

ISLAMIC EDUCATIONAL POLICY ANALYSIS ON FACILITATING ISLAMIC BOARDING SCHOOL DEVELOPMENT UNDER THE LOCAL REGULATION

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Abstract

This study examines the facilitation of Islamic boarding school (*Pesantren*) development in Pekalongan City, Indonesia, under the Islamic Boarding School Law No. 18 of 2019 framework. This research analyzes the implementation of Regional Regulation No. 3 of 2022 in implementing this legal framework to support the development of *Pesantren*, especially in Pekalongan City, Indonesia. This study employs a qualitative approach with a case study design. The case study method was selected as it allows for an in-depth exploration of the implementation of Regional Regulation (Perda) No. 3 of 2022 within the specific context of Pekalongan City, Indonesia, as a locus for *pesantren* development under the framework of the Islamic Boarding School Law No. 18 of 2019. Data were collected through in-depth interviews with key stakeholders, including *Pesantren's* leaders, local government officials, and community members, and analysis of relevant policy documents and reports. This research is based on a Political Knowledge approach to the analysis of policy documents. The analysis technique employed in this study is thematic analysis, which involves identifying, analyzing, and reporting patterns (themes) within qualitative data. The important findings of this article show that although national and local regulations provide a strong foundation for the development of Islamic boarding schools, several challenges still exist, including limited funding, uneven distribution of resources, and the need for capacity building among Islamic boarding school administrators. Regional regulations are critical to be issued in order to strengthen central government policies. The study also identifies significant opportunities, such as increased community engagement, improved infrastructure, and increased religious and general education curricula integration. This research contributes to a broader discourse on Islamic education policy by offering insights into implementing national laws at the local level and providing recommendations to optimize the development of *Pesantren* in Pekalongan City and its surroundings.

Keywords

Islamic Educational Policy, Law of Islamic Boarding School, *Pesantren's* Development Political Knowledge, Regulatory Framework.



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INTRODUCTION

As a traditional Islamic educational institution, Islamic Boarding Schools (*Pesantren*) have long been the cornerstone of Indonesia's education system and have contributed significantly to the nation's intellectual and spiritual development (Isbah, 2020). The development of *Pesantren* certainly requires support from the government, both from the formal and non-formal sides. In response, the Indonesian government enacted the Islamic Boarding School Law No. 18 of 2019 (*UU No. 18 Tahun 2019*, t.t.). This important policy aims to formalize and support the development of Islamic boarding schools as part of the national education system. This law provides a legal framework to improve the quality of *Pesantren's* education, improve infrastructure, and ensure adequate funding (Asmoro et al., 2024). In addition, this Law also aims to facilitate the development of Islamic boarding schools by providing a legal framework and support mechanism. However, implementing this law faces various challenges and opportunities that must be further observed.

It should be further understood that the enactment of Law No. 18 of 2019 in Indonesia marks a significant shift in the recognition and regulation of Islamic boarding schools, or Islamic boarding schools, in the national education system. The law provides a formal legal framework for *Pesantren*, recognizes their role in education, and offers pathways to integrate fully into the national education landscape (Mumtaz et al., 2024). Law No. 18 of 2019 is significant in formalizing and supporting Islamic boarding schools within Indonesia's education framework (Nurtawab & Wahyudi, 2022). This reformulation is fundamental because it introduces a symbiosis of mutualism. Islamic boarding school education is interesting and depends on state recognition. Conversely, the state is interested in *Pesantren's* education to develop the potential of its citizens, especially in the Muslim community (Sabila et al., 2024). While it offers many benefits, such as recognition and empowerment, there are still challenges when it comes to maintaining the diversity and autonomy of these institutions (Mustarsyidah, 2021). Overcoming these challenges will be key to implementing and developing Islamic boarding schools under this new legal framework.

This law is then implemented in different ways in each region in Indonesia. Pekalongan City is one of the areas with a relatively large number of Islamic boarding schools, namely more than 138 (*Sistem Informasi Ketenagaan dan Administrasi Pesantren*). At the regional level, the Pekalongan City Government has taken proactive steps to implement this national policy by issuing Regional Regulation No. 3 of 2022, which specifically discusses the facilitation of the development of Islamic boarding schools in its area. The city of Pekalongan, which is known for its strong Islamic cultural

heritage and has many *Pesantren*, is an ideal case study to examine the implementation of this policy. However, despite these efforts, the development of *Pesantren* in Pekalongan City still faces various obstacles, such as limited financial resources, uneven distribution of support, and the need to increase capacity among *Pesantren* administrators.

