

# THE IMPLEMENTATION OF EAST JAVA PROVINCIAL GOVERNMENT POLICY IN THE DEVELOPMENT OF MADRASAH DINIYAH

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## Abstract

*In decentralization era, local government has been always aiming to serve an effective and efficient public policy. Effectiveness and efficiency of a public policy is considered by not solely by its policy formulation, but mainly by its implementation. An effective and efficient public policy is a course that can be implemented well and right, thus the expected purpose can be achieved at its maximum potency. Provincial government of East Java has been widely-known after their public policies related to development of Madrasah Diniyah, therefore this research focused on matters as followed: (1) What is the form of East Java provincial government policy on Madrasah Diniyah development? (2) How is the implementation of East Java provincial government policy on Madrasah Diniyah development? (3) What is the implementation model of East Java provincial government policy on Madrasah Diniyah development? Like most qualitative research, this research applies the methods of interview, observation and documentation in collecting research data. Then the analysis is carried out through data reduction, data presentation, and drawing conclusions. This study obtained several findings such as: (1) The form of East Java provincial government policy on Madrasah Diniyah development, including: (a) Madrasah Diniyah teachers quality enhancement programme, and (b) Implementation Funding Programme for Diniyah Education and Private Teachers; (2) The implementation of East Java provincial government policy on Madrasah Diniyah development involved policy stakeholders of both bureau and non-bureau, and (3) The implementation model of East Java provincial government policy on Madrasah Diniyah development was Hybrid Society Endorsement.*

**Keywords:** *Policy; Implementation; Madrasah Diniyah*

## INTRODUCTION

Dictionary of Politics and Government stated that policy is defined as a planning detail of how something is carried out (Collin, 2004). Policy can be identified as a particular direction of a purposeful act, that is conducted by policy stakeholders in order to solve related problems and affairs (Rohman & Wiyono, 2010). Harold Laswell and Abraham Kaplan interpreted public policy as a programme projected with specific aims, specific values and specific acts (Nugroho, 2014). Based on Jenkins, policy is a set of related decisions regarding to decisions making and ways to achieve them in particular situation (Rohman & Wiyono, 2010). Based on James Anderson, public policy is a series of activities with specific aim/purpose that is followed and carried out by one or group of stakeholder related to a problem or one attended case. Whereas Thomas R. Dye declared public policy as anything ran under government, why they conduct, and results that lead to difference among society (Nugroho, 2014). And, David Easton defined it as effect of government activities (Nugroho, 2014).

Besides things mentioned above, it is important to understand that every public policy consists of design – idea framework and instruments – to identify and analyse. This framework places policy design as organizational structure that is composed of elements identified as followed: aim, target group, agent, implementation structure, instrument, rule, thinking base and assumption (Sidney, 2015). Kraft and Furlong defined public policy as government acts(s) in response of social issues. Social issues are condition when society fail to accept hence requires intervention (Nugroho, 2014).

Afterwards, Riant Nugroho described that public policy is obliged to meet six conditions namely: (1) about every rules in societal life; (2) about how the duties are formulated, determined and assessed; (3) about matters conducted or not; (4) about who and why one must governs; (5) about arranging societal or public life instead of personal or group; (6) whether

benefits earned by society of non-direct user of policy are more than the direct user. This concept is called public goods (Fattah, 2013) (Nugroho, 2014).

Public policy idea contains opinion that there is space or domain in life that is not private or purely individual, but by joint or public ownership. The public themselves consist of humane activities that are considered necessary to be arranged or intervened by government or social law, or at the very least by societal act (Parsons, 2014).

Implementation is a process of interaction between goal setting and action to achieve goals (Zainuddin & Suranto, 2014). According to Browne and Wildavsky, implementation is the expansion of activities that are mutually adapting (Iskandar & Mutiarin, 2014). Policy implementation activity is abstract policy formulation elaboration activities be concrete actions, or in other words the implementation (formulation) of policies concerning the managerial and technical aspects of the implementation process will begin after the goals and objectives have been set, the program of activities has been implemented structured to achieve these goals (Barmawi & Suranto, 2016).

Policy implementation theory according to Helga Pulzl and Oliver Treib can be classified into three theoretical approaches in implementation study, namely: (1) top-down theory; (2) bottom-up theory; and (3) hybrid theory. Firstly, top-down theory was founded by Pressman Wildavsky (1973), Van Meter (1975), Bardach (1977), Sabatier and Mazmanian (1978, 1980) and Mazmanian and Sabatier (1983). This theory emphasizes especially on decision makers ability to result in a strict policy purpose and in implementation stage control. Top-down theory began from assumptions that policy implementation is by decisions under central government. Based on deLeon, top-down approach is phenomenon where the elites rule (Goodin & Klingemann, 1998) (Pulzl & Treib, 2015).

On the other hand, Pressman and Wildavsky interpret implementation as interaction between determination of

purpose and acts directed to obtain it, the linear relation between policy purpose that is decided and its implementation. So that implementation implies the formation of proper bureaucracy procedures to ensure that the policy is ran as precise as possible. For this aim, implementing institution must hold enough resources and a clear responsibility and control hierarchy system is necessary to monitor implementer's behaviors (Pulzl & Treib, 2015).

Still concerning the up-down theory, Bardach explained that policy implementation effectiveness depends on process of constructing the scenario, which means the success of policy implementation is possible if the policy makers manage to arrange implementation play thoroughly. Sabatier and Mazmanian assumed the clear separation between policy making and implementation. They stated:

“There are six criteria for an effective implementation: (1) a clear and consistent policy purpose; (2) programme based on a valid, casual theory; (3) well-composed implementation process; (4) implementer officials committed to the policy purpose; (5) supporting group-of-interest and officials (executive and legislative); and (6) no disruptive change in socioeconomic framework condition” (Pulzl & Treib, 2015).

