

## Evaluation of the Islamic Boarding School Empowerment Program in East Java Province

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**ABSTRACT:** *The purpose of this study is to evaluate the efforts of the East Java Provincial Government in empowering Islamic Boarding Schools, with a specific focus on their roles as educational and religious institutions, by Law No. 18 of 2019 on Islamic Boarding School. This study adopts a qualitative research approach guided by Peter H. Rossi's Program Evaluation Theory. Data collection methods encompass in-depth interviews with key stakeholders, including government officials, Islamic Boarding School leaders, educators, and community members. Additionally, policy document analysis and direct observations within Islamic Boarding School institutions. The collected data is transcribed and thematically analyzed, guided by Program Evaluation Theory by content analysis. The findings reveal significant advancements in the empowerment of Islamic boarding schools by the East Java Provincial Government. These improvements encompass increased accessibility, elevated educational quality, and economic empowerment within the Islamic Boarding School system. Notable measures contributing to these enhancements include teacher training, the development of inclusive curricula, and improved financial support. Law No. 18 of 2019 serves as a robust legal framework underpinning the empowerment of Islamic Boarding Schools. Nevertheless, challenges persist, including resource limitations, restricted stakeholder cooperation, and the imperative for more effective monitoring and evaluation mechanisms. This research contributes valuable insights into evaluating Islamic Boarding School empowerment programs within the context of Law No. 18 of 2019. It employs the Program Evaluation Theory as a robust framework for assessment. The findings emphasize the value of policy support and collaboration to sustain and improve Islamic Boarding School empowerment in East Java.*

Tujuan penelitian ini adalah untuk mengevaluasi upaya Pemerintah Provinsi Jawa Timur dalam pemberdayaan Pondok Pesantren, dengan fokus khusus pada perannya sebagai lembaga pendidikan dan keagamaan, sesuai dengan Undang-Undang Nomor 18 Tahun 2019 tentang Pesantren. Penelitian ini menggunakan pendekatan penelitian kualitatif yang berpedoman pada Teori Evaluasi Program Peter H. Rossi. Metode pengumpulan data meliputi wawancara mendalam dengan pemangku kepentingan utama, termasuk pejabat pemerintah, pimpinan Pondok Pesantren, pendidik, dan anggota masyarakat. Selain itu, analisis dokumen kebijakan dan observasi langsung

di lingkungan lembaga Pondok Pesantren. Data yang terkumpul ditranskrip dan dianalisis secara tematis, berpedoman pada Teori Evaluasi Program, dengan analisis isi. Temuan tersebut mengungkap adanya kemajuan signifikan dalam pemberdayaan pesantren yang dilakukan Pemerintah Provinsi Jawa Timur. Peningkatan tersebut mencakup peningkatan aksesibilitas, peningkatan kualitas pendidikan, dan pemberdayaan ekonomi dalam sistem Pondok Pesantren. Langkah-langkah penting yang berkontribusi terhadap peningkatan ini termasuk pelatihan guru, pengembangan kurikulum inklusif, dan peningkatan dukungan keuangan. Undang-Undang Nomor 18 Tahun 2019 berfungsi sebagai kerangka hukum yang kuat yang mendasari pemberdayaan Pondok Pesantren. Namun demikian, tantangan masih tetap ada, termasuk keterbatasan sumber daya, terbatasnya kerja sama pemangku kepentingan, dan pentingnya mekanisme pemantauan dan evaluasi yang lebih efektif. Penelitian ini memberikan wawasan berharga dalam mengevaluasi program pemberdayaan Pondok Pesantren dalam konteks UU No. 18 Tahun 2019. Penelitian ini menggunakan Teori Evaluasi Program sebagai kerangka penilaian yang kuat. Temuan ini menekankan pentingnya dukungan kebijakan dan kolaborasi untuk mempertahankan dan meningkatkan pemberdayaan Pondok Pesantren di Jawa Timur.

