

## QUALITY MANAGEMENT OF MADRASAH DINIYAH TAKMILIAH IN THE ERA OF REGIONAL AUTONOMY (CASE STUDY IN TASIKMALAYA REGENCY)

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### ABSTRACT

This study aims to investigate the policy implementation on *Madrasah Diniyah Takmiliah* (MDT) in the era of regional autonomy in Tasikmalaya regency. This study is qualitative in nature and it applied descriptive method. Data were collected through interview techniques, observation and documentation studies. This study found that educational program policy for MDT in Tasikmalaya was supported by the legal basis issued by regional regulation on religious education. Other findings concern the problem that occurred in the policy implementation. They include: organizational structure was not uniform, educational provider and the community had not shown the culture that appreciates the importance of quality education, human resource both quality and quantity were not sufficient, infrastructure quality and quantity were inadequate, the curriculum had not met the standard since it was still centralistic and overcrowded, educational quality management had not been implemented by MDT since the management of madrasa was still traditional, the ownership of madrasah was mostly still controlled by the family, the operational budget was limited, social support was low, and local government assistance was limited.

Keywords: MDT, Local Government, Quality Management, Regulation

### ABSTRAK

*Penelitian ini bertujuan untuk mengkaji implementasi kebijakan program pendidikan di Madrasah Diniyah Takmiliah (MDT) di era otonomi daerah Tasikmalaya. Metode penelitian deskriptif dengan pendekatan kualitatif digunakan pada penelitian ini. Pengumpulan data dilakukan menggunakan teknik wawancara, observasi dan studi dokumentasi. Temuan hasil penelitian menemukan kebijakan Program pendidikan MDT di Tasikmalaya dilakukan dengan dikeluarkannya Perda dan Perbup tentang Pendidikan Keagamaan. Sementara itu masalah yang dihadapi dalam implementasi kebijakan program pendidikan MDT di Tasikmalaya adalah: struktur organisasi belum seragam, kultur penyelenggara dan masyarakat belum berorientasi pada pentingnya pendidikan bermutu, kualitas dan kuantitas guru yang masih rendah, sarana prasarana yang belum memadai, kurikulum belum standar, sentralistik, serta kurikulum terlalu sarat dan padat. MDT belum menerapkan konsep manajemen pendidikan bermutu, masih dikelola secara tradisional, kepemilikan lembaga kebanyakan masih dikuasai keluarga, terbatasnya anggaran pembiayaan, kurangnya daya dukung dan partisipasi masyarakat, dan terbatasnya bantuan pemerintah daerah.*

*Kata Kunci: MDT, Otonomi Daerah, Manajemen Mutu*

### INTRODUCTION

*Madrasah Diniyah* (MD) refers to Islamic religious education level which is offered to every level of education in national system. It is established in formal, non-formal and informal types of education. MD in its formal type offers education which derives from Islamic sources. This type can be accessed for each education level ranging from early childhood education, elementary or primary school, secondary school and higher education. Non-formal MD is established in the form of reading Arabic traditional books, *majelis taklim*, al-Quran courses, *Madrasah Diniyah Takmiliah* and other relevant activities (PP/ Peraturan Pemerintah (Government Regulation)

No. 55 year 2007). This religious education may serve as one possible effort that can boost students' character education (Omeri, 2015).

*Madrasah Diniyah Takmiliyah* (MDT) is aimed at providing Islamic education for students in elementary school, junior high school and senior high school to strengthen their faith to Allah and their religious practices. MDT can be conducted either using a hierarchy or nonhierarchical. It can be implemented in a mosque or other places (PP No. 55 year 2007). This religious education institution can work hand in hand with formal schools to prepare students to deal with global challenge (Istiarsono, 2016).

MDT has several educational levels namely; *Madrasah Diniyah Takmiliyah Awaliyah* (MDTA), *Madrasah Diniyah Takmiliyah Wustho* (MDTW), *Madrasah Diniyah Takmiliyah Ulya* (MDTU). MDTA refers to Islamic religious education which is equivalent to elementary school. It offers four levels or years and the number of study hours is 18 hours a week (Kementerian Agama Republik Indonesia, 2007). MDTW is designed for religious education in junior high school. It has 2 years duration for learning with a total of 18 hours of study hours per week. MDTU, is aimed at fulfilling religious education for the student in senior high school. It has 2 (two) year study period with a total number of study hours of 18 hours per week (Arifin, 2013).

The development of the MDT is motivated by parents' anxiety, who feel that religious education in public schools is not sufficient and to some extent failed to equip their children to be able to learn Islamic teachings as expected. Given this situation, MDT can play its role to meet the society need. Although MDT has received little attention from the government, both budget fulfilment and human resource assistance. In addition it faces several problems and challenges to operate (Muhaemin, 2012). Despite this condition, this institution has an important role in the national education system (Fadjar, 1998)

MDT has received legal basis that has been documented and issued by the government. It is recognized by the UU/ *Undang-Undang* (Law) No. 20 year 2003 concerning the National Education System. This law was subsequently transformed into (PP No. 55 year 2007) concerning Religious Education and Religious Education. Unfortunately, its implementation has not run optimally. According to (Daulay, 2009) there are several problems experienced by the MDT that cause a burden to run optimally its educational service. The problems experienced by the MDT include the problem of teaching staff, facilities, infrastructure, time, funding or financing and management organizations. The government's policy on education has alignments with the MDT. Long before the issuance of UU no. 20 year 2003, the MDT is known as a *madrasah* which has the role to complete and adds Religious Education for children who attend public schools from morning to noon. Students in the afternoon attend religious education at MDT (Daulay, 2009).

