

The Dynamics of Community and Parents Participation: Huyula Culture Approach in Educational Financing in High Schools, Vocational Schools and Madrasah Aliyah (Islamic High Schools) in Gorontalo Province, Indonesia

Arwildayanto¹

Educational Management Program, School of Educational Science
Universitas Negeri Gorontalo
[arwildayanto@ung.ac.id¹](mailto:arwildayanto@ung.ac.id)

Popi Puadah²

School of Postgraduate Program, Islamic Education
Universitas Islam Jakarta
[popy_fuadah@yahoo.com²](mailto:popy_fuadah@yahoo.com)

Hendri³

School of Engineering
Universitas Mercu Buana
[hendriabubakar@mercubuana.ac.id³](mailto:hendriabubakar@mercubuana.ac.id)

Abstract:

This research aims to determine community participation in financing education in Gorontalo Province by using a mixing approach method combining quantitative and qualitative methods known as combination research called concurrent embedded.

The results of this research about the dynamics of community participation in financing education compared to public participation has been experiencing declining. The decline occurs in Gorontalo, in line with the incessant campaign against extortion and free education programs in various local governments.

Society and parents view that financing has been fulfilled through the State budget (APBN) budget, namely in the form of school operational assistance (BOS), with education policies for the people (PRODIRA) carried out by the Gorontalo provincial government, as well as the regency and city governments of Gorontalo Province .

Currently education funding from the BOS budget, and PRODIRA has been fulfilling the policy of education equity, but not being able to improve the quality of education as the expectations of education stakeholders. For that reason, a good solution for improving the quality of education, the support and participation of the community and parents of students in financing education is still needed, especially from the upper middle class who has higher income.

Keywords:

Dynamics of community participation, education funding, huyulaculture

1. INTRODUCTION

Education is a strategic effort to accelerate the improvement and development of Indonesia's human resources, including in Gorontalo Province. This is in line with the mandate of the 1945 Constitution resulting from the amendment IV, article 31 states; (1) Every citizen has the right to education, (2) Every citizen must take basic education and the state finances it. Government obligations contained in Law Number 20 of 2003 concerning the National Education System, article 34 states, (1) Every citizen who is 6 (six) years old can take compulsory education, (2) the Government and Regional Government guarantee the implementation of compulsory education at a minimum level of primary education without charging fees, (3) Compulsory education is the responsibility of the state organized by government education institutions, regional governments and the community.

The mandatory compulsory of education has been regulated in Government Regulation Number 47 of 2008 concerning Compulsory Education as a minimum education program that must be followed by Indonesian citizens as the responsibility of the Government. Basic and secondary education financing policy as a compulsory education program is an effort to improve the quality of human resources, as preparation for living his life free from illiteracy, as well as preparing to continue at higher education. On that basis, the Gorontalo Provincial Government implemented a compulsory education program up to the secondary education level, namely Senior High Schools (SMA), Vocational High Schools (SMK) and Madrasah Aliyah (MA), contained in the Gorontalo Provincial Long Term Development Plan (RPJPD) document. 2007-2025 with the vision of Gorontalo Maju and Mandiri. One of the missions of RPJPD in the field of education is to realize Gorontalo human resources that are reliable.

The form of the program that has been and is being carried out by regional apparatus organizations (OPD) in the field of education, namely the Gorontalo Provincial Youth and Sports Education Office, including 1) all school-able programs (SBS), 2) empowerment of entrepreneur-based Gorontalo youth potential, 3) the application of communication information technology (ICT), 4) the awarding of Gorontalo SIAP and Gorontalo Superior scholarships, 5) providing performance allowances for teachers in remote areas, 6) completing the compulsory education of 9-year basic education and pioneering 12-year compulsory education, 7) illiteracy completion and 8) improving quality and relevance.

To find out the actual facts that have been done, a research is conducted on the dynamics of the participation of parents and students in education financing along with the implementation of the education program for the people (PRODIRA) policy since the leadership of Governor Rusli Habibie-Idris Rahim Chapter I of 2013 until now. Huyula's cultural approach to financing education is one of the solutions offered to increase the participation of the community and parents of the students.

