

ANALYSIS OF THE MINISTRY OF RELIGION'S FORMULATION AND POLICY REGARDING THE INDEPENDENCE OF ISLAMIC BOARDING SCHOOLS

Fuad Imdadur Rohman¹⁾, Alfian Aliaddin²⁾, Muhammad Miftah³⁾

^{1,2,3}Postgraduate Islamic Religious Education, Kudus State Islamic Institute, Central Java, Indonesia

Email correspondence: imdadfuad598@gmail.com

Article History:

Received: 2023-12-13, Accepted: 2024-08-05, Published: 2024-08-16

Abstract

Policies are intended to be solutions and answers to various problems experienced by society. Analysis of policy formulation is intended to be able to find out about the formulation process and various other stages in the preparation of a policy as well as who the actors are who took part in the formulation of the policy. The Islamic boarding school independence policy initiated by the Ministry of Religion has a good idea as an effort to increase human resources that are independent from an economic perspective who can then continue the role of da'wah and community development among Islamic boarding schools and the wider community. The problem faced is the uneven implementation of Islamic boarding school independence policies throughout Indonesia. Lack of knowledge regarding the ideas and policies themselves is also another problem faced, therefore researchers aim to conduct studies to analyze the formulation and process of developing Islamic boarding school independence policies. The method used in this research is a literature study based on the theory of policy formulation initiated by Dunn. The results of this research show that the formulation and process of formulating policies is in accordance with Dunn's theory. Apart from that, it was also found that the results need to be further improved regarding the distribution of Islamic boarding school independence policies because this policy has quite an important urgency in improving human resources in Islamic boarding schools and is one of 7 programs. work that is a priority for the Ministry of Religion.

Keywords: Policy formulation, ministry of religion, Islamic boarding school independence.

INTRODUCTION

In social life, policy is an important element used to regulate social order. Policies are not only related to social elements, but can be prepared comprehensively and universally across various aspects of life, such as politics, economics, religious affairs and education. With the urgency of policy, a study of the policy itself emerged, as is the case in public policy studies. Public policy studies are definitively a study that discusses: the content of policies, subjects that have an influence on policy formulation, impacts that arise in the world of politics and evaluation of the impacts that arise after the implementation of a policy on society, both bad and good impacts.(Dye, 1981). With this idea, it can be seen that it is important to have a study of policies implemented by the public so that they do not only agree with all the forms of policies that have been prepared and passed, but can become a basis for analyzing and criticizing these policies.

The formulation of policies (which in this discussion are prepared by the government) has been designed in such a way as to be a solution to the problems that occur, but it is not uncommon for these policies to still reap opposition from the public. One example of a policy that is still hotly debated is the policy regarding the independent learning curriculum, where

one of the problems is the public's assumption that every time there is a change in the minister of education there will be a change in the curriculum in the education system in Indonesia.(Pritama, 2023). The issue of the independent learning curriculum policy has received a lot of responses, apart from negative responses, there have also been positive responses from the community, especially teaching staff, who consider the curriculum necessary to keep up with current developments.

Policy products that are question marks and have pros and cons are not only policies originating from the educational aspect (which in this case are determined by the Ministry of Education and Culture), but also include policies prepared in other government departments such as the Ministry of Religion. The policies prepared by the Ministry of Religion (Kemenag) have not escaped criticism from the public, such as the policy to increase Hajj funds which recently became a hot topic of discussion.(Nugroho, 2023). Apart from the increase in Hajj funds, the Ministry of Religion also established 7 policies(Purwanto, 2023)which is a priority for the Ministry of Religion to be realized immediately.

The Ministry of Religion has determined 7 policies which are priorities in its work program because they have a very important urgency in various matters, not only state affairs but more specifically social, educational, religious and educational affairs. In this research, the main object that will be discussed in the future is related to one of the Ministry of Religion's 7 priority policies, namely Islamic boarding school independence. The aspect discussed in this policy is regarding the formulation and preparation of Islamic boarding school independence policies and their implementation in various existing Islamic boarding schools.