Government policies concerning the existence of MDT is a response to the social need. The output of education from MDT can be used as a reference for students to achieve national education goals, especially the goal of generating Indonesian people who are faithful, devoted, and have good moral character. This is in line with (Mulyasana, 2011) opinion. He emphasized that quality education serves as a tool to empower all potential students towards the level of perfection as human beings. It means that education is directed at the formation of people who are faithful and pious, noble, healthy, knowledgeable, capable, creative, independent, and responsible and democratic citizens.

Studies show that quality management influences quality education (Lubis, 2014). On that basis, it is time for managers of Islamic religious education institutions such as MDT to make changes. According to (Mulyasana, 2011) to support the achievement in implementing quality education, principals of educational institutions must take steps that are more effective, efficient and productive to achieve their educational goals. Education service providers can at least empower their institutions in accordance with their conditions and abilities. They are at least

able to provide support to institutions that are considered healthy and treat institutions that are considered in trouble. This is analogous to farmers who provide fertilization on healthy plants and spray antihypertensive drugs on plants that are subject to disease pests.

One of the factors that drive the improvement of MDT quality is the alignment of government policies. Government policy is very strategic for improving quality education in the era of regional autonomy. This is in line with the statements from Mark Olsen, John Codd and Anne-Marie O'Neil in (Nugroho, 2008). They view that education policy is the key to excellence and assists countries in global competition. Educational policies need to be prioritized in the era of globalization. One of the main arguments is that globalization brings the value of democracy. The result of democracy is a democracy that is supported by education. For instance the implementation of School based management is to improve school management and educational service (Deswary, 2012).

In Indonesia, there are many cities and regencies that play a role in regional autonomy. One of them is Tasikmalaya Regency which is also known as *Santri City*. With a significant amount of MDT religious education and Islamic boarding schools, this regency deserves that title. Unfortunately, it has a problem concerning how to manage this Islamic educational potential. There is a hope to solve the problem by seizing government policy on education. This policy includes regional autonomy, the autonomy of education and education standardization policies.

Local government of Tasikmalaya regency has issued several policies relating to efforts to improve the quality of MDT, including (1) Perda/Peraturan Daerah (Local government regulation) No. 8 year 2009 concerning Compulsory Education program in Religious Education; (2) Perda/ Peraturan Daerah (Local government regulation) No. 6 year 2006 concerning Compulsory Education in Religious Education Program As part of the Compulsory Basic Education Program; (3) Perbup/ Peraturan Bupati (Regent Regulation) No. 7 year 2006 concerning Guidelines for Accreditation of Madrasa; and (4) Perbup/ Peraturan Bupati (Regent Regulation) No. 30 year 2007 concerning Mandatory MDT Education. These regulation concern the implementation of MDT in Tasikmalaya.

MDT can survive and strive if it works hard to deliver its service and applies total quality management. One of the total quality management theories is proposed by (Juran & Gryna, 2004). His theory is frequently used to analyze the quality of education delivered by the school. The theory is known as the Quality Trilogy Concept, namely: planning, control and improvement quality. This theory states that quality management will be applied to assess and simultaneously analyze the quality management capabilities carried out by the management of the school. In this study, the theory is used to analyze MDT in Tasikmalaya Regency. Furthermore, the theory is used as a tool to measure local government policies on MDT. According to the thought of Joseph M. Juran quoted from (Arcaro, 2005), the focal point of the philosophy of quality management is an organizational belief in individual productivity. Quality can be guaranteed by ensuring that each individual has the space needed to carry out his job properly.

The studies on quality management for school have been reported by researchers. Unfortunately there is a lack in literature concerning research on quality management for MDT education especially in a particular regency or city in Indonesia. In connection with the description above, this study uses quality management as a reference and framework in analyzing the implementation of quality education of MDT amid changes in the era of regional autonomy and national standardization of education. Through this research, the quality of MDT will be described through the application of quality management.

Based on the description above, this study is aimed at investigating the implementation of educational program policy, exploring strategies of policy implementation, and analyzing

problems facing MDT and exploring efforts to improve quality education in MDT in in the Era of Regional Autonomy.

## **METHOD**

This research is a qualitative research with a descriptive method. It is chosen because this study describes the characteristic of the population or phenomenon. Qualitative research is rooted in scientific background (Moleong, 2001).

The data collection techniques were carried out by observation, interview and documentation study. Observation is one of the techniques used by researchers to obtain information in relation to the context of management of the implementation of quality education in MDT education in Tasikmalaya, so that researchers can obtain conclusive information. Interviews focused on a particular problem (focused interview) and open ended interviews which contain questions that move from one subject to another as long as it relates to the problem under study. This interview explained its aspects which concern the management of the implementation of quality education in the education of MDT in Tasikmalaya in the implementation of MDT non-formal religious education. Documentation consists of personal writings such as diaries, letters and official documents. Many personal writings contain subjective elements and can be doubted their truth. If it is related to the interests of the data needed, this personal writing is very important source of data.

This study uses Nasution's recommended steps (1988) , namely data reduction, data display and conclusion and verification. Furthermore verification activities take place in line with member checks, triangulation and audit trials.these steps were taken to ensure the reliability and validity of the study.