Community participation and parents are interpreted as a form of active involvement in formulating programs to help schools solve various problems and supervise the implementation of school programs (Sunandar and Sunarni; 2013), these considerations support to the notion of partnership, in which both governments and communities work together (Bray, M, 2003). The participation of the community and parents of students as mental and emotional involvement of a person or group of people in certain situations to encourage and support the achievement of school goals and take responsibility for the progress and service of education in schools. (Dwiningrum, 2011).

In addition, the participation of the community or parents of students is seen as a process when citizens, as individual beings and social groups and organizations, take part and influence the process of planning and monitoring policies that directly affect school performance, including in financing education for their children and the community around the school is located (Sumarto, 2003: 17). In the broader context, the participation of the community and parents of students is seen as a form of participation of a person or community, both mentally and emotionally based on cultural awareness (mutual cooperation), helping each other to provide both moral and material contributions in the form of funds or savings starting from the process of decision making, policy implementation, and program supervision, including actively supporting or criticizing PRODIRA's policy, so that it can help underprivileged school residents from other families or poor communities.

PRODIRA policy requires the participation of the community and parents of students, because education is not only the obligation of the government, schools and teachers, but also the responsibility of the family and the community (Directorate of TK / SD, Puskur, UNESCO & UNICEF, 2003). Community and parents participation is also an important aspect in the implementation of school-based management (Sapari and Subakir, 2001; Mulyasa, 2005). During this time, the participation of the community and parents of students in the implementation of education was

seen as still low. The results of the Research and Development of the National Education Research and Development RI show that the teacher's assessment of the level of participation of parents in the implementation of education in schools is still low, an average of 57.1% and very low in determining school program policies and monitoring them, regular meetings, extra-curricular activities and development school climate (Nurkolis, 2003; Ansar; 2008; Zulkifli, 2015). Very high parental participation is in supervising school quality, but it is difficult to participate in school committee meetings, payments and forms of monthly fees and building money contributions for new students (Nurcholis, H .; 2009).

On the one hand, the participation of the community and parents of students is important, but on the other hand the large participation of the community and parents of students in the management of education may lead to ambiguous interests between the school and the community and parents (Mulyasa, 2005).

Related this issue, the government needs to formulate clearly the forms of participation and operational tasks of the organization that embody the participation of the community and the parents of the student. Referred to the improvement of community participation in article 54 of Law Number 20 of 2003 concerning the National Education System, explains that the participation of the community in education includes the participation of individuals, groups, families, professional organizations, entrepreneurs and community organizations in implementation and quality control of educational services. Furthermore, in the article of Law No. 20 of 2003 concerning the National Education System, Article 56 states that the community plays a role in improving the quality of education services which include planning, supervision, and evaluation of education programs through the Education Council and School / Madrasah Committees.

Community participation and parents of students in the implementation of education can be in the form of financial and non-financial support. The participation of the community here provides a message that school citizens and the community must be actively involved both individually and collectively, directly and indirectly, in decision making, policy making, planning, implementation and supervision / evaluation of school education including in education funding (Ministry of National Education 2007: 46)

The participation of the community and parents can also be formally namely the participation of a person both mentally and emotionally contributing to the decision-making process on the issue where their involvement carries out the responsibility to carry out their duties (Talizuduhu, 1990; 103). Participation in the financing of education can also be practiced in the form of providing funds or saving funds as a contribution or community contribution to education services (Ningrum, (2014).

The participation of the community and parents of students in the education financing above has been mandated in Law Number 20 of 2003 concerning the National Education System, which has consequences for the rights and obligations of the community and parents in the administration of education. Communities and parents have the right to participate in the planning, implementation, supervision and evaluation of educational programs. Its obligation is also inherent, namely providing support for cost resources in the implementation of education and participating in public education can include the participation of individuals, groups, families, professional organizations, employers and community organizations in the implementation and quality control of educational services (Mustaqim, 2016).

Communities and parents of students can participate in the planning, implementation, supervision and evaluation of education programs and education funding. The participation of the community and parents of students in education according to Rosyada (2007: 21) in the form of community participation can be realized in the form of their involvement in school committees, or regional education councils. The school committee has the right to participate in formulating educational planning, not only in macro planning but also in the curriculum restructuring policy. The school committee is an independent body that embodies community participation in order to improve quality, equity and efficiency in the management of education in education units both in preschool education, school education, and non-school education channels (MONE; 2002a).