One of the policies of Islamic boarding school independence is related to government assistance provided to various existing Islamic boarding schools. Government assistance in the world of Islamic boarding schools is a topic of study that is no longer foreign to those who have experienced life in Islamic boarding schools. Islamic boarding school caregivers have different views regarding government assistance, some agree with open arms, there are also those who do not agree with this because they think that the government's affairs with Islamic boarding schools are different and should not be mixed up.(Mustofa, 2019).

Disagreements regarding government assistance to Islamic boarding schools are a common thing, but what needs to be highlighted is not only related to differences of opinion between Islamic boarding schools, but things that are quite important to highlight, one of which is the formulation and how the policy can be formed so that the benefits and drawbacks can be clearly known. as well as the impact of these policies, which are also the main objectives in preparing this research.

There is a theory that discusses the process of formulating a policy, this theory was put forward by Dunn(Dunn, 2000)who said that a policy can be ratified after going through several processes including: the process of preparing agendas for discussion meetings, policy formulation, policy adoption, policy implementation and evaluation after implementation or implementation of the policies that have been determined. Of these various processes, it can be said to be quite a long process, causing the percentage of success to increase, but a policy can be prepared well, not only in relation to the process but also regarding who plays a role in preparing the policy.

Discussions regarding policy analysis by the government have been widely researched in various different themes and topics, as well as research that has the same theme as this research, including(Shariah, 2019),(Mustofa, 2019)And(Sudartono et al., 2021), which both raise the theme of formulating a policy that has been determined by the government. A striking difference can be seen in the object of study prepared, where in this research the focus is more on the formulation of the Ministry of Religion's policy regarding the independence of Islamic boarding schools as well as examining related subjects that took part in the preparation of the policy.

The previous research found was not only focused on discussing policy formulation, researchers found other sources of reference related to the analysis of a policy that had been approved by the government which then entered the implementation stage, including (Ilham & Zakariya, 2022), (Rofiki, M. Firdaus, M. Salik, 2023). There is also research that carries the theme of discussing Islamic boarding schools, namely (Miftahul Khairani, Hapzi Ali, 2021), (Silvana & Lubis, 2021), (Maksum et al., nd) and (Hafidh & Islam, 2018), the discussions in these various studies relate to laws relating to Islamic boarding schools as well as aspects of independence in Islamic boarding schools that relate to the economy. The point that differentiates this research lies in the focus of the study which is more focused on formulation in the preparation of policies regarding the independence of Islamic boarding schools. Apart from having differences regarding the focus of the study, similarities were also found with previous research, namely the discussion of the same themes related to Islamic boarding schools, including covering economic aspects in these Islamic boarding schools.

RESEARCH METHODS

Researchers used the library study method in this research. Literature study is a research method that is concerned with reviewing data originating from reference sources in the form of hard files (printed) or soft files. (Mestika, 2008). Library study is also related to processing data from many existing references into research results that can be consumed by readers because it is the finished product of research that has been carried out. The reason for choosing the library study method as the method in this research is because it is flexible and can be used. in collecting various reference sources from various types, including books, scientific works and information from circulating internet pages. The various available data are then used by researchers as a tool in analyzing study objects that will be researched in the future.

In the library study research method, there are several stages that need to be carried out, including searching for data and reference sources, reviewing and understanding the various data obtained, making important notes if necessary data is found and providing conclusions. The data sources used in this research include primary and secondary data sources. The primary sources used are related to previous research in the form of journals and information from the Ministry of Religion's website relating to Islamic boarding school independence policies, while secondary sources which are additional sources of data apart from the main sources include information contained in the media, news, websites and other information.

Data analysis used in this research uses the analysis model proposed by Miles and Hubberman (Miles & Huberman, 2014) namely: Data collection, data reduction, data display and conclusion data. Researchers use the Miles and Hubberman data analysis model because this model contains appropriate data analysis steps or processes, which, if combined with library research methods as a research method, will form a synergy that is suitable for its formulation in this research.

RESULTS AND DISCUSSION

The explanation of the background, problems faced and the objectives of this research, leads to a discussion design which will include 2 main sub-discussions, namely analysis of the policy formulation of the Ministry of Religion regarding Islamic boarding school independence and implementation of the Islamic boarding school independence policy in Islamic boarding schools in Indonesia. The two main sub-discussions are then further detailed into several other discussions as additional complementary information.