## **RESULTS AND DISCUSSION**

### **The Policy and Quality Education Program in MDT Tasikmalaya in the Era of Regional Autonomy**

There are several policies in Tasikmalaya which are related to MDT education, namely: (1) Perda No. 6 year 2006 concerning the Compulsory Education Learning Program as part of the Compulsory Basic Education Program; (2) Perbup no. 7 year 2006 concerning Guidelines for Accreditation of Madrasah; (3) Perbup No. 30 year 2007 concerning Madrasah Diniyah Awaliyah Madrasah Curriculum; and (4) Perda No. 8 year 2009 concerning Obligation to Study Religious Education.

Through the regulations mentioned above, the Tasikmalaya Regency Government has supported the implementation of MDT. Considering big supports from Tasikmalaya Regent, the Ministry of Religion of the Republic of Indonesia awarded him with 10 other regional regents in 2011. They were regarded as supporting regents who contribute and pay great attention to MDT.

The Ministry of Religion of Tasikmalaya Regency strongly supported the issuance of several regulations relating to the MDT. This is in line with the statement from the Head of the Administrative Section of the Ministry of Religion of Tasikmalaya Regency. The Regional Government of Tasikmalaya Regency has set the budgeting for the development of *madrasah* and intensive provision for honorary *madrasah* teachers. The regional government issued several supporting regulation for MDT. It includes: Perbup No. 6 year 2006 concerning Compulsory Education Program, Intruksi Bupati No. 3 year 2007 concerning Implementation of Mandatory Education Education Program, Perbup No. 30 year 2007 concerning Curriculum for MDTA, Intruksi Bupati No. 4 year 2007 concerning monitoring, evaluation and the facilities for implementing compulsory religious education programs, including regent regulation number 7 year 2007 concerning accreditation of MDT, Perbup No. 33 year 2008 concerning standards for

the contents of the *Ablak Mulia* Self-Development Program in Schools and *Madrasas*, Perda No. 8 year 2009 concerning compulsory education on Islamic Religious Education. These regulation are clear evidence of the strong support from the regional government in promoting and managing MDT in Tasikmalaya.

The policies on religious education especially MDT was aimed, to strive, expand and equalize opportunities to obtain quality Islamic religious education for every citizen of the Muslim community. They were designed to provide basic level on Islamic religious education for children of the Muslim community to develop their potential to understand and practice the values of Islamic teachings. Their Islamic knowledge provides a guarantee to ensure equality for the implementation of Islamic religious education.

The policies on MDT have several objectives. The objectives include: to improve students' understanding and practice on Islamic teachings and values, to prepare knowledgeable, critical, creative, innovative Islamic religious scholars who are expected to be able to educate people who possess faith, piety and noble character, to support the expansion of opportunities to obtain quality Islamic religious education for every citizen,. In addition, the policy also serves to prepare Muslim students to become members of the community who understand and practice the values of Islamic teachings and / or become Islamic scholars and are able to maintain peace and harmony in internal and inter-religious relations.

In terms of target, the policies on MDT issued by Tasikmalaya regency is to meet the demand of Islamic religious education students who are expected to study additional knowledge on Islamic religious education during their compulsory basic education period the policies also try to reach adolescents, adults and parents to cater their Islamic religious education.

In the context of equal access to Islamic education Indonesian Compulsory Education, the policies on MDT are important. For students, the policies are beneficial since they develop their potential to understand and practice the values of Islamic teachings. The policies guarantee comfort and certainty on the issue of equality for the implementation of Islamic religious education, especially the MDT. This condition will ensure students' right to access Islamic religious education can be fulfilled.

### **Strategies to Implement Quality Education Policies for MDT Program in Tasikmalaya in the Era of Regional Autonomy**

Having discussed the policies on MDT, this study elaborates findings on the strategies to implement the policies. The Government of Tasikmalaya regency, represented by Education and Culture agency, and the regional office for Ministry of Religion affair have improved the quality of education for MDT by issuing several policies. These policies serve as a legal basis to implement quality education in MDT.

The issuance of these regulations is a strategic step for the Tasikmalaya Regency Government in improving the quality education of MDT. Applying these regulations, Tasikmalaya Government requires children to take part in Islamic religious education in MDT. Having educated in MDT, students are certified. Their certificate from MDT are necessary requirement for them to enroll in school. Without the certificate from MDT, they are not able to access compulsory education.

To implement the policies, there are several strategies to improve the quality of education in MDT. The strategies include:

1. Requiring the community to attend MDT as a compulsory education.
2. Placing MDT education as part of the compulsory education program for basic education.
3. Establishing MDT standard curriculum to improve teaching and learning activities.
4. Providing guidelines for MDT accreditation.

Those strategies above should be taken into consideration to improve and empower MDT education in the society. A policy strategy in the form of establishing the position of MDT as religious education will empower MDT position in national education system and serve as one of the compulsory basic education program. The existence of curriculum and guidelines for accreditation in the MDT surely encourages the realization of quality education in the madrasah.

Other strategies have also been implemented by the government to implement policies on MDT. The local government has promoted MDT education into its powerful position by making MDT certificate as a compulsory requirement for children to enroll in the school. This is a strong strategy to force the society to prioritize MDT education for their children. Students who had graduated from education in the MDT received certificate and their certificate can be used to meet the requirement for school enrolment. This policy is stipulated in Perda no. 8 year 2009 Article 5 from paragraph (1) to paragraph (5). In a detailed description, those paragraph state as follows: (1) Students who have fulfilled the Islamic religious education competency standard are given certificate of graduation; (2). A certificate of graduation in Islamic religious education is one of the requirements to continue at advanced formal education levels; (3) For students who do not have a diploma or certificate of graduation, a respective school must carry out a special program to cater their need for religious education.