**Keywords:** *Program Evaluation, Islamic Boarding School Empowerment, Islamic Boarding School Law.*

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## I. INTRODUCTION

The role of Islamic Boarding School education is paramount in shaping character, enhancing faith, and reinforcing religious values in Indonesia (Idrus et al., 2022; Wajdi et al., 2022). These educational and religious institutions have traditionally held significant importance in East Java, contributing profoundly to societal development (Jariyah et al., 2020; Muhlas & Husnan, 2021; Najah, 2022; Ryandono, 2018). However, the evolution of educational needs in contemporary society presents Islamic Boarding Schools with complex challenges, demanding the alignment of their educational offerings with the demands of the modern era (In'ami et al., 2020; Jamaluddin, 2012; Kholili, 2021; Rahman & Hanun Asrohah, 2022; Yusuf, 2019). One solution implemented is Law No. 18 of 2019 on Islamic Boarding School, also known as the Islamic Boarding School Law. This law provides a clear legal framework for empowering Islamic Boarding Schools through various programs (Husna et al., 2021; Setyawan, 2019; Usman & Widyanto, 2021). Nevertheless, further analysis is needed to understand the strengths and weaknesses of this policy in supporting Islamic Boarding School empowerment in East Java.

Several related studies have been conducted, including the research by Usman & Widyanto (2021). This research yielded essential findings. *Firstly*, Law No. 18 of 2019 on Islamic Boarding School has established a robust legal foundation for Islamic Boarding School empowerment in Indonesia, recognizing their vital role in education and religion while safeguarding their rights. *Secondly*, the study indicated that implementing the law still needs to improve, including a lack of understanding and

coordination between the government and Islamic Boarding Schools, potentially affecting policy effectiveness. *Thirdly*, the research provides insights into critical issues that need to be addressed in Islamic Boarding School education policy in Indonesia, emphasizing the importance of strengthening collaboration among the government, Islamic Boarding School, and other stakeholders to enhance the quality of Islamic Boarding School education, teacher training, and infrastructure development. These issues underscore the imperative of forging robust collaborations among the government, Islamic Boarding Schools, and stakeholders to bolster the quality of Islamic Boarding School education, teacher training, and infrastructure development (Faristina et al., 2023; Mukhlis, 2021; Mukhlis & Makhya, 2021; Muslim, 2022; Yumitro & Estu Kurniawati, 2020).

Nuraeni's research (2021), aimed to analyze the existence of Islamic Boarding School and policies related to Law No. 18 of 2019 on Islamic Boarding School. The study revealed crucial findings. *Firstly*, it reaffirmed that Islamic Boarding School have a strong presence in Indonesian society as institutions of education and religion with a strategic role in character formation and religious understanding. *Secondly*, it analyzed various policies related to the law, covering aspects such as recognizing Islamic Boarding School as educational institutions, providing support and assistance to Islamic Boarding School, and regulating Islamic Boarding School management. *Thirdly*, the research identified challenges in implementing the policy, including a lack of understanding and coordination between the government and Islamic Boarding School, resource limitations, and the need for modernizing Islamic Boarding School management to adapt to contemporary developments. The research also highlights the hurdles encountered in policy implementation, encompassing issues of government-Islamic Boarding School coordination, resource constraints, and the imperative need for modernization to bring Islamic Boarding School management in line with contemporary developments (Anah, 2021, 2022; Awwaliyah, 2019; Bashori, 2017; Budiwiranto, 2019; Hasan, 2015; Jazil et al., 2021; Shofiyyah et al., 2019).

These studies offer a deeper understanding of Islamic Boarding School existence and policy analysis related to Law No. 18 of 2019 on Islamic Boarding School. They provide valuable input for the government and relevant stakeholders to improve Islamic Boarding School empowerment programs and enhance collaboration with Islamic Boarding School to elevate the quality of Islamic education. These findings serve as a foundation for refining government policies to promote Islamic Boarding School empowerment and improve the quality of Islamic education in Indonesia. While prior research has addressed Islamic Boarding School empowerment issues, there is still room for further exploration. Previous studies have predominantly focused on theoretical or legal aspects of Islamic Boarding School, and research explicitly evaluating the programs initiated by the East Java Provincial Government to empower Islamic Boarding School in line with the Islamic Boarding School Law remains limited.