Islamic Boarding School Independence Policy Formulation

Policy formulation is defined as a form of effort carried out by the government as an answer to problems that arise in society to find solutions to these problems (Dye, 1981). Policy formulation has the nature of being able to intervene or force the public to implement a policy that has been determined by the government. This coercive nature can then be used by the government to create a policy because of a certain interest (Kadji, 2015). Apart from having a negative impact in the form of policy results that are prepared haphazardly, the nature of interference in policy formulation also has a positive impact so that policies that have been prepared in such a way with all their brilliant ideas can be implemented to the public in general well so that the main objectives of the policy can be realized.

The discussion regarding policy formulation does not only focus on its meaning and nature, but can extend to the use of policy formulation which can be used as a process in formulating and drafting a policy. As is the case with the policy formulation model initiated by Dunn (Dunn, 2000) who said that in a policy formulation process there are several processes that need to be gone through, including: planning a meeting agenda to discuss existing realities, policy formulation, policy adoption, policy implementation and evaluation of the implementation of policies that have been approved by the government.

The formulation process is intended to examine various problems that have been discussed or discussed at the agenda preparation stage or previous meeting. After collecting various problems regarding the reality that exists in society, a process is then held where the actors in charge of formulating policies play their role in finding the best solutions to the various existing problems. Solutions to solving existing problems are not only based on one opinion from the most powerful, in this stage there are various opinions that enter as solutions to problem solving. The various opinions proposed are then discussed in a forum to determine the most appropriate and best solution to become a policy.

If it is related to the policy launched by the Ministry of Religion of the Republic of Indonesia regarding the 7 main work programs which are priorities for the Ministry of Religion to be implemented by the public, the policy formulation is included in one of the processes in preparing the policy, becoming "PR" which was then confirmed by the chairman of the Ministry of Religion of the Republic of Indonesia, namely Yaqut Cholil Qoumas must be implemented immediately so that it can be used as a good legacy for the Indonesian nation in the future (Madyansyah, 2023). Apart from being a good legacy for religious communities, the various priority work programs promoted by the Ministry of Religion are intended to be a solution to various religious problems that plague Indonesia, such as the religious affairs office which still feels one-sided, privileging only Islam while the KUA is basically aimed at all religious groups.

The Ministry of Religion's priority work program covers several aspects of life, including social, religious, HR development (human resources) and education. Some of the Ministry of Religion's priority work programs include: strengthening the concept of religious moderation, changing digital transformation, changing the image of KUA, independence of Islamic boarding schools, cyber Islamic universities, religiosity index and creating a year of harmony (Purwanto, 2023). From these various priority work programs, researchers have made Islamic boarding school independence the focus and object of study which will be discussed further in the future.

Islamic Boarding School Independence Policy Formulation Process

In the discussion mentioned previously, the researcher used the theory presented by Dunn regarding the process of formulating a policy. In more detail, in this discussion, each process will be explained more broadly, including who the actors are who played a role in formulating the policy. Policy formulation using the model initiated by Dunn has similarities with the

policy formulation model that exists in Indonesia, especially in the ministry of religion. As has been reviewed in several reference sources and existing government regulations.

In the Ministry of Religion Regulation No. 72 of 2022 concerning the organization and work procedures of the Ministry of Religion of the Republic of Indonesia, it is explained that the position of the Ministry of Religion is under the president and has responsibility to the head of state.(Ministry of Religion, 2022). Article 2 clearly states the duties of the Ministry of Religion in the form of carrying out government affairs in the religious sector and assisting the president in implementing the government. With the explanation in the regulations of the Ministry of Religion regarding its duties, it can be understood that the scope of responsibility and focus of the Ministry of Religion will not be separated from various kinds of religious matters.

In reality, the policies prepared by the Ministry of Religion are not only related to matters of worship, because religion should not only be related to the vertical element of worship (rububiah) but also includes muamalah (deals with fellow humans). One concrete example of the Ministry of Religion's involvement in muamalah affairs is the formulation of the Islamic boarding school independence policy. With the formulation of the Islamic boarding school independence policy, it is hoped that human resource development can occur in the Islamic boarding school ecosystem which is related to economic improvement in the Islamic boarding school.(Ministry of Religion, 2023). The Ministry of Religion has explained in detail the ideas in the Islamic boarding school independence policy on its website, namely <https://kemandirian.Pesantren.kemenag.go.id/>.