Determining the responsibility to ensure the sustainability of quality education in MDT has been one of the strategy to improve MDT education. The local Government together with the office of Ministry of Religion affairs in Tasikmalaya had been appointed as the responsible institutions to implement quality education in the MDT. This is stated in the policy of Perda no. 8 year 2009 Article 6 from paragraph (1) to paragraph (3) and Article 7 from paragraph (1) to paragraph (3).

The government conducted evaluation and supervision program to ensure quality education policy for MDT. Based on the provisions of local government regulation number 8 year 2009 Article 8 paragraph (1) which states that responsible party that conduct evaluations and supervision for MDT quality education programs is the regent itself. The regent uses a mechanism to delegate its authority to the Education and Culture Office, Office for Religion affairs department in Tasikmalaya and representative social figure from society.

Based on the findings described above, it can be concluded that there are several strategies that were implemented by the Tasikmalaya government to ensure quality education for MDT. One of the strategies primarily concerns the issuance of several policies relating to the implementation of general Islamic religious education and MDT, especially such as Local Government Regulations, Regent Regulations. Another strategy is the implementation of quality education for MDT by its managerial team.

### **Problems in Developing Quality Education for MDT**

There are several problems in implementing quality education for MDT. The problems fall into structural and cultural type. Structurally, MDT belongs to the Ministry of Religion affairs. This ministry is responsible to provide financing for MDT. In practice, MDT suffers some disparity in terms of funding. The allocation proposed for MDT is different from the funds received by the MDT. This problem must be solved. MDT under the auspices of the Religious Affairs Office of the Tasikmalaya Regency Government should have a similar right. In other words, MDT needs funding allocation that is equal in terms of its budget with formal schools under the ministry of education. The unit cost per student must be the same between formal schools with the MDT.

In addition to the structural problem, MDT suffered a cultural problem. Cultural barriers had something to do with the social perception of MDT institution. MDT is in a position which is inferior to formal schools. For parents especially the upper-middle class, they preferred formal schools compared to MDT. It had not become the main choice of the community in enrolling

their children for education. This poor condition requires MDT to apply the principle of school-based management to empower its educational institution. The basic principle of the school-based management is that the school gets broader autonomy and responsibility in exploring, utilizing, and directing various resources, both internal and external to improve teaching and learning process in schools. Therefore it is necessary to establish communication which offers benefits to interested parties (stakeholders), the school/*madrasah* council, the supervisors, the heads of the MDT, teachers, parents, students and all members of the community.

Another problem in the implementation of quality education for MDT has something to do with teachers. One of the most important basic components of education is teachers. The quality of education is largely determined by the condition of the teachers. Therefore, teachers must be given huge attention. In fact, the existing situation of MDT teachers was poor in terms of their quality and quantity. They were dependent on the leadership figures. This is to say that the main instructors at the MDT are principals of the MD.

Facilities available in MDT had been a burden to implement quality education in MDT. The teaching and learning process will run smoothly if this process was supported by complete and proper facilities. The issue of facilities is an essential problem in education. The process of improving the quality of education must also be simultaneous to support the teaching and learning process. It may start by providing an adequate building for MDT. Providing educational tools and facilities to assist teaching and learning should also be taken into consideration. It was not easy to provide educational facilities for the MDT. This was caused by the weakness of the resources available at the MDT. This poor condition affected the quality of education. Many MDT institutions lacked funding because they were indeed self-financing or funds from MDT management and their families.

The structure of the curriculum was another problem for the implementation of quality education for MDT. Referring to this problem, MDT (1). had no national curriculum standards; (2) had centralistic curriculum, that is the curriculum resources derived from MDT principals (3) had full and dense content; (4) had no relevance between MDT curriculum and the market share of employment.

Applying quality education management theory, this study concluded that the problems faced by managers of MDT in developing quality education in Tasikmalaya Regency include: planning, control and improvement quality. In terms of quality planning, MDT in Tasikmalaya:

1. had not been assessed and published in an organizational planning document as a planning system, both in the form of Public Agency Accountability Report and Public Agency Accountability System.
2. had not properly documented planning results, whether in the form of a manual paper or in electronic form via CD, DVD or flash disk.
3. Had not determined human resource based on clear competency qualifications in the planning process and decision making on planning has not been.
4. Had not involved relevant parties that have competence in planning the implementation to solve the problems. Relevant parties in this context include BAPPEDA/ *Badan Perencanaan Pembangunan Daerah* (the Regional Development Planning Agency), *madrasah* committees, and other agencies. Given this situation, MDT plannings are not comprehensive, especially in disclosure data needed in planning, for example, data on the number of formal *madrasah* in Tasikmalaya, number of productive age of education, number of children dropping out of school, and so forth.
5. Had not performed open and transparent planning process. The implementation of planning also seemed closed and it was only carried out by certain people who were appointed and they were not publicized. This exclusive planning was only known and

thought by some circles. Planning documents should be open and the documents must be tested in the public domain.