With this background, this research aims to evaluate the East Java Provincial Government's programs aimed at empowering Islamic Boarding School in line with the provisions of Law No. 18 of 2019 on Islamic Boarding School. The study will identify the strengths and weaknesses of existing programs and propose better solutions to enhance Islamic Boarding School empowerment in East Java. By addressing this research gap, this study is expected to provide a fresh contribution to the understanding and development of Islamic Boarding School empowerment

programs in East Java. Furthermore, the research outcomes can offer practical guidance to the East Java Provincial Government and relevant stakeholders in formulating more effective and sustainable programs to support Islamic Boarding School empowerment. This article will delve deeply into the evaluation of the East Java Provincial Government's programs and explore potential solutions to enhance Islamic Boarding School empowerment in East Java. In addition, the research's outcomes hold the promise of offering practical guidance to the East Java Provincial Government and other pertinent stakeholders in the formulation of more effective, sustainable, and evidence-based programs to bolster Islamic Boarding School empowerment (Priyanto & Fathoni, 2019; Putri et al., 2021; Samsu et al., 2021; Widayanti, 2020; Widayanti & Muawanah, 2021). In the following sections, this article will delve deeply into the comprehensive evaluation of the East Java Provincial Government's initiatives and explore innovative solutions to augment Islamic Boarding School empowerment in East Java.

## II. METHOD

In this study, a qualitative research approach is employed to provide an in-depth understanding of the program evaluation of Islamic Boarding School empowerment in East Java Province, by the provisions of Law No. 18 of 2019 on Islamic Boarding School. The research design used is a case study, allowing for a comprehensive exploration of the Islamic Boarding School empowerment program evaluation in the region. The research subjects encompass the East Java Provincial Government, Islamic Boarding School institutions, and various stakeholders, chosen based on relevant criteria. Our data collection techniques encompass a multi-faceted approach, incorporating interviews, observations, and document studies. These methods collectively offer a robust foundation for gathering comprehensive insights into the nuances of policy implementation. This document analysis provided a critical historical and contextual perspective on policy formulation and implementation. Data analysis follows a qualitative approach, including coding, categorization, and pattern identification, with results narratively presented to describe the program evaluation of Islamic Boarding School empowerment under Law No. 18 of 2019.

## III. RESULT AND DISCUSSION

### **The concept of Islamic boarding school empowerment refers to Law No. 18 of 2019 concerning Islamic Boarding Schools**

Empowering Islamic Boarding School is a concept that has garnered attention in several previous studies. These studies have explored the idea of Islamic Boarding School empowerment and the efforts made to enhance the role of Islamic Boarding School as competitive educational and religious institutions. Here are some relevant previous studies on the concept of Islamic Boarding School empowerment;

A study by Fathoni & Rohim (2019) indicated that Islamic Boarding School have significant potential to contribute to the economic empowerment of the Indonesian Muslim community. Islamic Boarding School serve as religious education institutions and as centers for community economic activities. Through programs such as micro and small business development, entrepreneurship training, and utilising local resources, Islamic Boarding School can significantly contribute to boosting the

community's economy. This research underscores the importance of collaboration between Islamic Boarding School, the Provincial Government, and other economic stakeholders to create a conducive environment for economic empowerment. In this regard, the role of the Provincial Government in providing policy support and adequate facilities is crucial.

A study by Alfi (2020) revealed that Islamic Boarding School can implement various strategies for community empowerment in the era of Industry 4.0. These strategies include the use of information and communication technology, digital skill development, entrepreneurship training, and strengthening cooperation with various relevant parties.

Research by Putra (2021) emphasized that Islamic Boarding School play a significant role in community empowerment in Indonesia. Islamic Boarding School are not only centers of religious education but also social and economic institutions that can make a tangible contribution to improving the welfare of the surrounding community. The findings of this research showed that through Islamic Boarding School empowerment, the surrounding community can benefit significantly. Islamic Boarding School can provide skills training, develop micro and small businesses, and empower women and youth in various fields.

Through these previous studies, efforts to promote Islamic Boarding School empowerment are evident. However, a research gap still needs to be filled, especially in the context of implementing the Islamic Boarding School Law. Therefore, this research will complement previous studies by analyzing the policies of the East Java Provincial Government in supporting Islamic Boarding School empowerment by the provisions of the Islamic Boarding School Law. It will also identify the contributions and challenges in realizing the Islamic Boarding School empowerment concept in East Java.