The Previous researchers have carefully analyzed various aspects related to the development of Islamic boarding schools. Some of them analyze policy implementation, highlighting how existing policies are implemented in the context of Islamic boarding schools. Research on the dynamic views of kiais in response to the government regulations for developing pesantren (Yusuf & Taufiq, 2020) Explains that government regulations related to education in pesantren, as a social reality, are not accepted textually. On the contrary, Kiai always tries to respond to these regulations creatively and dynamically. Furthermore, (Dakir et al., 2020) In their article *Pesantren Quality Management Government Intervention in the Policy of the Pesantren Law in Indonesia*, "it is explained that government intervention can significantly affect the implementation of pesantren education in Indonesia. This is also agreed by (Mustaqim & Atabik, 2024) those who focused on pesantren funding through the policies of the Pesantren Law. The *Pesantren's* leaders fully support the implementation of regulations that will allocate funds for the Pesantren.

Focusing on the formulation of regional policies after the issuance of the Pesantren Law, (Dardiri & Miftahuddin, 2021) in their study *Formulation of the Proposed Regional Regulation (Raperda) on Pesantren in Salatiga City after the Ratification of Law No. 18 of 2019 concerning Islamic Boarding Schools in the Era of Regional Autonomy* said that the Regional Regulation of Islamic Boarding Schools in Salatiga City could not be accommodated because the Salatiga City Government was of the view that *Pesantren* were religious affairs that could not be autonomous, or not educational affairs Based on juridical analysis (Muslim, 2022) the collaboration between pesantren and the government is very important. Local regulations play an important role in implementing the pesantren law. Local regulations are not only a guideline for the management and development of pesantren, but also serve as a bridge between national policies and local realities. With clear and directed local regulations, *Pesantren* can more easily adapt to the needs of the local community and optimally utilize existing resources.

Although previous studies have discussed national policies and Kiai's response to government regulations, there has been no in-depth analysis of how local regulations facilitate or hinder the development of *Pesantren*. This study will explore the dynamics of collaboration between

pesantren and local governments and the role of local laws in resource management and funding. Focusing on the synergy between national policies and local realities, this research will provide useful recommendations for more effective and responsive *Pesantren's* development.

This study analyzed the government's strategy in facilitating the development of *Pesantren* in Pekalongan City under the framework of the Islamic Boarding School Law No. 18 of 2019 through Regional Regulation (*Peraturan Daerah*) No. 3 of 2022. By exploring the implementation of these policies, this study aims to provide insight into how national and regional regulations can be used effectively to support the development of Islamic boarding schools. In addition, this study also highlights the unique context of Pekalongan City. It provides recommendations to optimize policy implementation and meet the specific needs of *Pesantren* in the region. Through this analysis, this study contributes to a broader discourse on Islamic education governance and the role of Islamic boarding schools in the educational landscape in Indonesia.

METHOD

This research used a qualitative case study approach, which explains the development of *Pesantren* based on regulations, specifically analyzing Regional Regulation No. 3 of 2022 in Pekalongan City. The research data consists of information regarding the development of Islamic boarding schools based on rules, focusing on the analysis of Regional Regulation No. 3 of 2022 in Pekalongan City, gathered from sources and informants that align with the research needs. Semi-structured interviews were conducted with key stakeholders, including *Pesantren's* leaders (Kiai and administrators), local government officials, teachers (Ustaz), and community members. This interview aims to capture their experiences, perceptions, and recommendations related to policy implementation (Creswell, 2014). In addition, relevant documents, such as the Islamic Boarding School Law No. 18 of 2019, Regional Regulation No. 3 of 2022, government reports, and internal documents of Islamic boarding schools, were analyzed to provide context and support the findings. Field observations were also conducted at several selected *Pesantren* in Pekalongan City to gain insight into operational activities, infrastructure, and daily educational activities. Triangulation of these data sources ensures a comprehensive understanding of the issues.