The Islamic boarding school independence policy was not immediately created and prepared just like that, but went through various stages as stated in PMA No. 72 in article 3 states that in formulating Ministry of Religion policies must go through several stages including formulation, determination and implementation of the policy(Ministry of Religion, 2022). If described more broadly, the formulation process has the same model as Dunn's model(Dunn, 2000), including:

1. Agenda Preparation Process

In this process, the Ministry of Religion conducts research first regarding various problems currently being faced by society at large. After the research was conducted, an agenda was prepared to discuss the various existing problems to be discussed. Preparing the agenda in question is a process of preparing an agenda to discuss further the problems that arise and then find solutions.

2. Policy Formulation

The policy formulation process is a stage after holding discussion meetings regarding various existing problems. The stage of providing solutions as an answer to existing problems occurs at the policy formulation stage. In the policy formulation stage, various opinions will be found regarding the best solution to existing problems. The various solutions that emerge are then collected for the next policy formulation process.

3. Policy Adoption

The next stage of policy formulation is policy adoption, which is a stage where various existing solutions are collected and jointly decided regarding the best solution to be taken. The solution that is most relevant to being an answer to problems that exist in society is a solution that will then be adopted or chosen to be ratified as a policy product.

4. Policy Implementation

The final stage in the process of formulating a policy is the stage of implementing the policy to become public policy. The policy implementation process can be the longest process due to various factors. Equitable implementation of policies is an issue that has long been discussed in Indonesia, because covering all regions in Indonesia is not an easy process.

5. Policy Evaluation

The policy evaluation process is a form of analysis carried out after the implementation of the policy to the wider community. The results of policy evaluation can be used in many ways, one of which is as a reference in determining the credibility and quality of policy makers. If it is related to the ministry of religion, the results of the policy evaluation can be used to measure the success of the ministry of religion in managing all kinds of religious affairs which are its duties during that period of office.

In the process of formulating policies, the Ministry of Religion does not only rely on various definitions and power holders within the ministry. One element that has a significant role in the policy formulation process in the ministry of religion is the policy analyst. The Islamic boarding school independence policy is an example of a policy product prepared by the Ministry of Religion which involves various elements within the ministry, including policy analysts. Thus, it can be said that the actors in preparing the Islamic boarding school independence policy, apart from the structural management of the Ministry of Religion, policy analysts also took part in helping the Ministry of Religion to formulate the policy.

The duties of policy analysts, who are part of the ministry of religion, have been described in detail in the work manual for policy analysts at the ministry of religion. (Ministry of Religion, 2021). One of the main tasks of policy analysts is to coordinate and collaborate with ministries of religion in the policy formulation process. The existence of policy analysts is the latest breakthrough in the policy formulation process, because it minimizes the existence of incrementalist models in policy formulation. The incrementalist model in question is a model of policy formulation where the policy makers do not pay attention to the overall values and rules in formulating the policy so that the results of the policy being prepared do not match the reality of the existing problem and are not a solution to the problem.

Implementation of Islamic Boarding School Independence Policy

The Islamic boarding school independence policy has been ratified and is starting to be implemented by the Ministry of Religion for various Islamic boarding schools in Indonesia. The implementation of the Islamic boarding school independence policy is based on the vision and goals initiated by the Ministry of Religion. The vision and objectives of implementing Islamic boarding school independence include:

1. Vision

The realization of Islamic boarding schools that have strong economic resources so that they can continue their missionary and community empowerment functions more optimally.

2. Objective

Ensure the implementation of the Islamic Boarding School Independence Program by optimizing Islamic Boarding School resources and improving the welfare of Islamic Boarding Schools and the local community.

With this vision and goal, it is hoped that the Islamic boarding school independence policy will be the answer to problems related to the assumption that Islamic boarding school students lack the skills, both hard skills and soft skills, to be able to adapt in the onslaught of modern progress and technology.

