regency, namely:
 - a) Constraints include: 1) Policy Size and Objectives, 2) lack of readiness of Human Resources, 3) Implementation Characteristics, 4) Attitudes/Tendency of implementers, 5) Existence of compulsion of implementers 6) Communication between Organizations and Implementing Activities, 7) Economic, Social, Cultural and Political Environment.

In terms of overcoming obstacles, the Government makes programs, among others: 1) Providing information and explanations of local government policies to the community so that it will form community independence and education managers to implement policies that refer to improving the quality of Islamic education effectively and efficiently. 2) Disseminating local government implementation policies in assisting access to education in the regions so that they are socialized according to the target to existing targets and stakeholder groups. 3) Giving authority, independence and freedom to the community and education management teachers by the local government in carrying out their policies in accordance with autonomy.

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