More specifically, this article used political knowledge by exploring empirical data from a single study or a series of studies related to public policy (Dumas & Anderson, 2014). This approach is carried out in several steps, including document analyses, interviewing policymakers, and

mapping qualitative policy analyses in the field (Gibton, 2015). Document analysis is carried out with a focus on Regional Regulation No. 3 of 2022 by combining data in the form of interviews with related stakeholders. In addition, this article also uses the Critical Policy Analysis (CPA) approach (Taylor, 1997).

The documents obtained, in particular, are Regional Regulation No. 3 of 2022, analyzed using the Policy Document Analysis (Cardno, 2018). Policy document analysis is also a well-established and interesting qualitative research method, especially for students involved in postgraduate research related to educational leadership and policy studies, because policy documents offer background insights to understand educational issues in both research and practice. Transcripts of interviews and field notes are transcribed and coded to identify recurring themes related to policy implementation, challenges, opportunities, and stakeholder perspectives. Ethical considerations, such as obtaining consent and ensuring confidentiality, are strictly followed throughout the research process. While this study provides valuable insights, it is essential to note that the findings are specific to Pekalongan and may not be generalized to other areas.

FINDINGS AND DISCUSSION

Finding

Islamic Boarding School Development Based on Regulation: Analyzing Regional Regulation No. 3 of 2022

Regulations governing the management and development of *Pesantren* are crucial to ensure the sustainability and quality of education provided. One significant regulation is the Regional Regulation (Perda) No. 3 Year 2022 in Pekalongan City, which is designed to provide a legal framework and guidelines for the development of *Pesantrens* in the area. This regulation aims not only to regulate administrative aspects but also to improve the quality of education, strengthen collaboration between *Pesantren* and the government, and optimize resource allocation. In this study, the author will analyze the implementation of Perda No. 3 Year 2022 and its impact on the development of *Pesantrens* in Pekalongan.

Table 1. Development of Pesantrens Based on Regulations: Analyzing Local Regulation No. 3 of 2022 in Pekalongan City

| Key Points of Regional Regulation | Development Forms | Budget Realization |
|--|--|--|
| Facilitating the educational function of pesantren | <ul style="list-style-type: none"> - Assistance in building classrooms and dormitories - Provision of learning equipment and multimedia tools - Training for teachers/ustadz in teaching methodology - Integration of religious and vocational (life skill) curricula | <ul style="list-style-type: none"> - Budgeted through Pekalongan City APBD grant funds - Amount varies annually, depending on proposals submitted by pesantren and approval of TAPD/DPRD - Disparity in realization still exists as some pesantren have not yet met the administrative requirements |
| Facilitating the da'wah (preaching) function of pesantren | <ul style="list-style-type: none"> - Support for community da'wah activities, religious gatherings, and regular study circles - Facilitation of preacher training and utilization of digital-based da'wah - Publication of da'wah media and moderate Islamic literacy | <ul style="list-style-type: none"> - Not yet routinely budgeted; most da'wah activities are facilitated based on incidental requests - No fixed budget scheme yet for pesantren-based da'wah programs |
| Facilitating pesantren-based community empowerment | <ul style="list-style-type: none"> - Formation and strengthening of pesantren cooperatives (kopontren) - Entrepreneurship training for students (batik, agriculture, screen printing, digital marketing) - Collaboration between pesantren and technical agencies such as the Cooperatives and MSMEs Office - Distribution of production tools and marketing access assistance | <ul style="list-style-type: none"> - Empowerment activity support comes from various agencies (Kesra, Cooperatives Office, Industry Office) - Not all pesantren are accommodated due to the limited budget quota - Corporate CSR is still not systematically coordinated in supporting pesantren |
| Institutional strengthening and capacity building of pesantren | <ul style="list-style-type: none"> - Training in administrative management and financial reporting- Assistance with institutional legality (NSPP, operational license, institutional account) - Formation of the Pesantren Communication Forum as a strategic government partner | <ul style="list-style-type: none"> - Assistance allocation depends on the institutional readiness of the pesantren - Pesantren with complete legal status can access assistance more easily - No ongoing mentoring program specifically funded yet |
| Synergy and cooperation among stakeholders | <ul style="list-style-type: none"> - Collaboration between the local government, the Ministry of Religious Affairs, Islamic organizations, and pesantren in program planning - Support for joint activities between pesantren - Utilization of external resources such as CSR and Islamic philanthropy | <ul style="list-style-type: none"> - No specific budget yet; cooperation is still sporadic and not institutionalized - Technical regulations or mayoral regulations (Perwal) are needed to systematically regulate cross-sector synergy |