In this regard, Law No. 18 of 2019 on Islamic Boarding School is a significant regulation governing Islamic Boarding School education in Indonesia (Mustofa, 2020). Here are some key points related to Law No. 18 of 2019 on Islamic Boarding School (Wajdi et al., 2023):

*First*, recognition and protection. This law officially recognizes Islamic Boarding School as educational institutions with a crucial role in education and religious development. This law also protects Islamic Boarding School in conducting their academic and religious activities. *Second*, empowerment of Islamic Boarding School. Law No. 18 of 2019 on Islamic Boarding School aims to enhance the charge of Islamic Boarding School. This includes strengthening Islamic Boarding School management, developing relevant curricula, improving the quality of education and educators, and providing financial support and facilities for Islamic Boarding School.

*Third*, administrative regulation and management of Islamic Boarding School. This law also regulates various aspects of Islamic Boarding School administration and management. This includes requirements for establishing Islamic Boarding School, Islamic Boarding School registration, and the control of finances, assets, and resources of Islamic Boarding School. *Fourth*, collaboration between the government and Islamic Boarding School. Law No. 18 of 2019 on Islamic Boarding School encourages partnership between the government and Islamic Boarding School to improve the quality of Islamic Boarding School education. This collaboration includes technical

assistance, financial support, and other programs to strengthen Islamic Boarding School empowerment.

In the context of this research, with the existence of Law No. 18 of 2019 on Islamic Boarding School, Islamic Boarding School in East Java can be optimally empowered and receive adequate support from the Provincial Government. This law is the foundation for the Provincial Government to formulate policies that support Islamic Boarding School empowerment, enhance the quality of Islamic Boarding School education, and provide broader access for the community to utilize Islamic Boarding School education services.

### **The success of the Government Program in Empowering Islamic Boarding Schools**

In this study, several indications of the success of the Provincial Government's programs in promoting Islamic Boarding School empowerment by Law No. 18 of 2019 on Islamic Boarding School in East Java were identified. The following are some findings related to this success:

#### **1. Improved Access and Participation**

The Islamic Boarding School empowerment programs have positively impacted the community's access and participation in obtaining Islamic Boarding School education. Through various programs such as scholarships (*Beasiswa Madin*), infrastructure development, and financial support, the Provincial Government has successfully improved the accessibility of Islamic Boarding School education for the community, especially in rural areas. During the current pandemic, the government has allocated a financial assistance fund of IDR 2.7 trillion for 21,000 Islamic Boarding School institutions.



*Figure 1. The Islamic Boarding School received a grant from the government*

#### **2. Enhanced Education Quality**

The programs implemented by the Provincial Government have also succeeded in enhancing the quality of Islamic Boarding School education. With support for

developing relevant curricula and improving educator competencies, Islamic Boarding School can provide high-quality education that meets contemporary demands. This improvement in quality is also reflected in program evaluation results, which show increased academic achievement and skills among Islamic Boarding School students.

### 3. Islamic Boarding School Economic Empowerment

The Provincial Government's programs have facilitated the economic empowerment of Islamic Boarding School. Through initiatives like micro and small business development, entrepreneurship training, and the utilization of information technology, Islamic Boarding School have been able to harness their economic potential. Islamic Boarding School have become centres of economic activity that empower the surrounding communities through locally-based economic development programs like the program of OPOP (One Islamic Boarding School One Product).

**Table 1. The number of *koppontren* recipients of OPOP grants based on Business Typology and their geographical distribution**

District of/City of	Amount	District of/City of	Amount
District of Bangkalan	7	District of Pasuruan	12
District of Banyuwangi	7	District of Ponorogo	3
District of Blitar	5	District of Probolinggo	7
District of Bojonegoro	4	District of Sampang	6
District of Bondowoso	5	District of Sidoarjo	4
District of Gresik	10	District of Situbondo	4
District of Jember	16	District of Sumenep	7
District of Jombang	6	District of Trenggalek	3
District of Kediri	1	District of Tuban	2
District of Lamongan	7	District of Tulungagung	4
District of Lumajang	6	City of Batu	
District of Madiun	2	City of Blitar	
District of Magetan	3	City of Kediri	1
District of Malang	9	City of Madiun	
District of Mojokerto	7	City of Malang	
District of Nganjuk	2	City of Mojokerto	
District of Ngawi	14	City of Pasuruan	
District of Pacitan	1	City of Probolinggo	
District of Pamekasan	7	City of Surabaya	1

While there have been successes in the Islamic Boarding School empowerment programs, this research also identifies several challenges. These challenges include the limited coordination between the Provincial Government and Islamic Boarding School, the need for high-quality human resources in Islamic Boarding School, and the maintenance and development of adequate facilities and infrastructure.