In line with this view, Keith Davis in Sastropetro (1988: 16) describes the forms of community participation that are incorporated in school committees can be in the form of a) consultation, usually in the form of services, b) spontaneous donations in the form of money and goods, c) establishing independent projects , and usually comes from donations of individuals / agencies that are outside certain environments (third parties), d) establish projects

that are self-supporting and funded entirely by the community, e) donations in the form of work, f) mass actions g) hold development among the village families independent and h) build autonomous community projects.

Other forms of community and parents participation include a) physical labor contributions, b) financial contributions, c) material contributions, d) moral contributions (advice, mandate), e) decision making. While the types of participation that can be done include: a) mind, b) energy, c) energy and mind, d) expertise, e) goods, f) money (Khaliqa, A., 2014).

Thus, it can be concluded that the form of community participation in financing education services includes: the obligation to maintain adequate sources of school fees, develop information relating to the increase owned and seeded by the school, the community must be involved, care and feel that they have all the facilities in the school, so they can be maintained and can be used for learning needs. The community must help the school in the form of moral and financial or educational funding.

2. Methods and Data Analysis

This study uses a combination of quantitative and qualitative methods (mixed methods) adapted from the opinion of Creswell (2009; 2) said that mixed methods is an approach to inquiry that combines both qualitative quantitative forms of research. The goal is that in one problem can be examined using two methods together, or sequentially, so that the data obtained is more comprehensive, and objective (Sugiyono, 2016). Tashakkori and Creswell (2007) stated that mixed methods is research in which investigators collects and analyzes data, integrates the finding, and draws inference using both qualitative and quantitative methods to answer research questions in a single study. Observing the problem of community participation Huyula's cultural context in education financing is considered suitable to use an unbalanced combination method consisting of qualitative 70% and 30% quantitative methods, as described in Figure 1 below:

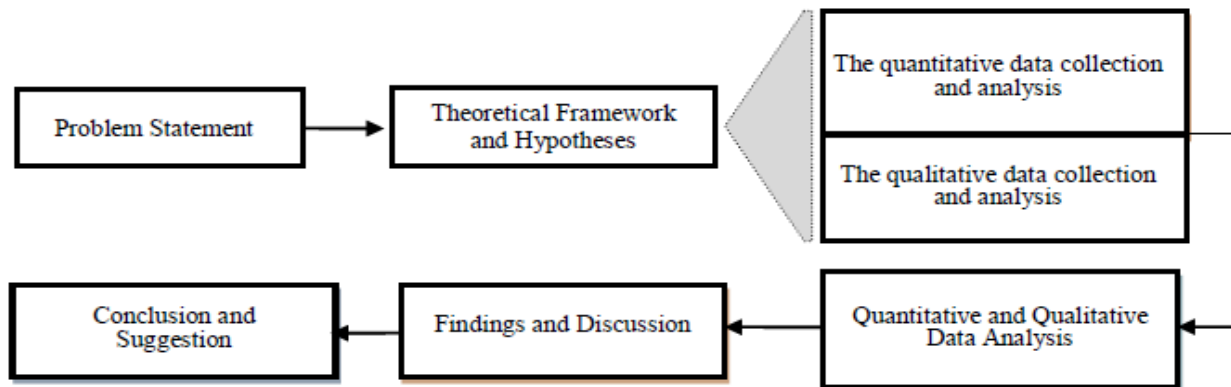


Figure 1. Combined Concurrent Embedded Research Method, (adapted from Sugiyono's thoughts, (2016; 538))

The informants consisted of parties who had sufficient information about the participation of the community and parents of students in financing education, namely the Head of the Gorontalo Province Youth and Sports Education Office, the Gorontalo Province PRODIRA Management Team, the PRODIRA Management Team of the Regency / City of Gorontalo, principals, treasurers, teachers, and school committees in 155 SMA / SMA / SMK / SMK / LB throughout Gorontalo Province, taken purposively using the snowball sampling method "conducted serially or sequentially, 32 schools were selected as research locations, each school 4 people were selected to fill the research instrument, so the number of respondents selected was 128 people who returned the instrument in its entirety and filled it completely as many as 116 respondents. Quantitative data analysis uses Weighted Means Scores (WMS) formula, as stated by Sudjana (2005: 67) as follows:

Knowing the amount of community participation in financing education, researchers used the following criteria: 86-100% = very good, 76-85% = good, 60-75% = sufficient, 45-59% = poor and <45% = very

bad . Descriptive analysis of community participation in financing education is seen from the aspect; awareness of the financing of shared responsibility, addressing the PRODIRA policy. The quantitative results are strengthened by the results of interviews and observations to the field to triangulate data sources as part of qualitative research.