6. Had not obtained clear information regarding the quality standards of the MDT issued by the government. So that quality planning does not have standard quality standards. As a result, the quality planning in MDT was carried out based on speculation. Sometimes MDT followed quality standard planning from formal education which did not necessarily fit the non-formal education of the MDT.
7. Had weak support for capacity building from the government. As a result funding for MDT lacked and caused problem for the implementation of quality education.
8. Had less awareness from each of the principals in the MDT in Tasikmalaya Regency in the process of quality planning.
9. Had not shown good organizational structure in coordinating. It has become a burden in making a comprehensive plan that accommodates the interests of all parties.
10. Had not determined concrete data regarding market segmentation. This data will be used for the purpose of quality planning for the MDT. As a result, quality planning carried out by the MDT, especially in terms of market segmentation was not concrete and not precisely targeted,
11. Had not carried out the schedule for planning made by the Ministry of Religion and the Regional Government of Tasikmalaya Regency. This was a problem in planning process. This changed the planning time as well as the implementation time of the planning results.

Having elaborated quality planning, this study is trying to explore quality control in MDT. In terms of quality control, the problems faced in developing quality education in the MDT in Tasikmalaya Regency include:

1. The absence of quality standards issued by the Government (Regional Government and Ministry of Religion of Tasikmalaya Regency) or other authorities which serve as guidelines for MDT managers in conducting quality assurance. As a result, the implementation of controls and quality assurance at MDT was carried out based on the initiative of the MDT management without referring to a standardized form.
2. The poor capability of MDT principals to carry out concrete evaluations of the quality of their graduates. This, of course, is a problem for MDT in improving the quality of its graduates.
3. The difficulty for MDT managers to compare the quality of their graduates in accordance with the expectations and ideal conditions of their graduates.
4. Difficulty in making corrective actions towards the poor quality of their graduates. In other words, in quality assurance, MDT could not spot differences and deviations from quality planning in its realization.

Next analysis concerns quality improvement. This study found the problems faced by MDT in developing quality education in Tasikmalaya Regency are as follows:

1. The absence of standard quality possessed by the MDT. This had resulted in difficulties to identify errors, weaknesses and shortcomings in the realization of planning. This will be a serious problem for the MDT in an effort to identify the success or failure of the quality planning that it performs.
2. The lack of capacity for quality improvement infrastructure. It had resulted in delayed processes and implementation of quality teaching and learning. For example, the lack of ability of MDT students in foreign languages such as Arabic or English was the result of no language laboratory to support learning.



3. The absence of professional quality assurance team formed internally or externally in the MDT. As a result, finance quality control was carried out by people who have not been certified as auditors. There was not a quality assurance process in madrasah.
4. The absence of formal and professional training for personnel who have been appointed by the manager of the MDT to carry out control and quality assurance. As a result, the officers who administered the control and quality assurance worked according to their respective abilities without having much experience about the education quality assurance system.
5. The absence of quality assurance analysis tool used by MDT. So the quality assurance team in MDT was not good at diagnosing causes due to the lack of quality education in the MDT.
6. The weakness of supporting tools for ensuring quality control. The quality control of human resources was still low. This triggered slow and inaccurate handling of quality problems that MDT encountered. This will be a serious problem in assuring process and quality control,
7. The difficulty to reach the target according to the aims and objectives that were planned beforehand.

Based on the description above, it can be concluded that the problems faced by MDT in developing quality education in fall into two categories. They are related to internal problems in the management of the MDT itself and external problems related to the supportive capacity of outsiders, for example the absence of standard quality standards for the MDT issued by the government.

### **Efforts to Improve Quality Education Programs at MDT**

Based on the findings discussed above, it can be concluded that the problems faced by the MDT in improving their quality education include structural, cultural, teaching staff, the facilities, curriculum structure, and quality management. Given these problems, this study offers some possible efforts that must be made in improving quality education in the MDT. Discussion on the solution for each problem will be elaborated as follows:

#### **1. Structure and Culture Problems**

The solution to the structural problem of administering the MDT is that it is returned to the *madrasah* position as stipulated in the laws and regulations. It is known that MDT is classified as non-formal religious education if it refers to the *Undang-undang Sistem Pendidikan Nasional/National Education System* UU no. 20 year 2003 (jo UUSPN Number 2 year 1989) concerning the National Education System article 30 paragraph. In Article 1 paragraph (4) PP No. 55 year 2007 concerning Religious and Religious Education, it is stated that: MDT is a community-based Islamic religious education institution that organizes *diniyah* education or in an integrated manner with other types of education (*Kementarian Agama/Ministry of Religion* Affair, 2007: 78). According to Article 8 of PP no. 55 year 2007 paragraph (1) and (2) it is stated that: (1) Religious education (MDT) serves to prepare students to become community members who understand and practice religious values and/or become theologian; (2) Religious education (MDT) aims to form students who understand and practice the values of their religious teachings and / or become broad-minded, critical, creative, innovative and dynamic religious scientists in the intellectual life of a faithful nation. , fearful, and noble.

Even in PP no. 55 year 2007 article 12 starting from paragraph (1) (1) The government and/ or local governments provide educational resources to religious education. (2) The government protects the independence and distinctiveness of religious education as long as it does not conflict with the objectives of national education. (3) The government and/ or independent institutions with authority accredit religious education for guaranteeing and controlling the quality of education in accordance with the National Education Standards. (4)

Accreditation of religious education as referred to in paragraph (3) is carried out after obtaining consideration from the Minister of Religion .

Based on these provisions, structurally there were actually no problems in the management of the MDT. That is, the Ministry of Religion and the Regional Government have the same authority in the management of the MDT. The only thing that is needed is the existence of a Regional Regulation or Decree of the Regent/ Mayor that divides authority between the Regional Government as an autonomous agency and the Ministry of Religion as a vertical agency, especially the division of authority tasks regarding curriculum designation, provision of operational costs, assistance with operational costs, assistance costs student operations, teacher recruitment, supervision systems, and others.