The implementation of the Islamic boarding school independence policy is intended to be the result of collaboration between participating ministries/regional government institutions, based on the needs of the Islamic boarding school, taking into account (facilitating) aspects of the economic and geographical sectors, so that all Islamic boarding schools have equal (inclusive) access. Religious Organizations/Ormas/etc. are integrated, open to all Islamic

boarding schools that need them so that there is transparency, and are responsible for all processes and all results as operational principles.

Starting from the time the researcher retrieves the research data (03/12/2023) on the Islamic boarding school independence website (Ministry of Religion, 2023) which is overseen by the Ministry of Religion, there are 104 Islamic boarding schools that receive assistance related to Islamic boarding school independence, have a total of 314 products which are part of the business within the Islamic boarding school, 60 types of business, as well as 11 business entities (BUMpes). With this data, it can be concluded that the Islamic boarding school independence policy program has been implemented and accepted in various Islamic boarding schools in Indonesia and can continue to increase over time.



Figure 1.0 data on the number of Islamic boarding schools receiving assistance from the Islamic boarding school independence policy

On the other hand, even though it has been running quite well and has been accepted by hundreds of Islamic boarding schools in Indonesia, the Islamic boarding school independence policy will feel like it has not been successful enough when compared to the total of all Islamic boarding schools in Indonesia, which has reached a total of tens of thousands. Thus, the distribution of Islamic boarding school independence policies needs to be increased further so that it can be felt by thousands of other Islamic boarding schools in Indonesia. Apart from issues related to the uneven distribution of policies, there is another issue that is problematic in implementing the Islamic boarding school independence policy, namely the perception that Islamic boarding school caregivers do not agree if government affairs are mixed with Islamic boarding school affairs. (Mustofa, 2019). This difference in views is not something that has recently been discovered but has been around for a long time.

With the ideas put forward in the Islamic boarding school independence policy, it is hoped that views regarding the confusion of government affairs with Islamic boarding schools can be minimized, because in the Islamic boarding school independence policy there are various programs that are useful for increasing human resources for both students and Islamic boarding school ustadz which can then be used. as an ability that is capable of facing the

increasingly rapid development of the times, so that it requires an acceleration of the adaptation process for each individual.

CONCLUSION AND SUGGESTIONS

Analysis of the formulation of the Islamic boarding school independence policy is intended so that the process of formulating and formulating the independence policy can reveal the flow, legal basis and actors responsible for formulating the policy. With this study discussing the analysis of Islamic boarding school independence policy formulation, it is hoped that the public will know clearly how the policy was made and the various ideas contained in it.

The process stages used by researchers are using the policy formulation model initiated by Dunn, which states that a policy can be formulated after going through several processes including: the stage of preparing an agenda for discussion of various problems being faced by society, the policy formulation stage to be able to collect various existing solutions. as an answer to these problems, the policy adoption stage is used as a further stage to determine the best solution which is then approved and ratified, the policy implementation stage is the most important stage in policy formulation because it is the stage that determines the success of a policy, the policy evaluation stage is to be able to analyze implementation policies that have been implemented.

After being ratified, the Islamic boarding school independence policy was accepted by hundreds of Islamic boarding schools in Indonesia and then implemented in the Islamic boarding school ecosystem. The government needs to intensify the process of equitable implementation of policies because it considers that there are still tens of thousands of Islamic boarding schools that have not received assistance from the Ministry of Religion's policy.