Discussions regarding the success of the Provincial Government's programs in promoting Islamic Boarding School empowerment need to be conducted openly and involve all relevant stakeholders. Ongoing monitoring and evaluation of the programs are also crucial to ensure the future sustainability of Islamic Boarding School empowerment.

In conclusion, the evaluation of Islamic Boarding School empowerment programs in East Java Province by Law No. 18 of 2019 on Islamic Boarding School has yielded positive results in improving access, quality, and economic empowerment of Islamic Boarding School. However, the persist challenges need to be addressed by optimising

collaboration between the Provincial Government, Islamic Boarding School, and other stakeholders.

Enhancing the optimization of Islamic Boarding School empowerment, particularly concerning technology and physical infrastructure:

- a. **Technological Support:** The private sector can contribute by providing technical support, including hardware and software for Islamic Boarding School. This may involve providing computers, tablets, or mobile devices that allow Islamic Boarding School to access digital educational resources. Furthermore, technology companies can develop or support specialized educational applications aligned with the Islamic Boarding School curriculum.
- b. **Internet Access:** The most critical technological resource is Internet access. The private sector, including internet service providers, can assist Islamic Boarding School by providing fast and reliable internet access. This will enable Islamic Boarding School to access online educational resources, conduct online courses, and keep up with the latest technological advancements.
- c. **Technology Training:** Technology companies can also train Islamic Boarding School educators in using technology. This encompasses training in using hardware, software, and educational applications. Such activity will help Islamic Boarding School educators effectively utilize technology in the teaching and learning processes.
- d. **Investment in Physical Infrastructure:** The private sector can invest in developing and maintaining Islamic Boarding School's physical infrastructure. This includes constructing or renovating buildings, laboratories, libraries, and sports facilities. Such investments will create a better and more comfortable learning environment for Islamic Boarding Schools.
- e. **Partnership Programs:** The private sector can establish long-term partnerships with Islamic Boarding School to support technology and infrastructure development. These programs may include financial support, human resource enhancement, and joint projects aimed at Islamic Boarding School empowerment.

With active support from the private sector in technology and physical infrastructure, Islamic Boarding School can optimize their potential to provide quality education and economic empowerment to the local community. This will significantly impact efforts to enhance Islamic Boarding School empowerment in line with the UU No 18 Tahun 2019 about Islamic Boarding School Law.

This research identifies several challenges and barriers in evaluating Islamic Boarding School empowerment programs in East Java Province by the Islamic Boarding School Law. These challenges can impact the success and effectiveness of the programs. Here are some of the challenges faced:

- a. **Coordination and Synergy Challenges:** The primary challenge is coordination among the Provincial Government, Islamic Boarding School, and other stakeholders. In Islamic Boarding School empowerment, synergy among all parties is crucial for successfully implementing programs. Lack of coordination

- can hinder policy implementation and lead to discrepancies between Provincial Government programs and the needs and realities on the ground.
- b. **Human Resources Challenges:** Evaluating Islamic Boarding School empowerment programs requires high-quality human resources in Islamic Boarding School. This challenge includes a need for more educators with adequate competence in teaching and educating students. Efforts are needed to enhance the qualifications of Islamic Boarding School educators through training and professional development.
  - c. **Infrastructure Challenges:** Islamic Boarding School require adequate infrastructure to support educational and empowerment activities. Challenges in this regard include maintaining and developing facilities and infrastructure that align with Islamic Boarding School's needs. There needs to be more funding and adequate facilities to improve the quality of education and empowerment in Islamic Boarding School.
  - d. **Regulatory and Bureaucratic Challenges:** Islamic Boarding School empowerment programs face regulatory and bureaucratic challenges. Complex and time-consuming administrative rules and procedures can hinder the efficiency and effectiveness of implementing Islamic Boarding School empowerment programs. Efforts are needed to improve regulations and streamline bureaucratic processes to make them more responsive and supportive of Islamic Boarding School empowerment.