The development of *Pesantren* in Indonesia is significantly influenced by the Islamic Boarding School Law (Law Number 18 of 2019), which serves as a regulatory framework that aims to recognize and facilitate the role of Islamic boarding schools in the national education system. This law marks a significant shift in how *Pesantren* are viewed and integrated into the broader educational landscape in Indonesia. Each region then understands and implements this regulation by making follow-up regulations, one of which is Regional Regulation No. 3 of 2022. This regulation is one of the critical regulations that facilitate the development of Islamic boarding schools in Pekalongan City.

The establishment of this Regional Regulation is motivated by the significant role of pesantren in Pekalongan City, which is known as a city with a strong student culture and deep-rooted Islamic traditions. Initially, the local government realized that pesantren needed support and facilities to develop more optimally in educational, social, and economic aspects. Law Number 18 of 2019 concerning *Pesantren* is the legal basis that encourages local governments to be more active in providing support through regulations that regulate the roles, functions, and support for Islamic boarding schools. Based on this law, the City of Pekalongan drafted a Regional Regulation that specifically pays attention to the development of pesantren facilities to be able to meet the needs of students and make a more significant contribution to the community (*Pekalongan City Regulation No. 3 of 2022*). Several vital points in Regional Regulation No. 3 of 2022 concerning the Facilitation of *Pesantren* in Pekalongan City include various aspects that aim to support and advance *Pesantren* as educational institutions and centers for forming Islamic character. The main points regulated in this Regional Regulation include (*PERDA Kota Pekalongan No. 3 Tahun 2022*): Facilitation of Islamic Boarding School Education; Infrastructure Support; Student and Teacher Welfare Program; and Capacity Building and Quality of Religious Education.

Regional Regulation No. 3 of 2022 is expected to create a *Pesantren* education system that is not only strong in religious aspects but also superior in welfare management and infrastructure support so that Pesantren in Pekalongan City can develop well and make a positive contribution to the broader community. Establishing Regional Regulation No. 3 of 2022 involves various consultation stages and discussions with related parties, including *Pesantren* leaders, religious organizations, community leaders, and related agencies within the Pekalongan City government. The goal is that this Regional Regulation is based on the needs of the field and can have a tangible impact on Islamic boarding schools. The Pekalongan City Government, through the local Regional

People's Representative Council (DPRD), formulated this Regional Regulation by referring to the aspirations conveyed by the community, especially the pesantren, so that this legal product can provide maximum benefits for the development of pesantren in Pekalongan City.

Implementation of Local Regulation No. 3 of 2022 concerning Facilitation of Islamic Boarding School Development in Pekalongan City: An In-Depth Analysis from the Perspective of Policy Makers

The process of drafting Local Regulation No. 3 of 2022 was initiated by members of the Pekalongan City Regional People's Representative Council (DPRD), who saw an urgent need for Islamic boarding schools to have a legal basis for obtaining government support. The chairman of the Pekalongan City DPRD, M. Azmi Basyir, emphasized that the main motivation was to provide a basis for the government to channel assistance, education, and cooperation. The legislative process began with a proposal from the executive branch through the Legal Affairs Division of the Regional Secretariat, which was then included in the Regional Regulation Formulation Program (Propemperda). The Chair of the Special Committee for the Drafting of Regional Regulations, H. Faisol Hanan, explained that the Special Committee conducted comparative studies in other regions such as Tasikmalaya, Bangkalan, Kendal, and Yogyakarta, and held public consultations through hearings (RDP) and Focus Group Discussions (FGD) to gather input from *Pesantren* leaders, the Ministry of Religion, Islamic organizations, and relevant agencies.