REFERENCES

- Dunn, W. N. (2000). *Pengantar analisis kebijakan publik* (Ed. 2). Gadjah Mada University Press.
- Dye, T. R. (1981). *Understanding Public Policy*. Pearson. <https://books.google.co.id/books?id=oi-mygAACAAM>
- Hafidh, Z., & Islam, M. P. (2018). *Pesantren dan Kemandirian Perekonomian: Studi tentang Kewirausahaan di Pondok Pesantren Ar-Risalah Cijantung IV Ciamis*. 3(November).
- Ilham, M., & Zakariya, N. A. (2022). Analisis Kebijakan Kementerian Agama RI Terkait Impelementasi Program Kewirausahaan di Pesantren Indonesia. *Idarotuna*, 4(1), 27. <https://doi.org/10.24014/idarotuna.v4i1.16847>
- Kadji, Y. (2015). *FORMULASII DAN IIMPLEMENTASII KEBIIJAKAN PUBLIIK Kepemiimpiinan dan Periillaku Biirokrasii dallam Fakta Realliitas* (1st ed.). UNG Press Gorontalo.
- Kemenag. (2021). *PEDOMAN KERJA ANALIS KEBIJAKAN KEMENTERIAN AGAMA* (1st ed.). KEMENTERIAN AGAMA RI SEKRETARIAT JENDERAL BIRO PERENCANAAN.
- Kemenag. (2022). *Pma No 72 Tahun 2022 Tentang Organisasi Tata Kerja Kementerian Agama*. Kemenag.
- Kemenag. (2023). *Program Kemandirian Pesantren*. <https://kemandirianpesantren.kemenag.go.id/>
- Madyansyah, M. M. (2023). *Menag Minta Jajarannya Tuntaskan Tujuh Program Prioritas*. Kemenag RI. <https://kemenag.go.id/nasional/menag-minta-jajarannya-tuntaskan-tujuh-program-prioritas-uicZy>
- Maksum, T., Barid, M., & Wajdi, N. (n.d.). *Pengembangan Kemandirian Pesantren Melalui Program Santripreneur*. 2(1), 221–232.
- Mestika, Z. (2008). *Metode {Penelitian} {Kepustakaan}*. Yayasan Obor Indonesia,.
- Miftahul Khairani, Hapzi Ali, K. I. R. (2021). *ANALISIS PERUMUSAN UNDANG-UNDANG NOMOR 18 TAHUN*. 3(1), 86–95.
- Miles, & Huberman. (2014). *Qualitative {Data} {Analysis} {A} {Sourcebook} of {New} {Methods}*. Sage Publications.
- Mustofa, I. (2019). *FORMULASI PENDIDIKAN PESANTREN DALAM UU NOMOR 18 TAHUN*

2019 TENTANG PESANTREN (TINJAUAN KEBIJAKAN PENDIDIKAN).

- Nugroho, R. A. (2023). *Ongkos Haji 2024 Naik, Jemaah Dapat Apa?* CNBC Indonesia. <https://www.cnbcindonesia.com/syariah/20231127062729-29-492168/ongkos-haji-2024-naik-jemaah-dapat-apa>
- Pratama, M. R. A. (2023). *No Title*. Kumparan. <https://kumparan.com/mochamad-rizqi/ganti-menteri-ganti-kurikulum-20C2igbnYU9/1>
- Purwanto, R. (2023). *7 Program Prioritas Kemenag, Landasan Kuat dalam Strategi Pemberitaan*. Kemenag SulSel. <https://sulsel.kemenag.go.id/daerah/7-program-prioritas-kemenag-landasan-kuat-dalam-strategi-pemberitaan-tefTw#:~:text=Dalam pemaparannya Indah Limy menekankan,Religiostry index dan Tahun kerukunan>
- Rofiki, M. Firdaus, M. Salik, A. Z. (2023). *Moderasi Beragama : Analisis Kebijakan Dan Strategi Penguatan Di Kementerian Agama Republik Indonesia*. *Ulûmuna: Jurnal Studi Keislaman*, 9(1).
- Silvana, M., & Lubis, D. (2021). *Faktor yang Memengaruhi Kemandirian Ekonomi Pesantren (Studi Pesantren Al-Ittifaq Bandung) Determinants of Economic Independence of the Islamic Boarding School (Study of the Bandung Al-Ittifaq Boarding School)*. 9(2), 129–146. <https://doi.org/10.29244/jam.9.2.129-146>
- Sudartono, M., Urusan, K., Kecamatan, A., & Nikah, P. (2021). *PERUMUSAN KEBIJAKAN PELAYANAN PERNIKAHAN SELAMA MASA PEMBERLAKUAN PEMBATAAN KEGIATAN MASYARAKAT (PPKM) DARURAT*. 3(2), 214–237.
- Syariah, M. E. (2019). *Formulasi Kebijakan Kampung Zakat Terpadu Kementerian Agama (Studi Kasus Jember)*. 2(1), 45–51.