## 2. Problems with Educators / Teachers

The solution in an effort to improve the quality and quantity of MDT teachers so that the quality of the education is carried out is to return the issue to the position of MDT in the applicable laws and regulations. The reason that MDT is a vertical organization is very irrelevant and contrary to the spirit of regional autonomy which prioritizes public services (read: education). Moreover, PP No. 55 year 2007 concerning Religious Education and Religious Education, states that the district/city government must assist in the implementation of religious and religious education. Article 12 paragraph (1) states that the Government and/or local governments provide educational resources to religious education. Providing assistance for educational resources includes educators, education staff, funds, and other educational facilities and infrastructure. The provision of assistance is distributed fairly to all religious education on all lines, levels and types of education organized by the Government, regional government, and/or the community.

## 3. Problems with Infrastructure

Another problem faced by MDT in improving the implementation of quality education is the limitations of infrastructure facilities. Facilities are very important sub-systems, the problems that occur in MDT were the lack of facilities and facilities such as media lessons, learning tools, libraries, books and so on. To realize the means and pre-education facilities, adequate funds are needed, but as explained above, the obstacle that occurs is a lack of funds in the management of the MDT.

On that basis, the solution to the problem of infrastructure is to encourage the Government, both the Ministry of Religion and the Regional Government to provide facilities for the continuity of learning in the MDT. One way for the Government to provide infrastructure assistance to the MDT is to encourage the issuance of Regional Regulations on mandatory *madrasah diniyah*. In this way, the local Government will automatically provide infrastructure to support the smooth learning process.

## 4. Curriculum Problems

The next problem faced in implementing quality education in the MDT is the curriculum. Generally, the MDT curriculum has not been standardized. The curriculum of the MDT is generally not written. It's just that they determine their books independently. Some refer to the curriculum that was prepared by the Ministry of Religion. There are also those who sporadically determine themselves by measuring the abilities of their students. If measured by the benchmarks of formal education, it is clear that the MDT curriculum is still far from expectations.

In the Tasikmalaya Regency area, for example, there are at least two different characteristics in implementing the Early *Madrasa* curriculum. First, for the MDT in an environment far from the reach of the influence of Islamic boarding schools or outside the pesantren's environment, the use of teaching materials is chosen sporadically. There are those who use Arabic-language books, some are using 'origin of religion' books.

It is clear that in general, the competency target of graduates of the *MDT* is the mastery and understanding of Islamic shari'a and reading the Koran properly and correctly, even though the books used are different. For example, there is fiqh that uses a typical book, there are also those who use fiqh books compiled by the Ministry of Religion Team for formal *Madrasah Ibtidaiyah* (Elementary school). The reason that arises is that around it — for example — there is no MI. For this reason, it was felt that religious insight is enough to use these books. Another reason is that they are worried that if Arabic-language books are used, the students will not be able to process the subjects given. This is an evaluation for the Ministry of Religion, that the books compiled by the Directorate of Early Education and Islamic Boarding Schools of the Ministry of Religion did not reach this type of *MDT*. Secondly, the *MDT* which is in the network or close to the pesantren environment. Almost all *MDT* near the pesantren followed the pesantren's standards around it.

After returning the students to take their education, they spread to their respective regions and use the standards used in the Islamic Boarding School to administer the *MDT*. Although in its realization, it is not fully implemented. For example, the book used as a reference in the preparation level (*tabdhiriyah*) in a pesantren was adopted as a curriculum for the *MDT*, so that books were printed and reproduced by the Ministry of Religion and given to some unused *MDT*.

The curriculum problems faced by *MDT* are unclear or the absence of curriculum standards set by the Regional Government and the Ministry of Religion. As a result the curriculum used by every *MDT* varies from region to region, so there is no standard size. The impact of all this is the density of the curriculum used by the *MDT*, and also irregularly.

The solution is the Ministry of Religion must establish a standardized *MDT* curriculum. Because based on Government Regulation Number 55 of 2007 Early Islamic Madrasahs are an integral part of the national education system which is held on the out-of-school education pathway to fulfil the people's desires about religious education. *MDT* is an institutionalized institution of religious education outside the school and aims to prepare students to master the knowledge of Islam, which is fostered by the Minister of Religion. Therefore, the Minister of Religion and the Directorate General of Institutional Development of Islamic Religion should establish *MDT* Curriculum in order to help the community achieve targeted, systematic and structured educational goals. Nevertheless, the community still has the freedom to develop the contents of education, approaches and curriculum content according to the needs and environment of the madrasa. Thus, efforts to resolve curriculum problems faced by providers of quality education at *MDT* are the issuance of curriculum standards for the *MDT* by authorized institutions, in this case, the Ministry of Religion.

##### 5. Quality Management Problems

The solution to this problem is the need for quality management of the implementation of quality education in the *MDT*. Through this quality management, it is expected that the *MDT* can be directed so that it is expected to produce good graduates and at the same time encourage the growth of the use of quality management by the managers.

The concept of quality management offered as an effort to improve the implementation of quality education in *MDT* is quality management as Joseph M. Juran's concept as the theoretical basis in this dissertation. The quality management concept from Joseph. M. Juran includes three qualities, namely: quality planning (quality planning), quality control (quality control) and quality improvement (quality improvement). Further explanation regarding the application of Juran quality management in the implementation of quality education in *MDT* is as follows:

- a. Making quality education planning at *MDT* in Tasikmalaya District
- b. Quality education control in *MDT* in Tasikmalaya Regency
- c. Making *MDT* quality assurance documentation in Tasikmalaya Regency

- d. Carry out the quality assurance process with actions namely planning (Plan), implementation (Do), control (Check), and improvement (Action) better known as the PDCA cycle.