This regulation is built on ten fundamental principles, including the Oneness of God, Nationalism, Independence, Empowerment, Utility, Multiculturalism, Professionalism, Accountability, Sustainability, and Legal Certainty. These principles serve as the philosophical and operational foundation for facilitating the holistic and sustainable development of Islamic boarding schools. Aminudin, Chairman of the Pekalongan City Regional Regulation Drafting Committee, explained that the assessment of pesantren needs was conducted through initial mapping, interviews with *Pesantren* supervisors, and discussions with the Ministry of Religious Affairs and the Education and Culture Office, focusing on gaps in access to assistance, institutional legality, and the need for student empowerment. This demonstrates efforts to ensure that the policies formulated are truly relevant and applicable to local conditions.

Although the legal framework and principles have been clearly established, the implementation of Local Regulation No. 3 of 2022 still faces significant challenges. M. Azmi Basyir acknowledged that budgetary support from the City Government, although already available

through aspirational funds or grants, remains limited and does not cover all boarding schools evenly. The City Secretary of Pekalongan, Widyarwanto, added that administrative procedures for accessing assistance are still considered complex by some boarding schools, particularly smaller or traditional ones that lack complete legal documentation, such as the Boarding School Statistical Number (NSPP) or institutional bank accounts. These administrative challenges are exacerbated by the lack of adequate administrative human resources in many boarding schools. Widyarwanto stated that the supervision conducted is still administrative in nature and has not addressed the substantive aspects of the program comprehensively. Aminudin, as Chairman of the Regional Regulation Drafting Committee (Bapemperda), emphasized the importance of periodic evaluations and the formulation of technical regulations, such as Municipal Regulations, to ensure the Regional Regulation can be operationalized in the field.

Nevertheless, the implementation of the Local Regulation on the Facilitation of *Pesantren* Development in Pekalongan City has had a significant positive impact. M. Azmi Basyir noted that the emergence of this Local Regulation has become the basis for the government to provide assistance, education, cooperation, and empowerment. Another challenge in implementing this regional regulation is the aspect of monitoring and supervision. Widyarwanto stated that the supervision carried out is still administrative in nature and has not touched on the substance of the program as a whole. Accountability reports from Islamic boarding schools that receive assistance are used as a reference, but there is no systematic and comprehensive performance indicator-based evaluation system. Aminudin, as Chairman of the Regional Regulation Drafting Committee, emphasized the importance of periodic evaluations and the formulation of technical regulations, such as Municipal Regulations, to ensure that the Regional Regulation can be operationalized in the field.

The implementation of the Local Regulation on the Facilitation of *Pesantren* Development in Pekalongan City has had a significant positive impact. M. Azmi Basyir mentioned that the emergence of this Local Regulation has become the basis for the government to provide assistance and education, cooperation, and empowerment. Widyarwanto confirmed that there has been attention from the local government toward the existence of Islamic boarding schools, both in terms of regulations, infrastructure assistance, and involvement in community empowerment programs. Some *Pesantren* have received physical assistance such as classroom construction and learning facilities, as well as training to strengthen the capacity of teachers and administrators. However, the

impact has not been evenly distributed because not all *Pesantren* have the same administrative capabilities, so access to assistance remains limited to those that are already institutionally prepared. To address this, recommendations from various parties include simplifying administrative procedures, increasing budget allocations, establishing a communication forum among Islamic boarding schools, and providing intensive guidance for Islamic boarding schools in meeting administrative requirements.

Discussion

Reconstructing Islamic Boarding School Policy in Indonesia: Facilitation and Implementation

Implementation is a fundamental policy decision, typically expressed in the form of laws, but can also be conveyed through executive orders, directives, or judicial decisions. Implementation refers to the execution of fundamental policy decisions, typically enshrined in a statute, but can also take the form of critical executive orders or court decisions. The implementation of public policy is a series of activities after a policy has been formulated (Widodo, 2021). Without an implementation, a policy that has been formulated will be in vain. Therefore, policy implementation has an essential position in public policy. The Pekalongan City Government, as the implementer of the policy, needs to ensure that this mechanism runs effectively and efficiently. The stipulation of rules in Regional Regulation No. 3 of 2022 is a binding legal basis, but it is essential to understand that implementation is not limited only to legal documents. The initial stage involves policy socialization to stakeholders, such as *pesantren* administrators, local communities, and related institutions. After that, the government carried out concrete steps, such as distributing funds, training teaching staff, and improving *pesantren* infrastructure.