So, the point is top-down implementation theory tends to prioritize policy makers/rulers factor in determining policy implementation effectiveness. Top-down theorists understand implementation as basic policy making execution. Implementation is apolitical and administrative process. The ruling eventually is going to be placed upon central decision makers, who determine the clear policy purposes and hierarchically guide the purposes' implementation. Top-down theory is rooted on democracy concept of traditional representation of the elitists. In this perspective, selected deputies are the only actors among society who are legitimate to make collective decision involving the entire being of society, and every deviation from the policy purposes determined by the

centre are going to be considered democracy standard infringement (Pulzl & Treib, 2015). This led to greater possibility of higher deputies to encourage lower deputies to act in consistence with basic standards and policy purposes (Winarno, 2014).

Secondly, bottom-up theory was popularized by Lipsky (1971, 1980), Elmore (1980), Hjern and Porter (1981), Hjern (1982), and Hjern and Hull (1982). Bottom-up theory model sees local bureau as main actor in policy delivery and understand implementation as negotiation process within implementers' network. Bottom-up theory was founded as response to top-down theory. This theory inventor denied idea that policy is determined in central level and implementers must maintain onto policy delivery stage showing up as a beneficial factor, and local bureau is considered closer to the real obstacle than the central policy makers (Pulzl & Treib, 2015).

Elmore's concern is question about how to learn to implement. Instead of assuming the policy makers effectively controlling the implementation, backward mapping concept suggests that analysis ought to start with particular policy matters and then assessing the local agents' acts in solving the matters. According to Sabatier, this approach provides a useful tool in illustrating the running implementation structure – policy implementers. Based on bottom-up theorists, it is impossible to formulate laws with a strict policy purpose and control the implementation process from top to down. Otherwise, this model figures that implementers always own liberty. They reckon that implementation process is obviously political. Thus, policy is not much decided under laws under the central government, but political decisions by mostly autonomous actors who are directly involved in policy delivery. Bottom-up theory is rooted on the real democracy concept itself. This theory accentuates on local bureau, the affected target groups and private actors with legitimate voice to be considered as well. Infringement against policy purpose decided by central

government does not necessarily mean opposing the democracy principles. A legitimate democratic government is merely plausible in participatory democracy model that consists of the people who are affected to particular policies (Pulzl & Treib, 2015).

Thirdly, hybrid theory was popularized by Majone and Wildavsky (1978), Scharpf (1978), Mayntz (1977), Windhooff-Heritier (1980), Ripley and Franklin (1982), Elmore (1985), Sabatier (1986a), Goggin et al. (1990), and Winter (1990) (Pulzl & Treib, 2015). This theory is synthesis output of top-down and bottom-up theory. Elmore provides “backward mapping” concept with “forward mapping” idea. He argued that program success depends on the two elements, since they are connected. Hence, the policy makers shall begin to consider the available policy instruments and resources for policy alter (forward mapping). Besides, they must figure the incentive structure of implementers and target groups (backward mapping).

Based on Wildavsky and Majone, implementation is process evolution where program keeps forming and redefined (Hill & Hupe, 2002). Conception, therefore, begins from policy input decided by central policy makers. At same time, there is idea that the input almost certainly keeps changing in its execution practice. So, a continuous learning process becomes the core of this approach/theory (Smith & Larimer, 2009). Contrarily, according to Goggin, implementation process conception admits that implementers are independent political actors and outcome of this effort requires complicated negotiation process between implementers and central government (Bressers et al., 1994), introduced policy networking concept in implementation research, where he suggests to give more points to coordination and collaboration process between actors who are separated but depend on each other (Pulzl & Treib, 2015), thus indicators of policy size and objectives are targets policies, policy accuracy, policy clarity, and satisfaction society towards policy implementation

(Romadhoni & Pribadi, 2014), therefore, the success of the policy or program is also reviewed from the perspective of the implementation process and yield perspective. From a process perspective, government programs is said to be successful if the implementation is in accordance with the instructions and implementing provisions made by the program maker include among others the method of implementation, implementing agents, groups program objectives and benefits. Whereas from the results perspective, the program can be considered successful when the program has an impact as desired. A program may be seen successfully from the point of view of the process, but may fail in terms of impact generated, or vice versa (Syaini & Pribadi, 2016).

On the other hand Ripley and Franklin differentiate between distributive, regulative and redistributive policy, by reason that each policy involves varied main actor group and conflict type and level in the implementation (Greitens & Joaquin, 2010), and Herietir distinguishes between distributive and redistributive policy (Sefton, 2009). This difference includes regulation policy, that can be considered as one of two categories depending on whether the regulation programme involves the winning and losing side that can be spotted clearly or not (Pulzl & Treib, 2015).

Regarding the existence of this hybrid theory, Pulzl and Treib declared that:

“Hybrid theory generates two important innovations in implementation theory. Firstly, they attempt to solve conceptual drawbacks of two poles difference between bottom-up and top-down graduates. Putting aside the normative and controversial aspect, they otherwise focus on empirical arguments about the right conceptualization on implementation and pragmatically formulate extreme arguments from two parties becoming model that accepts the central steering and local autonomy. *Secondly*, several hybrid theories refer to substantial factors that until recent time are not noticed” (Pulzl & Treib, 2015).