3. RESULTS AND DISCUSSION

Descriptive data analysis of the participation of the community and parents of students in financing education in Gorontalo Province which was surveyed in 32 schools with 116 respondents, provided an overview, as in table 1 below.

Table 1: Community Participation and parents of students in Education Financing

No	Aspects	Quantitative Analysis Results	Qualitative Analysis Results
1	Educational Financing Awareness Joint Responsibility	50,49%	Awareness of education financing which is a shared responsibility has decreased. Because since the existence of BOS and PRODIRA, the community understands that the cost of education has been fulfilled and all needs are fulfilled by the central and regional governments
2	Comunity Cooperation in financing education	54,38%	The emergence of the perception that all education costs have been borne by the government. Helpful behavior also experienced a decline, because the view of the community if there was a contribution meant that there were illegal fees (levies) at school. The school is also afraid to take the initiative because it is easily perceived as a perpetrator of illegal levies
3	Active participation in financing	51,45%	Reducing the level of community participation and parents is characterized by the lack of attendance in school committee meetings, participation in expressing aspirations and others, including lack of enthusiasm to collect fees from parents and the community
	Average	230,36/4=57,59	Not Good

Based on table 1 above, it can be seen that the participation of the community and parents of students in education financing is based on a rating scale, classified as unfavorable conditions with an average score of 57.59. The results of this study are certainly not encouraging for all parties. For this reason, it is necessary to increase the participation of the community and parents as a consequence of shared responsibility for the implementation of education. This reality is truly irony, PRODIRA policy raises the phenomenon of a decrease in educational funding support from the community, parents of students along with the incessant free education program and / or the Policy for the People's Education Program (PRODIIRA) conducted by the Gorontalo provincial government. The mindset that builds up the cost of education is all the responsibility of the central and regional governments.

Decreasing the participation of the community and parents of students in education funding can be seen from the testing of the relationship and the contribution of the PRODIRA policy effectiveness variable (X) to community participation in education financing (Y) using a simple correlation formula and simple regression shows the results shown in table 3 below.

Table 3: Correlation of the effectiveness of PRODIRA policies on community participation in education financing

PRODIRA Policy Effectiveness (X)			Community Participation in Education Financing (Y)
PRODIRA Policy Effectiveness (X)	Pearson Correlation	1	.192*
	Sig. (2-tailed)		.039
	N	116	116
Community Participation in Education Financing (Y)	Pearson Correlation	.192*	1
	Sig. (2-tailed)	.039	
	N	116	116

*. Correlation is significant at the 0.05 level (2-tailed).

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r_{xy}	T	Level of Significance		Notation
		$\alpha = 0,05$	$\alpha = 0,01$	
0,192	2,094	2,358	3,162	Significant

Based on table 3, it can be seen that $t_{count} < t_{table}$ means that the correlation coefficient of 0.192 between the effectiveness variables of PRODIRA policy and the variables of community participation in education financing is not significant at 95% and 99% confidence levels. Thus the relationship between the effectiveness of PRODIRA policy and community participation in education financing is not significant in the 95% and 99% confidence levels. At the same time, it means that the PRODIRA policy does not contribute to increasing public participation in financing education.

The degradation of community and parents' participation in financing education was also due to the intensive socialization of the ban on extortion, display of Stop Extortion banners, Report on Extortion, Clean Sweep Teams (Saber) extortion in all high schools / vocational schools and MA in Gorontalo Province. The banners on display in the corners of the school really haunted the school organizers not to carry out extortion, the message was that the schools were reminded not to withdraw tuition fees or extracurricular fees, school funding had to use PRODIRA funds and BOS funds. Stop levies banners are a reminder of school residents that they are not legally problematic. As a result, the attitude shown by the school organizers, let alone what is in the BOS and PRODIRA funds that are run. So that lack of creativity, innovation and superior achievement give birth to quality graduates, let alone to pursue the reputation of the school, so it will add to the affairs and work. The dynamics that arise for PRODIRA and BOS recipient schools do not need to think about planning a renewable program, whose funding sources are not yet available. Creating a new program, means finding a budget outside of BOS and PRODIRA is the same as adding business and work, later it will be problematic. It's better not to do anything, no problem.