Educational policy implementation studies have evolved from a top-down model to a bottom-up model, and then to a synthetic approach. Pressman and Wildavsky emphasized the importance of clarity of purpose and the chain of command (Alexander, 1989). In contrast, Lipsky (1984) highlighted the discretion and adaptation exercised by frontline implementers. The synthesis approach, as proposed by Sabatier and Mazmanian (1980), attempts to combine both perspectives, recognizing the importance of clear policy design as well as the role of actors in the field. The facilitation of the development of Islamic boarding schools is defined as the provision of facilities by the Regional Government for the development of *Pesantren* based on the financial capabilities and regional authorities. Finally, the Pekalongan City Regional Revenue and Expenditure Budget (APBD) is a budget that includes revenue and expenditure at the regional level, providing a financial

basis for government programs and activities in Pekalongan City (*PERDA Kota Pekalongan No. 3 Tahun 2022*).

In Article 4 of Regional Regulation No.3 of 2022, the City of Pekalongan explained that the facilitation of Islamic Boarding School Development aims to improve the quality of Islamic Boarding Schools in carrying out educational, da'wah, and community empowerment functions. By its authority, the Regional Government is tasked with facilitating the development of Islamic Boarding Schools with various concrete steps. In other regions, such as Boyolali, where there are specific local regulations governing pesantren facilitation, there is clarity regarding the rights and obligations between the government and pesantren, which is expected to strengthen future relationships and cooperation (Widiastuti et al., 2025). In further detail, the form of facilitation for the development of Islamic boarding schools includes the development of *Pesantren's* child-friendly environment. These issues are indeed very much crucial to strengthening boarding schools as safe places of education. In several regions, such as Jombang (Saini, 2020) and Rembang (Zainabiyyi, 2025), this development has become a concern for the local government. These points reflect the commitment of the Regional Government to support key aspects of Islamic boarding school education, including the provision of financial and non-financial assistance.

Article 5 provides a guarantee that this facilitation is carried out by the financial capabilities of the Regional Government and follows the provisions of the applicable laws and regulations. This provides a strong legal and economic basis to support the implementation of Islamic Boarding School Development facilitation. This issue indicates the existence of more specific guidelines in implementing facilitation, including procedures, requirements, and criteria for beneficiaries, which will be further explained in the relevant regulations. Thus, Article 5 provides a clear and structured framework for implementing Pesantren Development Facilitation in the educational function in Pekalongan City. Compared to other regions, such as Situbondo, it turns out that not all regions pay attention to this facilitation (Dairani, 2023).

Article 6 describes the role of the Regional Government in facilitating the development of Islamic Boarding Schools in the function of da'wah by its authority. The main points related to this facilitation are explained in an inclusive form, including program cooperation, policy facilitation, and funding. This da'wah function is indeed inherent in Islamic boarding schools as part of their subculture (Mujahidin, 2021). Islamic boarding schools, with their technological developments, also strengthen the da'wah function in the media. By involving regional apparatus with a direct

relationship, this facilitation is directed to achieve better effectiveness in supporting the da'wah function of Islamic boarding schools (Mustofa et al., 2022).

The importance of further regulation is outlined in Article 6, paragraph (5), where provisions regarding the form and procedures for providing Facilitation for the Development of Islamic Boarding Schools in the da'wah function will be regulated in the Mayor Regulation. This shows the existence of specific guidelines that will guide the implementation of facilitation in more detail, including aspects of programs, policies, and funding supporting Islamic boarding schools' da'wah function (Harvey et al., 2002). Thus, Article 6 provides a clear foundation for regional governments to support the development of Islamic boarding schools in the context of the da'wah function, involving coordination between regional apparatuses and ensuring the availability of resources by regional financial capacity.

Article 7 discusses the role of the Regional Government in facilitating the development of Islamic Boarding Schools in the function of community empowerment by its authority. This regional regulation is the main focus, outlining how the local government will facilitate Islamic boarding schools through financial assistance, infrastructure, technology, skills training, and health improvements. This is not merely a list of assistance programs but a formal recognition of the essence of *Pesantren* as agents of social change, a role long acknowledged in various sociological and anthropological studies of Islamic education, such as the works of Zamakhsyari Dhofier (Dhofier, 1982) or Azyumardi Azra (Azra, 2019), who consistently highlight Islamic boarding schools as both centers of education and engines of community empowerment. This regulation, therefore, does not create a new role for pesantren but institutionalizes and supports the historical role they have independently carried out for centuries.