Previous research, such as the study conducted by Nuraeni (2021), which analyzed the existence of Islamic Boarding Schools and policy analysis of Law No. 18 of 2019 on Islamic Boarding Schools, also identified similar challenges in implementing Islamic Boarding School empowerment programs. These findings illustrate the continuity of challenges faced in the context of Islamic Boarding School empowerment in Indonesia, including in East Java.

In the context of this research, previous studies can serve as references and provide a deeper understanding of the challenges and barriers encountered in implementing Islamic Boarding School empowerment programs. This can serve as a basis for formulating better policy recommendations to address these challenges and strengthen the implementation of Islamic Boarding School empowerment policies in East Java.

### **Implementation of Program Evaluation Theory**

In the results and discussion section, the program evaluation theory by Peter H. Rossi can significantly contribute to understanding and interpreting the research findings regarding the effectiveness of the Provincial Government's programs in promoting the empowerment of Islamic Boarding School by the Islamic Boarding School Law. Here are the outcomes of the discussion concerning the program evaluation theory.

*First*, comprehensive understanding. The program evaluation theory emphasizes the importance of thoroughly understanding the program being evaluated. In the results and discussion, this research provides an in-depth knowledge of implementing Islamic Boarding School empowerment programs and their effectiveness in achieving established objectives. The data collected, and the analysis offers a complete picture of

the success of the Provincial Government's agenda in promoting Islamic Boarding School empowerment.

*Second*, identification of success indicators. The program evaluation theory highlights the significance of identifying success indicators for a program. In the results and discussion, this research reveals success indicators for Islamic Boarding School empowerment programs, such as increased access and participation of the community, improved quality of Islamic Boarding School education, and Islamic Boarding School economic empowerment. These findings align with Rossi's theoretical framework, emphasizing the importance of establishing relevant and measurable success indicators.

*Third*, stakeholder participation. The program evaluation theory also acknowledges the importance of stakeholder participation in the program evaluation process. In this research, the results and discussion illustrate the importance of synergy and cooperation among the Provincial Government, Islamic Boarding School, and other stakeholders in achieving Islamic Boarding School empowerment objectives. The implications of the findings also emphasize the need for coordination and active participation from all relevant parties. This aligns with the principle of involvement highlighted by program evaluation theory (Deane & Harré, 2014; Reid, 2020).

*Fourth*, development of recommendations. The program evaluation theory underscores the importance of developing recommendations based on evaluation findings. In the results and discussion, this research provides policy recommendations that can assist the Provincial Government in addressing challenges and restructuring Islamic Boarding School empowerment programs in East Java. These recommendations are based on evaluation findings conducted by Rossi's program evaluation approach.

By utilizing program evaluation theory, this research can analyse and interpret findings in a more structured and systematic manner. This theory provides a comprehensive framework for evaluating Islamic Boarding School empowerment programs and correlating them with the intended objectives.

#### **IV. CONCLUSION**

This research has yielded significant insights into the Islamic Boarding School Empowerment Program in East Java, shedding light on its successes and the hurdles it faces. It is evident that the program has effectively enhanced access, improved educational quality, and economically empowered Islamic Boarding Schools. Key initiatives such as scholarships, curriculum development, and micro-enterprise support have played pivotal roles in achieving these objectives. However, it is equally clear that the program's implementation has been challenging. These challenges encompass limited coordination among program stakeholders, a shortage of qualified human resources within Islamic Boarding School, insufficient infrastructure and facilities to support educational and empowerment activities, and intricate regulations and bureaucratic obstacles that have hindered the program's efficiency. In moving forward, these findings underscore the importance of addressing these challenges while building upon the achieved successes. It is essential to enhance stakeholder collaboration, invest in human resources development within Islamic Boarding School, improve infrastructure, and simplify regulatory processes to ensure the continued growth and impact of the Islamic Boarding School Empowerment Program

in East Java. While this research has illuminated the path forward, it is only the beginning of an ongoing journey towards strengthening the program and, by extension, the educational and religious institutions it seeks to empower. As future initiatives are undertaken, they should be informed by a nuanced understanding of the program's dynamics and the complex landscape of Islamic Boarding School in East Java.

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