## METHODS

This research is classified as field research with a qualitative approach. In collecting data, this study used in-depth interviews and documentation methods. Sources of interview data are the Heads of Regional Government Work Units of East Java Province and Regency/City Governments who have an important role in the formulation, implementation, and evaluation of East Java Provincial Government policies in the development of Madrasah Diniyah. The Regional Government Work Units consists of the Regional Development Planning Agency of East Java Province, the East Java Provincial Education Office, the Local government finance office of East Java Province, the Social Administration Bureau of the Regional Secretariat of East Java Province, the Ministry of Religion of the East Java Province, Inspectorate of East Java Province, Regional representative assembly of East Java Province, Head of Regency/City Education Office, Regency/City Ministry of Religion, Regency/City representative assembly. There are also parties who are not provincial or district/city Government Work Units, such as the Institute for Early Education Development of East Java Province, the Regency/Diniyah Takmiliah Communication Forum, Islamic Religious Colleges who are the organizers of the Madrasah Diniyah policy program in East Java, to the management of Madrasah Diniyah in the district/city. Documentation data sources include the National Long-Term Development Plan, the East Java Province Long-Term Regional Development Plan, the East Java Provincial Medium-Term Development Plan, East Java Provincial Draft local government budget, East Java Provincial Budget, East Java Provincial Regulation, East Java Governor Regulation, East Java Provincial Government Performance Report, East Java Provincial Government Financial Report, Evaluation and Monitoring Results document for the Implementation of Madrasah Diniyah Policies.

Data analysis in this study refers to the opinion of Huberman and Miles who say that data analysis consists of three interrelated sub-processes, namely; data reduction, data

presentation, and conclusion/verification. In order to check the validity of the data in this study, the researchers applied triangulation. Application of triangulation through interviews about the formulation, implementation, evaluation, and policy implications of the East Java Provincial Government in developing Madrasah Diniyah. East, Bappeda East Java, Regional Inspectorate of East Java Province, Institute for Early Education Development of East Java Province, Ministry of Religion Regional Office of East Java Province, Sampang Regency Government, Nazhatut Thullab Sampang Islamic High School, Madrasah Diniyah Nurul Mukmin Ketapang Sampang, Madrasah Diniyah Nurul Falah Camplong Sampang, Madrasah Diniyah Darus Su'ada' Camplong Sampang, and the Diniyah Takmiliah Communication Forum Sampang Regency

## **FINDINGS AND DISCUSSION**

### **The Form of East Java Provincial Government Policy on Madrasah Diniyah Development**

Likewise with the government decentralization system since Law/Constitution No 32 Year 2004 concerning Regional Government was founded, East Java Provincial Government runs its reign referring to regulations under Constitution and its derivative laws. In handling the East Java provincial government, one owns authority by reign and/or authority division between central and local government, the local head election, and local finance (Alma'arif & Maksun, 2017). By this decentralization process, provincial government can control their own reign, needs, finance, according to the boundaries that have been set by the running constitution (Yusuf & Muhammad, 2020).

In its authority context, Decentralization has resulted in policy innovations (Hutahaeon, 2020), as has been done by the East Java provincial government. East Java provincial government work on developing East Java in numerous life sectors: social, politics, culture, economy, religion, etc. East

Java province in promoting their society education does not merely notice the formal education institutions. More precisely since 2006, East Java province does not solely focus on schooling education as its authority. Besides, they also consider and observe informal educations which have been existing, growing and developing within East Javanese society. Ones of those informal education institutions are Islamic dorm/boarding schools (Pondok Pesantren) and elementary schools (Madrasah Diniyah) (A'la et al., 2018).

Pondok Pesantren becomes concern of East Java provincial government after several reasons. Firstly, Pondok Pesantren is national education system core. In Indonesian education history, Pondok Pesantren has been substantial element in society education process (Salahuddin, 2013), not only in East Java, even back when Indonesia had not founded their education system and independence from Dutch and Japanese colony (Ismail, 2016) (Lukens-Bull, 2010). Secondly, according to data from the Ministry of Religion, East Java Regional Office, in quantity in East Java alone there are 6,003 Pondok Pesantrens, with total students reaching 888,211 students (Ismail, 2017). This number is not a few. Because if it is compared between East Javanese students data in regular school and Islamic school namely 888,211 per 7,583,5082 times hundreds resulting in 11.71%. Meaning, referring to East Javanese entire students data, 11.71% are Pondok Pesantren students (Ismail, 2017). Thirdly, Pondok Pesantren holds its own quality in East Java development. Pondok Pesantren's role in supporting provincial government in executing the development is quite obvious. Education-wise, Pondok Pesantren never stops running its educational function within the society (Ismail, 2018a). Economy-wise, until presently, there have been numerous Pondok Pesantren that manage to generate employments for East Javanese society, besides other fields. Fourthly, Pondok Pesantren is led by a role model within the society. Islamic scholars who lead Pondok Pesantren are respected and referred by the surrounding community

(Wathoni, 2013). Therefore, provincial government shall maintain these figures well so that can stay cooperative altogether in developing East Java (Ismail & Wardi, 2019).

Explanation regarding Pondok Pesantren above is not far off from Madrasah Diniyah. According data to Education Authority of East Java Province and Central Bureau of Statistics of East Java, in East Java, until now there are not less than 20,011 Madrasah Diniyah institutions with 1,755,524 total students. This number contributes to 23% of total formal education students of 7,583,508 students. In quantity, it is clearly not a few (Mazidah, 2018). By that high number it can be taken into account as well that there are many more involved in Madrasah Diniyah management, such as parents, Islamic scholars, society and managements (Adib, 2019). And certainly there is huge impact on government, development and society. Furthermore, this Madrasah Diniyah Teachers' Quality Enhancement Programme is well-known as madrasah diniyah Scholarship. Total budget from East Java Provincial in this programme implementation from 2006 until 2015 is Rp. 78.5 billions. Whereas Madin Teachers who have received the programme are 9,703 persons, with fund each person is Rp. 8.5 millions (Ismail, 2017).