The condition of the decline of the participation of the community and parents of students in the financing of education in high schools, vocational schools and MA throughout Gorontalo Province is an early warning of the government through the Gorontalo Provincial Youth and Sports Education Agency to boost public participation, especially parents of students who have more abilities . So far, PRODIRA policy in Gorontalo Province has been formulated and implemented with the purpose of increasing access to Gorontalo. Population to high school education through the operation of the operational costs for students who attend selected high schools in the province. There are evidence that points to the fact that PRODIRA's policies have been effective in achieving pre-determined targets of improving the quality of education. Gorontalo education at the high school level has been able to catch up with the national average, and even exceeding it, thanks in part to the PRODIRA program. (Arwildayanto, 2018)

Gorontalo PRODIRA policy has been able to change the face and education performance of Gorontalo Province to be evenly distributed to remote areas up to high school education. This can be seen from; 1) Knowledge Improvement Index consists of the average length of schooling (RLS), from 2010-2016 = 6.85-7.12 years and School Duration Expectations (HLS) from 2010-2016 = 11.12 -12.88 years, 2) the percentage of SMA / MA in good condition 2012-2016 = 89.75-91.22% and the percentage of SMKs from 2012-2016 = 89.98-94.52% and 3) trend of drop numbers out of SMA / SMK / MA decreased from 2012-2016 = 0.7 to 0.01 (Gorontalo BPS Report, 2016). Improving the quality of education which is the flagship program of the Gorontalo Provincial Government Rusli Habibie-Idris Rahim Chapter II, still needs to support the participation of the community and parents of students adequately, of course it will move faster (accelerated), as explained by Arfan Arsyad (2016; 1194) that effectiveness PRODIRA has a direct positive effect on school performance, because it is known that PRODIRA is oriented towards providing educational resources such as operational fund grants, learning, workforce development, student development, RKB grants, and management. PRODIRA's contribution, if supported by community participation in education funding, the results will be more accelerative in advancing and improving the quality of education. Because the potential for funding education from the public is very large and potential.

The Provincial, District and City Governments of Gorontalo Province, should still be able to ensure that the cost of education is not the duty of the State and the regional government alone, but is the joint responsibility of the community and parents of students, for this reason increased public participation (Gorontalo Post, Monday 20 / February / 2012). To increase the participation of Gorontalo people in financing education, the government needs to do a cultural approach, namely the huyula culture (mutual cooperation), mutual assistance cooperation that has been embedded in the Gorontalo community.

The Huyula Cultural Approach that has been received with open arms of the Gorontalo community as a form of participation of a person or community group both mentally and emotionally based on cultural awareness (mutual cooperation) to contribute both morally and materially in the form of funds or savings in funds starting from the decision making process , policy implementation, and program supervision, including actively supporting or criticizing PRODIRA's policies, are happy to be able to help underprivileged school residents from other families or other poor communities.

Huyula culture is a hallmark of Gorontalo's community personality and parents, such as the findings. Foundation January 23, 1942 (1982; 9) describes the Huyula culture for the Gorontalo people as a system of help between community members, to meet the common needs and interests based on social solidarity through family ties of neighbors and relatives. Mochtar (Mohammad, 2005: 320) understands Huyula culture as a behavior of togetherness in building, or the habit of deliberating every policy that will be taken that relates to the interests and livelihoods of many people, including educational activities. This good culture needs to be developed continuously into a collective personality.

The Huyula culture is in the form of deliberation in terms of formulating policies that will be the basis for the implementation of development for the sake of jointness, for example helping schools to participate in science olympiad championships for outstanding students, giving reward teachers for high achievers and high performers. Daulima (2004: 82) explains that Huyula means doing a joint job by a group of people or community members in the sense of mutual help and reciprocity. The Huyula culture for the Gorontalo people can be seen in various perspectives, among which is known as Ambu, which is an activity of mutual help for the mutual benefit, Hileya is a spontaneous helping activity, 3) Ti'ayo is a helping activity to do one's work. Huyula culture is related to the willingness to work on someone's work, it can also be the parents of students who become teachers, or educators replace the position of teachers who are unable to attend, or share experiences in school.

