


Policy Evaluation Through West Java Provincial Regulation No. 1 of 2021 on the Facilitation of Pesantren Administration: Case Study at Pondok Pesantren Cibereum Kidul, Cimahi

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Article Info	ABSTRACT
<p>Keywords: Evaluation, Policy, Regional Regulation, Facilities, Pesantren</p>	<p>Facilitating the administration of pesantren in accordance with their traditions and unique characteristics is essential. Therefore, the Government of West Java is expected to support and strengthen the role and contribution of pesantren within the province, as stipulated in West Java Provincial Regulation No. 1 of 2021. In Cimahi City, however, not all pesantren have received such facilitation from the government, including Pondok Pesantren Cibereum Kidul. Inadequate facilities reduce the attractiveness of a pesantren compared to other educational institutions. Consequently, pesantren with insufficient facilities tend to lag behind, lose public interest, and experience a decline in service quality for their santri (students). This study aims to: a) Evaluate the policy implementation of West Java Provincial Regulation No. 1 of 2021 concerning pesantren facilitation at Pondok Pesantren Cibereum Kidul, Cimahi. b) Determine whether Pondok Pesantren Cibereum Kidul has received government facilitation support. c) Identify obstacles in implementing the regulation.</p>
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INTRODUCTION

Facilitating the administration of *pesantren* in ways that respect their traditions and unique characteristics is vital. The West Java Provincial Government is mandated to support and strengthen the role and contribution of *pesantren* in the province, as outlined in West Java Provincial Regulation No. 1 of 2021. However, in Cimahi City, not all *pesantren* have benefited from this facilitation, including Pondok Pesantren Cibereum Kidul. Insufficient facilities affect the institution's appeal to the public, who often compare it to other educational institutions. This situation causes *pesantren* with inadequate facilities to fall behind, lose public attention, and ultimately experience a decline in administrative quality and service delivery to *santri*.

Pondok Pesantren Cibereum Kidul, located on Jalan Mukodar Kebon Kopi, Kelurahan Cibereum, Kecamatan Cimahi Selatan, was founded in 1620 AD by an Islamic scholar, Embah Mukodar, originally from Surabaya, East Java. His mission was to propagate Islam, which at that time was considered a "new religion" by the predominantly Hindu community. He traveled extensively before settling and developing the swampy area where the *pesantren* now stands. In its early days, the institution was a modest Islamic learning center (*padepokan*)

that attracted many *santri* due to the scarcity of Islamic educational institutions in West Java. Despite restrictions imposed by the Dutch colonial authorities, who regarded Islamic scholars as radicals or rebels, and resistance from the largely Hindu Priangan community led by Regent Raden Suriadiwangsa (Pangeran Ranga Gempol Kusumadianata), Embah Mukodar persevered. Over time, the number of *santri* increased, and the *padepokan* evolved into a *pesantren*.

Leadership of the institution was passed down through generations, producing many renowned scholars (*ulama*). Today, Pondok Pesantren Cibereum Kidul remains active, managed by descendants and in-laws of previous leaders.

Under Article 5(1) of the regulation, *pesantren* are categorized as:

- a. Those offering education through the study of *kitab kuning* (classical Islamic texts).
- b. Those offering education in the form of *dirasah Islamiyah* with a *mu'allimin* teaching model.
- c. Other integrated forms combining religious and general education.

In accordance with Article 4, *pesantren* must meet the following elements: a *kiai* (religious leader), resident *santri*, a dormitory, a mosque or prayer hall, and the study of *kitab kuning* or *dirasah Islamiyah* with a *mu'allimin* model. Previous research, such as *The Influence of Learning Facilities and the Environment of Pondok Pesantren Al Husna on Student Achievement in Social Studies for Grade VII C at Mts. Islamiyah Malo (2019/2020)*, focused on the relationship between facilities and learning outcomes. In contrast, this study evaluates the implementation of West Java Provincial Regulation No. 1 of 2021 at Pondok Pesantren Cibereum Kidul.

The term *evaluation* originates from the English word "evaluation," meaning *assessment*. According to Suchman (1961) in Arikunto (2010:1), evaluation is a process of determining the outcomes of planned activities and achievements in order to support the attainment of objectives. Worthen and Sanders (1973), as cited in Arikunto (2010:1), describe evaluation as an activity aimed at obtaining useful information to assess the existence of a program, product, procedure, and alternative strategies proposed to achieve specific goals.

Arikunto and Abdul Jabar (2010:2) define evaluation as the process of gathering information about how something functions, which is then used to determine the most appropriate alternatives for decision-making. Similarly, Mohammad Ali (2014) states that evaluation is generally conducted to assess the feasibility of a plan, its implementation, and the outcomes of a program or policy. Stanley and Hopskin (1978), in Mohammad Ali (2014), further explain that evaluation is an activity undertaken to assess the value of something. Sugiyono (2015) defines evaluation as a process to determine the extent to which a plan has been implemented and the degree to which program objectives have been achieved.

A policy is a spoken or written statement that provides general guidance regarding scope, boundaries, and direction for action. Etymologically, the Indonesian term *kebijakan* is derived from the English word *policy*. Policy can also be understood as a set of concepts and principles that guide the execution of work, leadership, and actions. Policies are usually well-considered

decisions made by top-level decision-makers, rather than routine or procedural activities bound by established rules.

According to Abdul Wahab (2005), public policy is:

“A sanctioned action aimed at a specific goal, directed at a particular, interrelated problem that affects a significant portion of the community.”

Anderson, as cited in Budi Winarno (2007:18), states:

“Policy is better understood as focusing on what is actually done, rather than what is proposed or intended. This concept also clearly distinguishes between policy and decision, with the latter being the selection among available alternatives.”