The facts described above surely shall be policy stakeholders study materials among East Java government. It becomes consideration pieces for decision makers in East Java provincial government, in order to conduct synergy between activities under Pondok Pesantren and Madrasah Diniyah and East Java provincial government policy and decisions for a better East Java (Munib & Ismail, 2018) (Rosyid, 2021).

Since 2006, study outcome on society and Islamic informal education institutions facts, East Java launched programme that is believed directly involving Madrasah Diniyah. This year East Java provincial government set policy on Madrasah Diniyah Teachers Quality Enhancement Programme, and followed by policy of Implementation Funding

Programme for Diniyah Education and Private Teachers starting from 2010. These two programmes, according to author, are considered as policies. As stated formerly that public policy is “whatever governments choose to do or not to do. Public policy is what that governments do, why they do, and what difference it makes (Nugroho, 2014). Because in early education assistance and private teachers programme, which is going to be explained further below, is choice selected by East Java provincial government to be conducted aiming for development and needs fulfilment of East Javanese society. The two policies are as followed:

### **1. Madrasah Diniyah Teachers Quality Enhancement Programme**

Madrasah Diniyah Teachers Quality Enhancement Programme is scholarship by East Java provincial government towards Islamic scholars (ustadz/ustadzah) of Madrasah Diniyah in East Java who have not hold bachelor degree to pursue undergraduate study majoring either in Islamic Education or Arabic Education Program Study in National/Private Islamic University selected by East Java provincial government. East Java provincial government allocated budget from provincial government budget annually to school the Madrasah Diniyah’s ustadz/ustadzah who is not a bachelor graduate (Jatim, 2016c). Hence, East Java provincial government simply has taken an action on educational qualification enhancement of Madrasah Diniyah’s ustadz/ustadzah by using the available provincial government budget. Thus, author concluded that the programme is considered as a provincial government policy, as identified previously.

Every government policy was not founded out of nowhere. Meaning, every policy was established based on certain backgrounds that eventually motivated provincial government to make a certain decision (Kuswandi et al., 2020). According to data author has gathered, Madrasah Diniyah teachers’ quality

enhancement programme possessed backgrounds as followed: firstly, real quantity condition of Madrasah Diniyah in East Java is relatively massive. By this not-few number obviously Madrasah Diniyah is placed on its own reign within the society. Moreover, Madrasah Diniyah in East Java cannot be separated from informal (Istiyani, 2017) education existence among East Javanese community. Secondly, that Madrasah Diniyah institutions big amount is not balanced with human resources capability involved. It can still be easily seen that Madrasah Diniyah teachers who do not hold bachelor degree. It turned out as typical obstacle in Madrasah Diniyah management, either internally or externally along with government. Government until this moment has not managed to equalize Diniyah education in Pesantren and other formal education forms due to the teachers' educational qualification that has not met the educators' qualification standard set by law. In Constitution No 14 Year 2005 concerning Teachers and Lecturers Clause 9, it is declared that academic qualification as mentioned in Clause 8 is obtained by bachelor or advanced diploma degree. It means each teacher must be minimum a bachelor graduate.

The third background of this policy is the fact that Madrasah Diniyah teachers who are not qualified with bachelor or advanced diploma are worried whether they can possess teacher professionalism and would affect to the minimized study outcome quality among Madrasah Diniyah students. Fourthly, alongside with the thriving era and science, complexity of Madrasah Diniyah educational problems as well keeps rising. This issue is more related to education resource management. Moreover, due to lack of resources, it became more difficult for Madrasah Diniyah to relieve from the problem (Sunahwati et al., 2019). Fifthly, Madrasah Diniyah contributes both directly and indirectly on East Javanese society development. As an informal educational institution from-and-to community, it has been providing significantly on community development. Sixthly, there is eagerness of turning Madrasah Diniyah to be formal educational institution. In order to realize

this wish, there are requirements that must be fulfilled by Madrasah Diniyah such as obligatory of bachelor graduated teachers/ustadz. The six factors motivated the Madrasah Diniyah Teachers Quality Enhancement Programme, which author classified as internal factor. Because there is other backgrounds existing outside Madrasah Diniyah or called external backgrounds. External backgrounds are as followed: seventhly, realization of provincial government function within society. Eightly, realization of in-charge reigns visions and missions. Ninthly, illiteracy annihilation. Tenth, poverty eradication. And, eleventhly, there has not been similar programme carried out under either Central Government or Ministry of Religion as Diniyah educational institutions supervisors.

Despite the current Indonesian government applies decentralization, it does not necessarily mean local government possesses entire freedom on running their government management procedure, instead what they have to conduct must stay in line with the central government's policies. Each local government's policy must synergy with the central government's ones. Each local government's policy is required to refer to constitutions and regulations set by the central government. This existing juridical base indicated that East Java provincial government's policy in regard to Madrasah Diniyah teachers' quality enhancement has been fit to the central government's policy (Ardi, 2016). A positive law reference that is looked upon by East Java provincial government has been a dream, ideal management of Indonesians as nation and country. Because by the regulation compatibility, Indonesian nation and country's wish of running the proper government can be fulfilled, moreover it is relevant to everyone's hope in forming a democratic, patriotic life in order to achieve society's welfare and wellbeing.

By the establishment of this policy there are several purposes complimenting the massive idea (policy), such as: 1.

Enhancing Madrasah Diniyah/educational academics standard; 2. Increasing Madrasah Diniyah teachers' academic qualification standards; 3. Boosting-up Madrasah Diniyah teachers' competence; 4. Pulling out effort on Madrasah Diniyah teachers' certification; 5. Developing Madrasah Diniyah as education value and equalized with other education values according to the Constitutions (Jatim, 2016b).