Article 8 underlines the commitment of the Regional Government to develop a pattern of cooperation for the facilitation of Islamic Boarding School Development by applicable laws and regulations. As described in paragraph (2), this cooperation includes various parties involving the Regional Government of Central Java Province, other Regency/City Regional Governments, social institutions, educational institutions, health institutions, religious institutions, the business world, the community, and/or foreign parties. As mentioned in paragraph (3), cooperation can be in the form of program synergy in developing education, da'wah, and community empowerment functions. This is in line with the argument put forward by Ansell and Gash (2008), which emphasizes that collaborative governance involves arrangements in which one or more public

institutions directly involve non-state stakeholders (private, non-profit, community) in formal, consensus-oriented, and deliberative collective decision-making processes. Similarly, Lynn, Heinrich, and Hill (2001) highlight the importance of cross-sector partnerships in addressing complex public issues (Lynn Jr et al., 2001).

Article 9 discusses the possibility of supporting the Central Government's program in implementing Islamic Boarding School Development Facilitation. The Regional Government can request Synergy to plan and implement development. This article is in line with the concept of Intergovernmental Relations (IGR), which examines the interactions and relationships between various levels of government (central, provincial, and regional) in federal or decentralized systems. Researchers such as Deil S. Wright (1988) identify various models of IGR, ranging from coercive federalism (where the central government dictates) to cooperative federalism (voluntary cooperation). Rodden (2003) also highlights the importance of fiscal coordination between levels of government.

Article 11 emphasizes that monitoring and evaluation related to the Facilitation of Islamic Boarding School Development, as described in Articles 5, 6, and 7, is the responsibility of the Regional Apparatus by its duties and functions. The results of this monitoring and evaluation process are then reported to the Mayor. The authors argued that accountability is a fundamental principle in good governance, whereby policy implementers are responsible for their actions and results. Bovens (2007) identifies various dimensions of accountability (political, legal, professional). Meanwhile, policy evaluation, as discussed by Wholey, Hatry, and Newcomer (2015), refers to a systematic process for assessing the effectiveness, efficiency, and impact of a program or policy. The importance of independent and evidence-based evaluation is often emphasized to ensure objectivity and learning.

Article 13 discusses the critical role of community participation in developing Islamic boarding schools. Public participation has long been recognized as an important pillar of good governance and sustainable development. Arnstein (1969) emphasizing that true participation involves power sharing. Christens also highlights the importance of mobilizing local resources and community ownership of development initiatives (Christens & Speer, 2015). By outlining various forms of participation—from resource provision (financial/program assistance) to advocacy roles (providing input) and capacity building (promoting quality, economic independence)—this regulation goes beyond mere symbolic participation. This demonstrates recognition that pesantren

development is not solely the responsibility of the government but a collective effort requiring active involvement from all community members with a stake in the matter.

Strengthening the Synergy for Pesantren Development

Implementing the policy to facilitate the development of Islamic boarding schools in Pekalongan City is expected to have a significant positive impact. One of the anticipated impacts is to improve the quality of education in Islamic boarding schools by providing adequate learning facilities, training teaching staff, and developing relevant curricula (Najah, 2022). Overall, the pesantren development policy through Regional Regulation No. 3 of 2022 has had a significant impact in various aspects, from improving the quality of education to economic and social empowerment of the community. Improving infrastructure, curriculum development, and teacher training have created a better learning environment for students and strengthened the position of Pesantren as an educational center relevant to the times. On the other hand, economic empowerment programs and health services also enhance the role of pesantren as institutions that contribute directly to improving community welfare.

The author argued that this policy has succeeded in strengthening the position of Islamic boarding schools as relevant educational centers and agents of community development. However, from an implementation research perspective, it is important to continue to monitor and evaluate this impact in greater depth, particularly in relation to equal access and program sustainability, given the challenges that remain in terms of budget allocation and the administrative capacity of Islamic boarding schools. Limited and uneven budget allocation remains a major constraint, preventing all pesantren from fully benefiting from the policy. Additionally, varying administrative capacities among pesantren, particularly for smaller ones without full legal status or adequate human resources, often hinder access to assistance. Therefore, continuous monitoring and evaluation based on performance indicators, coupled with efforts to simplify procedures and enhance the administrative capacity of pesantren, are crucial. This will ensure that the good intentions of the policy are translated into tangible and equitable impacts for all pesantren, while also guaranteeing the sustainability of their strategic role in regional development.