### **Improving the Quality Education of MDT**

For the purpose of this study, quality improvement refers to a process where an established mechanism is maintained so that quality can be achieved sustainably. This includes the location of the sources, people assignment to complete the quality project, employee training in the quality project, permanent structure establishment to pursue quality and maintain the previous achievement. In this study, quality control for MDT was carried out by the government in Tasikmalaya Regency. This was done to improve MDT educational practice to achieve their goals and make their practice better. This study found data regarding the improvement of the quality of education of MDT in Tasikmalaya. The data were taken from interviews with the principals and teachers of MDT.

Quality improvement has a sound basis from Islamic sources. In terms of MDT leadership, the main basis for quality improvement was in the MDT. It was revealed in the word of Allah SWT in the Qur'an, Surat al-Nashr, especially verse 3:

"... then worship in praise of your Lord and ask forgiveness of Him. Indeed, He is the recipient of repentance. "

Based on the verse above, the meaning of repair or change or improvement according to the verse is *Taghfir* or *istighfar* (repent or repentance). In improving the quality education of *madrasah*, it is necessary for principals and teachers of MDT to improve their educational practice to the best level they can. The continuous improvement was carried out continuously (kaizen in terms of management) and was carried out by a team to achieve the desired target set forward by MDT in Tasikmalaya. This is stated in the vision and mission as well as the goals and objectives.

Quality improvement (*istighfar*) in this study refers to the improvement of actions taken after data or information on the results of control. The data were obtained, analyzed and evaluated to improve and refine MDT quality education. The procedure of manual document in Tasikmalaya promised quality that can be achieved more effectively (in a shorter time) and efficient (at a lower cost). In this study, data is the work of the auditor after auditing an activity. Furthermore, the data was processed and analyzed by the Madrasah Official Document unit. The processed results and data analysis were in the form of alternatives to improve the content and format of the quality manual and or quality procedure of the MDT in Tasikmalaya Regency.

MDT Quality improvement was then evaluated in an executive meeting. This meeting was conducted by the leaders of the units, namely principals of the *madrasah*, management of the foundation, the board of teachers, student representatives. There was a regular meeting at least once in a semester. This meeting was designed to improve the contents of the MDT in Tasikmalaya. It was expected that the meeting could boost their performance to achieve the quality that has been promised in a more effective and efficient.

The regular meeting was conducted at the MDT in Tasikmalaya. It was held at the level of the Madrasah Foundation or the Teacher Council of MDT. In the foundation level, the meeting involved *madrasah* principal, participants from the board of teachers, student council, chairperson of the institution, and person in charge of managing madrasah data. For the level of the *Madrasah* Council, the meeting involved chairperson of the madrasah, participants from the Board of teachers, students, and person in charge to manage madrasah data. The executive team at the level of the technical implementation unit at the MDT in Tasikmalaya regency was the core leader in the relevant activity unit and the quality assurance unit for the respective activity unit.

The meeting discussed several agenda. The agenda discussed in the management review includes: organizational structure including the adequacy of resources; (2) the results of internal / external quality audits; (3) the results of the implementation of the quality management system of the MDT in Tasikmalaya which were not in accordance with the quality objectives (performance indicators); (4) policies, objectives, and quality management systems of the MDT in Tasikmalaya Regency; (5) corrective and preventive actions; (6) stakeholder complaints; (7) the need for improvement; (8) quality planning; (9) daily operational process performance; (10) evaluating the fulfillment of stakeholder needs and expectations; (11) evaluation of external factors; (12) follow-up from previous management reviews; (13) changes in the conditions of initial assumptions, new technologies, results of research and development, changes in the concept of quality, changes in financial, social and environmental conditions, and changes in laws and regulations; (14) other problems concerning the achievement of quality objectives.

There are some information that management took into consideration for the review. The information include: (1) audit results; (2) feedback from stakeholders; (3) process performance and achievement of quality objectives; (4) status of preventive and repair measures; (5) follow up on the results of previous management reviews; (6) changes that affect the quality management system; and (7) recommendations for improvement. That information serves as input for management to discuss and further take serious steps to ensure quality education.

Management reviews should generate output. The output must include actions to prevent activities that were not in accordance with the plan. Furthermore, input should improve the actions taken to improve the efficiency and effectiveness of educational activities in MDT. Preventive measures were taken to eliminate the main cause or potential cause of the discrepancy between the planned objectives and the results of the activity. All document changes that came from the review process must state implicitly the preventive action that could be applied and recorded. The Preventive actions can include:

1. the use of appropriate information sources such as work processes and operations that affect product quality, internal quality audit results, quality records, service reports, and stakeholder complaints to detect, analyze and eliminate potential causes of nonconformity;
2. determination of steps needed to deal with problems that required preventive action;
3. implementation of control and precautions to ensure the effectiveness of actions;
4. Assurance of relevant information on actions that were forwarded to management reviews.

Corrective actions (improving the implementation of activities) to improve quality continuously were carried out routinely by the appointed persons of madrasah activities and formal education. The corrective action taken must be able to eliminate the main causes or potential causes of nonconformities in educational activities. All document changes that are the result of corrective actions must be applied and recorded. Corrective actions must include:

1. effective handling of stakeholder complaints and inappropriate process reports;
2. investigation of the causes of nonconformities relating to the agent, processes, and documents as well as recording the results of the investigation;
3. determination of corrective actions needed to eliminate the causes of nonconformities;
4. applying controls to ensure that corrective actions that had been taken were effective.