The above purposes are hopes to achieve by East Java provincial government through Madrasah Diniyah teachers' quality enhancement policy, because actually not merely the Madrasah Diniyah teachers' quality is improved, since along with the Madrasah Diniyah teachers' quality enhancement, thus generally education conduct in Madrasah Diniyah may be improved, for example the better learning, santri achievements, and Madrasah Diniyah administration and management. These improvements eventually would lead to, much hopefully, enhanced human resources quality in East Java (Jatim, 2016a).

Indeed, there would not happen that entire listed purposes are going to be obtained, i.e. Madrasah Diniyah teachers' certification. However, this aim is still regarded relevant if Madrasah Diniyah teachers have been qualified, hold bachelor degree, thus certainly next thing to do is to seek for the right moment and there would grow possibility in teachers' certification to be realized. Not in one or two years, but Madrasah Diniyah sustainability and continuity can be more reasonable to wish for in the future.

## **2. Implementation Funding Programme for Diniyah Education and Private Teachers**

The second form of policy released by East Java provincial government in developing Madrasah Diniyah is Implementation Funding Programme for Diniyah Education and Private Teachers. As described in technical manual released by East Java Educational Board, is educational conduct funding assistance intended for santri/community

students/Madrasah Diniyah Takmiliah Ula/Wustho students, A/B Package and A/B Package Pondok Pesantren, Teachers of Madrasah Diniyah Takmiliah Ula/Wustho and Private Teachers of regular school/Salafiyah Ula/Salafiyah Wustho teachers (Jatim, 2016b).

In definition above it was declared that assistance in organizing early education and private teachers is Madrasah operational fund, hence initially this programme is called School operational assistance for madrasah diniyah intended for Madrasah Diniyah either the santri or teachers. However, concerning that particular definition and its implementation, this program turned out to be not specially arranged for Madrasah Diniyah. Because asides of Madrasah Diniyah's santri and teachers, this programme has been stirred towards non-government employess teachers who work not in Madrasah Diniyah. This programme is targeted towards private teachers in regular school which all is classified as private institution (Masyhudunnury, 2021). Meanwhile, this programme also could be classified as East Java provincial government policy, because this programme was initiated by provincial government aiming for taking action on direct concern on Madrasah Diniyah's existence. This policy directly reached the Madrasah Diniyah, because this programme has been received straight by Madrasah Diniyah. This programme plays a major role in the Madrasah Diniyah development (Sudiyono & Murdiyningrum, 2020).

This policy is established in East Java motivated by numerous factors which are slightly indifferent with Madrasah Diniyah teachers' quality enhancement policy as mentioned formerly. The factors consisted of: 1. the factual condition of Madrasah Diniyah massive quantity in East Java; 2. Minimum education facility of Madrasah Diniyah; 3. Rising complexity of Madrasah Diniyah educational problems; 4. Minimum Madrasah Diniyah teaching quality and santri learning achievements; 5. Madrasah Diniyah contribution in East

Javanese society development either directly or indirectly; 6. Realization of provincial government functions on society education; 7. Realization of the reigning power's visions and missions; 7. Poverty demolition; 8. The lack of similar program held by Central Government, even the Ministry of Religion as Diniyah education institution supervisor (Ismail, 2018b).

Based on author, these factors are dominant factors that influence the establishment of funding policy of Diniyah education conduct in East Java. Because there are other factors which author believes are not considered as dominant factors, such as decision maker closeness among Madrasah Diniyah institutional heads, or status quo factor of the current reigning power, although directly or indirectly, ethically or unethically, the latter two matters are as well part that cannot be separated from the factual educational politics. Because political and educational relations that are pointed through connection between the reigning power and educational stakeholders would be positive influence on growing government policies in education field. Likewise with status quo, the urge of maintaining the reign, at least until the decided period, requires political communication – as well as the policy communication management – which is positive according to society. These two factors are not classified as dominant factors, due to their high subjectivity, also according to author, they are seen too political.

Afterwards, author need to depict that this policy holding several purposes to obtain. This aim achievement becomes indicator of effectiveness and success of a policy. The purposes include to: (1) Prevent dropout students in Madrasah Diniyah Takmiliah Ula and Wustho, A/B Package and A/B Pondok Pesantren Package in East Java Province; (2) Assist students who face difficulties in obtaining educational service due to economical, geographical, demographical condition, gender or other socio-cultural reasons; (3) Assist students to acquire educational service in higher levels; (4) Increase Gross

Participation Number and Net Participation Number within elementary education level; (5) Boost the learning quality; (6) Rise the students' religious faith and piety; (7) Enhance teachers'/ustadz welfare; (8) Escalate the ustadz/teachers' teaching motivation and performance; and (9) In long term, increase Human Development Index in East Java Province (Jatim, 2016b).

Out of the purposes mentioned above, they can be classified into two groups. First purpose group is purposes that are not merely wish of East Java Provincial Government, and the second is purposes that are directly hoped upon by East Java government. First group consisted of: Prevent dropout students in Madrasah Diniyah level, assist students who face difficulties in obtaining educational service due to economical, geographical, demographical condition, gender or other socio-cultural reasons, assist students to acquire educational service in higher levels, boost the learning quality, rise the students' religious faith and piety, enhance teachers'/ustadz welfare, escalate the ustadz/teachers' teaching motivation and performance (Hanafiah, 2020). Meanwhile the second group included: Increase Gross Participation Number and Net Participation Number within elementary education level, enhance teachers'/ustadz welfare, in long term increase Human Development Index in East Java Province

### **East Java Provincial Government Policy Implementation in Madrasah Diniyah Development**

Policy implementation is execution process of a policy (Dunn, 2003). In this study it was obtained related data concerning East Java provincial government policy implementation in Madrasah Diniyah development through Implementation funding programme for Madrasah Diniyah and private teachers.