Cultural huyula needs to be developed and applied in the financing of education so that the concept of understanding in the community is more focused that education is a shared responsibility not the burden of the central government or government alone. Community financing of education are explored, including community bodies engaged in fund-raising, generating resources, school fees, and cultural values and community financing of education in Burma (Bray, M., & Lillis, K., 1988).

It must be accompanied by solidarity, awareness, the spirit of helping, respecting and caring for the characteristics of the people of Gorontalo. Indeed, since the issue of free education, education for the people (PRODIRA) has been recognized, there has been a tremendous decline in community participation in education funding. Indeed free education does not make people who have more economics participate. There needs to be an awardness to give and donate costs for the education process far more than they receive, even though in many other places there are still many who need a helping hand of the PRODIRA policy. Included in raising levels and levels of community education certainly requires the support of large costs from the community and parents of students.

Increasing the participation of the community and parents of students in line with the Minister of Education and Culture Regulation (Permendikbud) Number 75 of 2016 concerning School Committees that regulate the fundraising limits that the School Committee may do. In some societies these costs are greater than the costs to governments (Bray, M., 1996). The fundraising is intended to support the improvement of the quality of education services in schools with the principle of mutual cooperation. We can learn with the success of adequate funding from the community and parents of students, which is managed by the Surakarta Ta'mirul Islam Elementary School, Al-Azhar, Al-Izhar, Al-Ishlah in all of Indonesia including those in Gorontalo, Bina Nusantara (BINUS) Jakarta and others can be superior to schools that receive BOS and PRODIRA. This is in line with Aulich's research report (2010) entitled "Governance Through Community Partnerships: A Model for Public Funding of Private Schools in Australia, concluding that the high level of community and parents' support for education funding can go beyond the initial goal of providing government subsidies and grants for public and private schools, and forms of public-private partnerships become one of the more appropriate forms of management supported by school accountability in relation to the financing that is given to the public. Support can be in various forms.

If we pay attention to schools that are funded by the community with adequate tariffs, it is even more developed and advanced and has high competitiveness of graduates. Another way to increase the participation of the community and parents of students, according to Supoyo (2015: 7-9) exemplifies SD Ta'miril Islam Surakarta where the participation of parents and surrounding communities is very high due to the accountability of school financial management. School accountability through transparency can encourage parents' participation in education funding.

The values of openness in financial management are also in line with Radu's view (2011) cited from his research entitled "Parental involvement in schools: A study of resources, mobilization, and inherent inequality" concluded: 1) there are two factors that clearly influence participation and involvement of the community and parents of students in school education. These factors are the feeling of being able to be from the community and parents of students and the efforts to raise the funds made by the school; 2) Mobilization carried out by the school can increase the involvement of the community and parents of students in financing education education which has an impact on increasing equity and the quality of education in higher education.

4. CONCLUSION

The amount of education costs provided by the central government through the School Operational Assistance (BOS) and the Gorontalo Provincial Government through the People's Education Program (PRODIRA) provides benefits to education equity to the levels of high school, vocational and MA education to remote areas, but on the other hand creates a new phenomenon in the form of a decrease in the participation of the community and parents of students in financing education. Ideally education is the responsibility of the government, the community and parents of students. To boost the participation of the community and parents of the students, the Gorontalo local culture approach, namely huyula culture, mutual assistance, mutual assistance and transparency in financial management. The support of education costs from the community and parents will accelerate the superior vision and program of the Gorontalo provincial government, namely quality education will be more quickly realized.

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Biographies:

Arwildayanto is a Senior Lecturer of Educational Management at the School of Education, Universitas Negeri Gorontalo, Indonesia. He is also a graduate (Doctor in Educational Management) from Universitas Negeri Jakarta. He is actively involved in Educational Management Research Program.

Popi Puadah is a Senior Lecturer at the School of Postgraduate Program, Universitas Islam Jakarta, Indonesia. Since 2006 upto 2013, She was actively working as Consultant for School Operational Assistance Program (BOS) at Directorate General of Islamic Education, Ministry of Religion of Indonesia. She is also a graduate (Doctor in Educational Management) from Universitas Negeri Jakarta.

Hendri is a Lecturer at the School of Engineering, Secretary at Electrical Engineering Study Program of Universitas Mercu Buana, Jakarta, Indonesia. He is a graduate (Master in Telecommunication Management) at School of Engineering of Universitas Indonesia. He is actively involved in Industrial Management Research.