Based on the above corrective action, the corrected aspects that were most dominantly carried out by MDT in Tasikmalaya were improvements efforts. The improvement usually in terms of additional activities in the madrasah for instance scouts, sport and art development and others.

This institutional improvement, according to MDT principals in Tasikmalaya, was intended as a madrasah effort in anticipating changes that were so rapid and complex. The change

concerned immensely in parental choice of education. The community is increasingly critical, open, pragmatic and thinking far ahead in selecting educational choice for their children. This means that within the community there had been paradigm shifts that lead to a more pragmatic view of the benefits of education for the future of humans. Based on that, the policy of the MDT in Tasikmalaya had been a great support for MDT to deliver their best in educational activities.

The most current development of MDT in Tasikmalaya has shown an evolutionary process of thinking. This evolutionary process was implemented not only in the form of planning but also in practical form. The planning and practice took form in the patterns from one stage to another. This happened both in education planning whose objectives were external and internal. The educational goals which were developed by madrasas internally grew into a better circumstance.

The second aspect that was refined in the educational environment of MDT was an improvement in the learning process. This effort was implemented in the learning process by providing student curriculum that integrated Islamic learning with general education. The change towards improvement continued to be carried out by further leadership in the fields of learning methods, models and education systems. At the beginning of the changes, the classification has begun to be well organized, which was done based on the ability of students. To find out the ability of prospective students, the method was to conduct tests or competency tests for prospective students. Those prospective students wanted to enrol MDT in Tasikmalaya.

The latest change was students placement in classes based on their school level. The competency test for students in the class I elementary school was different from the competency test of prospective students who came from a class I senior high school. This was done in an effort to improve the existing class system in the MDT. With this class (*marhalah*) gap pattern, each student will have different levels. The graduates will later obtain a different madrasah diploma.

In order to be compatible with its counterpart in formal school, MDT is adjusted to the classification the way formal schools is. MDT has several levels as follows:

1. The level of *Ula*, this level is addressed to students in elementary school, MI/ *Madrasah Ibtidaiyah*. This level starts from class I to class III.
2. The level of *Wustho*, this is designed for students sitting in class I to class III junior high school/MTs/ *Madrasah Tsanawiyah*.
3. The Level of *Ulya*, this level is suitable for students from high school (MA/ *Madrasah Aliyah*) who are sitting in class I to class III.

A change in curriculum is another change in the framework of improvement of the education system in the MDT. In order to anticipate and accommodate student input from various backgrounds of religious knowledge. The management of MDT tied to engineer curriculum with the aim that the curriculum could meet students' need.

Efforts were made by MDT management to improve quality education for it students. All possible and feasible program that might be done by MDT must be adjusted to the actual conditions in each educational unit. There are many approaches which are possible to carry out in an effort to raise the quality of Madrasah. The approaches at the same time can elevate the dignity and the pride of MDT institution in the eyes of the wider community. To achieve this, MDT may study from other MDT success story. The excellent MDT had achieved outstanding performance and they might serve as the model for other MDT to learn. Conducting a comparative review to the excellent and superior Madrasah will benefit other struggling MDT at least they will be able to provide motivation and inspire managers of MDT to strive and achieve better in the future. Improving the quality of education in the MDT in Tasikmalaya

Regency does require hard work on the part of MDT management and call for skilled and professional teachers. This takes a long time to achieve and requires a determination to reach continuous improvement.

## CONCLUSION

This study was aimed at describing policy regarding MDT implementation, investigating the strategies to implement quality education of MDT, spotting the problems faced by MDT and offering a suggestion for MDT educational improvement. Based on the findings of this study, there are several conclusion to draw. First, local government Policies had a strategic position and played a key role in improving quality education in the MDT in the era of regional autonomy. The policies issued by the Regional Government in improving quality education at the MDT were aimed at facilitating the implementation process, especially to improve the quality of the curriculum, providing incentives for teachers, conducting quality control, and strengthening educational institutions. Local government policies had favoured MDT to help the implementation of quality education. The policy of placing MDT as part of the Nine-Year Basic Education Compulsory Education Program in the era of regional autonomy is an important factor in the Regional Government's policy strategy in improving quality education at early childhood education institutions.

There were several strategies to improve educational activity in MDT. The local Government released several strategies to resolve problems faced by the principals and management of MDT. The strategies were applied to solve budgetary issues, to increase teacher incentives, to provide infrastructure, to conduct supervision, and to ensure quality assurance.

MDT has suffered from several problems. The problems faced by managers of the MDT in an effort to improve quality education in the era of regional autonomy include the problem of dualism in the authority of institutional management between the Education and Culture Department and the Ministry of Religion, the lack of infrastructure, limited budgetary resources, low public interest and enthusiasm towards religious education and poor quality management.

The development of science and technology, modernization and industrialization has led to a paradigm shift in the system, direction and governance of education. MDT, as part of this change, should make significant changes in an effort to improve its educational service. MDT should work hard to change: (1) the community mindset towards religious education; (2) the orientation of learning from teacher-oriented learning to student-centred learning; (3) institutional information data base to be compatible for data information material; (4) quality management by making quality planning, control, and improvement; (5) a network of cooperation as much as possible with government and private institutions; and (6) policies that are not in favor the improvement of the quality of Islamic early childhood education.

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