Madrasah Diniyah teachers' quality enhancement programme implementation in 2006 to 2015 as follows: (Jatim, 2016c)

| NO | Year | Budget (Rp)   | Student |
|----|------|---------------|---------|
| 1  | 2006 | 3.336.000.000 | 417     |
| 2  | 2007 | 7.040.000.000 | 880     |
| 3  | 2008 | 8.440.000.000 | 1.055   |
| 4  | 2009 | 8.000.000.000 | 1.000   |
| 5  | 2010 | 8.446.000.000 | 1.050   |
| 6  | 2011 | 8.683.800.000 | 1.059   |
| 7  | 2012 | 8.200.000.000 | 1.000   |
| 8  | 2013 | 9.660.000.000 | 1.150   |
| 9  | 2014 | 9.660.000.000 | 1.000   |
| 10 | 2015 | 9.766.500.000 | 1.149   |

East Java provincial government policy implementation in Madrasah Diniyah development in Madrasah Diniyah teachers' quality enhancement programme form involved policy implementation actors. In this policy implementation, it was acquired involved parties classifications. Classification stated that Madrasah Diniyah teachers' quality enhancement programme is carried out by bureau and non-bureau of East Java Provincial Government.

Bureau of East Java Provincial Government that became implementation actor in this policy is The Regional Secretariat Community Administration Bureau and Regional Financial and

Asset Management Board of East Java Province. Otherwise, the non-bureau is Diniyah Education Development of East Java Province and the organizing State or Private Islamic Universities.

Community Administration Bureau became this policy implementation actor within several matters, such as: (1) measure programme needed cost; (2) compose implementation manual; (3) conduct selection in determining the Islamic Universities organizer; (4) define participant quota of each Islamic Universities organizer; (5) receive the programme implementation financial report; (6) receive programme implementation progress report; (7) conduct programme and implementation evaluation; and (8) report programme implementation to governor (Jatim, 2016b).

Out of many Community Administration Bureau authorities in this policy implementation there are some which involved other parties, namely involving Private Islamic Universities Coordinator Region IV Surabaya in selection and Islamic Universities organizer determination process. This was undertaken because of many major duties and functions of Private Islamic Universities Coordinator Region IV Surabaya in conducting data gathering and supervision towards private Islamic universities in East Java. Therefore, Private Islamic Universities Coordinator Region IV Surabaya is rated as a party who is much aware of existing Islamic universities applying to be the programme organizer. Likewise with East Java Regional Bureau of Ministry of Religion, as party involved by Community Administration Bureau particularly on Madrasah Diniyah legality determination. Especially, indeed East Java Regional Bureau of Ministry of Religion does not hold role as this policy implementer, however because Madrasah Diniyah and Pondok Pesantren are educational institutions under their patronage, thus automatically East Java Regional Bureau of Ministry of Religion must hand the related information and data regarding the existence of Madrasah

Diniyah and Pondok Pesantren in East Java to East Java Provincial Government.

Other local government Work Unit who plays role in Madrasah Diniyah teachers' quality enhancement policy implementation in East Java is Board of Regional Finance and Asset Management, East Java Province. Generally, this board manages and arranges input and output flow of money and asset owned by East Java Province. Thereupon, this policy implementation regarding activities budget flow from East Java Provincial Government to Islamic universities organizer is undertaken by Local government finance office. Local government finance office distributes the budget through transfer towards the account of Islamic universities organizer an amount of budget set in East Java Governor Decree corresponding to students quota received by the Islamic universities organizer.

Budget distribution process by Local government finance office towards the Islamic universities organizer is undertaken through several stages, namely after East Java Governor released Decree concerning the Islamic universities organizer and applicants student quota in East Java Madrasah Diniyah teachers' quality enhancement programme, so Islamic universities organizer recruit the programme applicants student candidates (Ridho et al., 2021). Afterwards, Islamic universities organizer submits the application letter of budget disbursement to East Java Governor by attaching some documents arranged in the Memorandum of Understanding. After the letter is considered right and complete then East Java Governor writes Payment Warrant, towards Local government finance office, and according to that thus Local government finance office transfers an amount of budget to Islamic universities organizer.

Other parties involved in this policy is Institution of Diniyah Education Development of East Java Province. This institution is categorized as in-side government, which is

private party that conducts some of government duties and hence in undertaking their tasks this institution is funded by East Java Provincial Government. The duties carried out by Institution of Diniyah Education Development in this programme implementation are as followed: (1) gathering data of Madrasah Diniyah and Pondok Pesantren in East Java; (2) gathering data of Madrasah Diniyah teaches who do not hold bachelor degree qualification; (3) becoming team member of selection of programme applicants students candidates; (4) taking role in education curricula creation; (5) supervising the Diniyah education organizers/managers; (6) coordinating with some competent educational institutions on East Java Madrasah Diniyah teachers' quality enhancement and development act; (7) cooperating with society organizations, Pondok Pesantren and other religious organizations on East Java Madrasah Diniyah teachers' quality enhancement and development act; (8) composing Diniyah education database, particularly Madrasah Diniyah comprehensively within states/cities of East Java; (9) monitoring the Diniyah educational institutions within states/cities of East Java; and (10) reporting the task execution to the East Java Governor (Jatim, 2016b).