The government cooperates with several related institutions/agencies to facilitate this when deciding on a policy. One of these institutions/agencies is the Education Office, which promotes educational development in Pesantren and provides financial assistance for curriculum development and teacher training. Furthermore, the Office of the Ministry of Religion is responsible

for facilitating the development of da'wah in Islamic boarding schools, providing financial assistance for the construction of mosques and kyai training. Then, the Social Service is responsible for facilitating the development of community empowerment in Islamic boarding schools, such as providing financial assistance for student skills training. Through his analysis, M. Moore recommends coordinated intervention from various parties. In the context of public administration, institutional specialization (e.g., the Education Agency handles education, the Social Agency handles social affairs) is common for efficiency and expertise. However, the challenge is how to integrate this specialization to achieve greater goals (Moore, 2022).

One of the tangible forms of this facilitation is the distribution of aspiration funds for the Pekalongan City House of Representatives through the People's Welfare (Kesra) section. This fund has been distributed gradually in the last two years and is focused on helping the development of several Islamic boarding schools in the Pekalongan City area. In 2023, funds of IDR 40 million will be distributed to the Sirojutholibin Kradenan Islamic Boarding School, and IDR 75 million will be given to the At-Taufiq Banyurip Waqf Islamic Boarding School. Then, in 2024, several other Islamic boarding schools will also receive this aspiration fund, including the Al Masyhad Manbaul Falah Wali Sampang Islamic Boarding School of IDR 25 million, the Al Arifiyah Islamic Boarding School of IDR 25 million, and the MBS Putri Taruna Krapyak Islamic Boarding School of IDR 70 million. In this case, implementing the policy to facilitate the development of Islamic boarding schools is inseparable from the various challenges that may be faced. One of the main challenges is the limited resources in terms of budget and workforce. Desired facilitation programs often require significant financial investment, which can be a hindrance, especially in difficult economic situations.

However, even though many positive changes have been achieved, pesantren still faces several challenges, such as budget constraints and negative stigma among the community. Therefore, continuous efforts are needed from the government and pesantren to overcome these obstacles and strengthen collaboration with various parties, including the private sector and philanthropic institutions. With good synergy, Islamic boarding schools in Pekalongan City are expected to continue developing and playing an active role in forming a young generation with character, ready to face future challenges.

CONCLUSION

The formulation of the Regional Regulation on the development of Pesantren in Pekalongan City is a good example of how local governments can respond to the community's aspirations in policy-making. This Regional Regulation is expected to positively impact both Pesantren and the community by actively involving them. However, the success of this Regional Regulation is highly dependent on the commitment of local governments to implementation and continuous support from all stakeholders. If appropriately implemented, this Regional Regulation can be a model for other regions in developing inclusive and sustainable regulation-based Islamic boarding schools. This regulation is anticipated to have a positive impact on both Pesantren and the surrounding community by actively involving them in the process. However, the success of this regulation is heavily reliant on the commitment of local governments to its implementation and the continuous support from all stakeholders. If executed properly, this Regional Regulation could serve as a model for other regions aiming to develop inclusive and sustainable regulations for Islamic boarding schools. To enhance the effectiveness and positive impact of the Regional Regulation on the development of Pesantren in Pekalongan City, several recommendations can be proposed. First, local governments must conduct broader outreach regarding this regulation to both the community and Pesantren administrators. With a clear understanding, it is hoped that all parties can actively contribute to the implementation of the regulation. Second, establishing a clear evaluation and monitoring mechanism is essential to assess the progress and challenges faced during the implementation process. This could involve the participation of the community and Pesantren administrators in providing feedback and suggestions. Additionally, financial support and resources from the central government are vital to ensure the sustainability of the programs generated from this regulation. Collaboration with private sector entities and non-governmental organizations could also serve as an alternative to strengthen the capacity of Pesantren in delivering quality education.

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