On the other hand other actor in East Java Madrasah Diniyah teachers' quality enhancement policy implementation is the Islamic universities organizer. Annually, after 2017 there are not less than 38 Islamic universities organizers (Jatim, 2016c), because it has been planned that Islamic universities organizer of each state/city is a Islamic universities who fulfils the set requirements. Meanwhile, if a state/city does not have a Islamic universities that meets those certain requirements, thus the possibility is the state/city may not hold any Islamic universities organizer. Numerous duties of the Islamic universities organizer in this programme implementation are as followed: (1) socializing the programme throughout the public society, minimum within the Islamic universities organizer's state/city; (2) taking role in selection of programme applicant

student candidates; (3) managing and utilizing the budget received from East Java Provincial Government in programme implementation; (4) conducting lectures towards programme participants until they finish the bachelor degree study; (5) reporting programme budget handling to East Java Provincial Government; (6) reporting the activity execution development periodically to East Java Provincial Government; and (7) submitting activity final report to East Java Provincial Government (Jatim, 2016b).

Execution of Implementation Funding Programme for Diniyah Education and Private Teachers policy in East Java Province is undertaken by some parties consisting of provincial, regional/city and school/Madrasah-level organizers (Jatim, 2016b).

1. Provincial-Level Administrator Team. Provincial-level administrator team is organizer formed by East Java Provincial Government involving several local government Work Unit, namely *Bappeda*, Education Authority, Local government finance office, Ministry of Religion and Institution of Diniyah Education Development of East Java Province. The main tasks and functions of provincial-level administrator are as followed: (1) determining budget allocation for each states/cities; (2) synchronizing data in state/city level; (3) socializing and coordinating the programme with state/city officials; (4) receiving the budget recipient candidates from state/city; (5) facilitating and coordinating plan and execution of programme; (6) receiving execution report from state/city; and (7) monitoring, evaluating and reporting programme implementation.
2. State/City-Level Administrator Team. State/city-level administrator team is programme and administration manager in state/city consisting of Education Authority and State/City Bureau of Ministry of Religion. This administrator team conducts policy implementation in

regard of: (1) socializing and coordinating either with recipient institutions or public society; (2) gathering and verifying data of recipient candidates; (3) determining budget allocation for each institution; (4) suggesting funding recipient candidates to State/City Government to be confirmed as funding recipients; (5) submitting Decree of Regent/Mayor to Provincial Education Authority concerning state/city-level administrator team and institution data and funding amount for each institution; (6) facilitating, coordinating and consulting funding disbursement and distribution; (7) controlling, monitoring, supervising and evaluating programme implementation; (8) gathering, verifying and recapulating programme and activity implementation report from the funding recipients; and (9) making programme and activity implementation result report and to Regent/Mayor, East Java Governor, Provincial Education Authority, and Regional Bureau of Ministry of Religion, East Java Province per semester and year.

3. School/*Madrasah*-Level Administrator Team. School/*Madrasah*-level administrator team is programme and administration manager in states/cities/institutions. Tasks undertaken by school/*Madrasah*-level administrator team in policy implementation are as followed: (1) socializing programme to teachers/*ustadz*, school committee, students' parents, students and society; (2) gathering and verifying data of fund recipient candidates; (3) submitting fund recipient suggested candidates to State/City-Level Administrator Team; (4) receiving, managing and being responsible over budget; (5) coordinating and consulting with State/City-Level Team regarding fund distribution and accountability; and (6) arranging and making implementation accountability report and afterwards submitting it to State/City-Level Administrator Team.

In diagram, fund distribution can be described in this following technical manual:

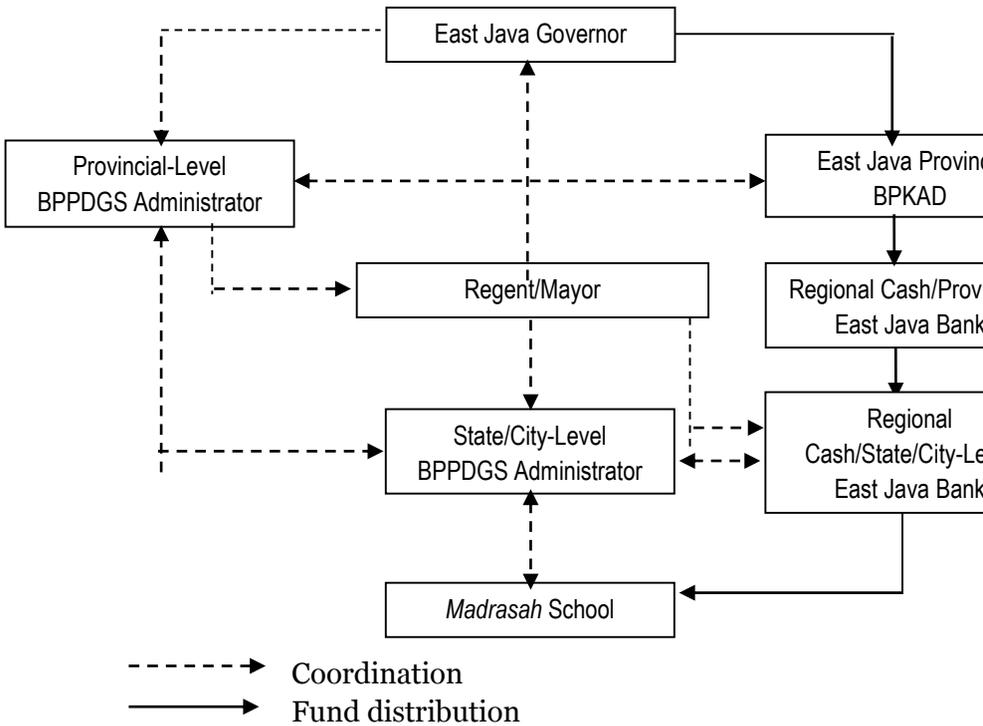


Figure 1. Fund Distribution Mechanism Implementation Funding Programme for Diniyah Education and Private Teachers (Jatim, 2016b)

Another matter must be taken into account concerning programme implementation is fund recipients selection and distribution/reception process (Jatim, 2016b).

1. Recipients Selection. Recipients' selection process begins by submitting suggested numbers of recipient candidates by school/*Madrasah*/institution to state/city-level administrator team. Next, based on that suggested numbers city-level administrator team conducts verification to the field to ensure data credibility submitted by school/*Madrasah*/institution team. Verification may involve officials from State/City Bureau of Ministry of Religion, ccommunication diniyah takmiliyah forum and Education Authority. According to that verification, certain recipient candidate data each school/*Madrasah*/institution

is obtained. Then, school/*Madrasah*/institution submits each fund recipient candidates' name data according to verified resulting amount. After number and name data of fund recipient candidates are received by state/city-level administrator team, next it is submitted to Regent/Mayor to be determined as fund recipient in the concerned state/city. Afterwards, state/city-level administrator team submitted recipient candidate data corresponding to Decree of Regent/Mayor to province-level administrator team. Then East Java Provincial Government selects fund recipient of each state/city.

2. Fund Distribution/Reception. Fund distribution process begins under Provincial to State/City Regional Cash after Governor receives fund disbursement application letter from Regent/Mayor in complete and right way. After the fund is placed in State/City Regional Cash, so school/*Madrasah*/institution submits the fund disbursement application letter to Regent/Mayor. After disbursement application letter from school/*Madrasah*/institution is received by Regent/Mayor and considered complete and right, thus Regent/Mayor will release Payment Warrant to the recipients' school/*Madrasah*/institution through transfer from regional cash account to recipients' school/*Madrasah*/institution's account. After the fund is placed in recipients' school/*Madrasah*/institution's account, furthermore recipients' school/*Madrasah*/institution conducts payment to fund recipient *ustadz*/teachers and manages/spends budget for school/*Madrasah* operational according to the submitted plans.

The programe is budgeted in East Java Provincial annually from 2010 to 2016 as follows: (Jatim, 2016c)

| NO | Year | Budget (Rp) | Realiz (Rp) |
|----|------|-------------|-------------|
|----|------|-------------|-------------|

|   |      |                 |                 |
|---|------|-----------------|-----------------|
| 1 | 2010 | 464.741.370.000 | 234.375.610.000 |
| 2 | 2011 | 291.200.040.000 | 273.468.120.000 |
| 3 | 2012 | 291.200.040.000 | 269.887.500.000 |
| 4 | 2013 | 204.859.650.000 | 203.578.510.000 |
| 5 | 2014 | 204.859.650.000 | 200.565.690.000 |
| 6 | 2015 | 201.110.100.000 | 195.566.800.000 |

### **The Implementation Model of East Java Provincial Government Policy on Madrasah Diniyah Development**

The presence of roles performed by numerous parties in this policy implementation indicated that this policy implementation possesses proximity to hybrid theory. This theory is synthesis outcome of top-down and bottom-up theory. This theory provides “backward mapping” concept with “forward mapping” idea. It argues that a programme success depends on the latter two elements, since they are related. Thereupon, the policy makers must begin by considering policy instruments and available resources aiming for the policy alter (“forward mapping”). Besides, they have to figure out the incentive structure of actors and targeted groups (“backward mapping”) (Pulzl & Treib, 2015).

This theory explains that policy implementation is higher scoring in coordination and collaboration in-between separated but depending-on-each-other actors. Relation between bureaucracy of East Java Provincial Government, State/City Government in East Java, Islamic universities in East Java and Madrasah Diniyah in East Java in their each and own position and portion on this Madrasah Diniyah development policy implementation becomes a solid evidence that this policy implementation possessing hybrid theory.

However, hybrid theory merely explains that policy implementation effectiveness is defined by formal implementer actors, namely Regional Government bureaucracies. Meanwhile in fact the good intention by society to promote the policy implementation effectiveness is also placed in a strategic position. In East Java, this policy has gained firm supports since its formulation until implementation very clearly. In this regard, author stated that as term of society-endorsed hybrid.

Meanwhile, in context of Madrasah Diniyah development policy implementation, either in Madrasah Diniyah teachers' bachelor degree scholarship or fund programme, East Java Provincial Government has never clashed with the existing rules, as these two programmes have been undertaken under authority of East Java Provincial Government. Despite this programme's target is educational institutions under umbrella of Ministry of Religion, prior the decentralization; however, this policy operationalization is at East Java Provincial Government's. It also depicted that budget politics can determine effectiveness and efficiency of a policy implementation. The factor that supports the effectiveness of policy implementation is cooperation between local governments and communities, where the sustainability of the cooperation is influenced by commitment, identification of priority needs, integration and harmonization processes, participatory and institutional models (Sururi, 2020). Not only that, the empowerment of local governments by the education authorities is crucial to the sustainability of national education programs (Arfani, 2019).

## CONCLUSIONS

Based on explanations above it can be concluded that: first, East Java Provincial Government holds two public policies that are directly related to Madrasah Diniyah development; (1) the policies are Madrasah Diniyah Teachers' Quality Enhancement Programme, and Implementation Funding

Programme for Diniyah Education and Private Teachers, and (2) Madrasah Diniyah development policy implementation involves several parties as policy implementers, either the government bureaucracies or inside-government institutions. (3) this policy implementation model is hybrid society endorsement.

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