Richard Rose, as cited in Budi Winarno (2007:17), further asserts:

“Policy should be understood as a series of interrelated activities and their consequences for those concerned, rather than as an isolated decision.”

Holwet and M. Ramesh (Subarsono, 2005:13) outline five stages in the public policy process:

1. Agenda Setting – the process of ensuring an issue gains government attention.
2. Policy Formulation – the process of developing policy options.
3. Policy Adoption – the process of deciding whether or not to take action.
4. Policy Implementation – the process of executing the policy to achieve results.
5. Policy Evaluation – the process of monitoring and assessing the performance or results of the policy.

From these perspectives, policy can be defined as deliberate actions or inactions by an individual, group, or government that involve selecting among various alternatives to achieve specific objectives.

Regional Regulations (*Perda*) are legal instruments enacted jointly by the regional head either at the provincial or regency/municipal level—and the Regional House of Representatives (DPRD). They provide a legal framework for implementing regional autonomy and represent the authority of local governments to regulate their territories.

A *Perda* essentially elaborates on higher-level laws while accommodating the unique characteristics of the region. Its primary objectives are to empower communities and foster regional self-reliance. The drafting of a *Perda* must follow the general principles of law-making, including prioritizing public interest, upholding human rights, and considering environmental and cultural aspects.

According to Law No. 10 of 2004 on the Formation of Laws and Regulations, a *Perda* is a regulation established by the DPRD with the approval of the regional head. A *Perda* may also be formed through delegated authority from higher legislation.

Tjiptono (2014) defines facilities as “physical resources that must exist before a product or service can be offered to consumers.” Facilities are critical in service industries; therefore, their condition, design (both interior and exterior), and cleanliness must be considered carefully, as they directly influence customer perceptions. Kotler (2016) describes facilities as “all physical equipment provided by service providers to support customer comfort.”

Daradjat (2014) explains that facilities encompass anything that facilitates and expedites work toward achieving an objective. Businesses require various tools and

resources, the type and function of which depend on the scale of activities. Nirwana (2014) identifies several factors influencing facilities:

1. Facility design
2. Functional value
3. Aesthetic appeal
4. Supportive conditions
5. Supporting equipment

Tjiptono (2014) outlines six key indicators of facilities: spatial considerations, room planning, furniture and equipment, lighting and color schemes, supporting elements, and decision-making processes.

A *pondok pesantren* is an Islamic educational institution where students (*santri*) study and reside. Bustaman Ahmad, as cited in Umiarso and Nur Zazin (2011:14), explains that the term *pondok pesantren* comes from the word *santri*, with the prefix “pe-” and the suffix “-an,” meaning “a place where santri live.” The term *santri* is believed to originate from the Sanskrit word *sahastrī* (castrī), meaning “a person knowledgeable in sacred Hindu texts,” derived from *shastra*, meaning “religious or scholarly works.”

Zamakhsyari Dhofier (1985:35) identifies five essential elements of a pesantren:

1. Pondok (Dormitory) – accommodation facilities enabling direct interaction and cooperation between the *kiai* (religious leader) and students.
2. Mosque – the primary place of worship, also functioning as a center for education and cultural development.
3. Santri – either resident (*santri mukim*) or commuting (*santri kalong*) students.
4. Kiai – the central figure whose leadership, knowledge, and character determine the pesantren’s progress.
5. Classical Islamic Texts (Kitab Kuning) – traditional Islamic literature that forms the foundation of the curriculum.

The general aim of pesantren is to shape students’ character, strengthen their morals, and provide them with religious knowledge. The teaching content is primarily drawn from classical texts, delivered through traditional methods such as *sorogan* and *bandongan*. Evaluation methods vary across pesantren, but they often involve assessing a student’s mastery of a particular *kitab* and their ability to apply Islamic teachings within the community.

1. How is the policy evaluation of West Java Provincial Regulation No. 1 of 2021 on the Facilitation of *Pesantren* Administration conducted at Pondok Pesantren Cibereum Kidul, Cimahi City?
2. Has Pondok Pesantren Cibereum Kidul received facilitation support from the government?
3. What challenges are encountered in implementing West Java Provincial Regulation No. 1 of 2021 on the Facilitation of *Pesantren* Administration?

METHOD

This research uses a descriptive qualitative approach. According to Bogdan and Taylor (in Moleong, 2002:3), qualitative research is a procedure that produces descriptive data in the form of written or spoken words from people and observed behavior.

1. Interview

Esterberg (2002), as cited in Sugiyono (2015:75), defines an interview as a meeting between two individuals to exchange information through questions and answers, enabling the construction of meaning on a particular topic. In this study, interviews were conducted with relevant government officials and community members associated with the *pesantren* to obtain comprehensive information and insights.

2. Observation

According to Nasution (1988), as cited in Sugiyono (2015:64), observation is the foundation of all scientific knowledge. Direct observations were carried out in the *pesantren* environment to monitor activities and contributions related to program implementation. The observations were recorded in field notes and supported by tools to facilitate the process.

3. Document Study

This method involved collecting and reviewing data, information sources, and materials obtained from books, literature, articles, regulations, and policies relevant to the research topic.

Data analysis is the process of examining and interpreting the collected data to draw conclusions from the research findings. The process involved reviewing all available data from various sources collected during fieldwork, including interviews, observations recorded in field notes, personal documentation, official documents, photographs, and other supporting materials (Moleong, 2002:190).

RESULT AND DISCUSSION

This study was conducted in Cipageran, Cimahi City. The following is a site plan of the research location, which serves as the study area:

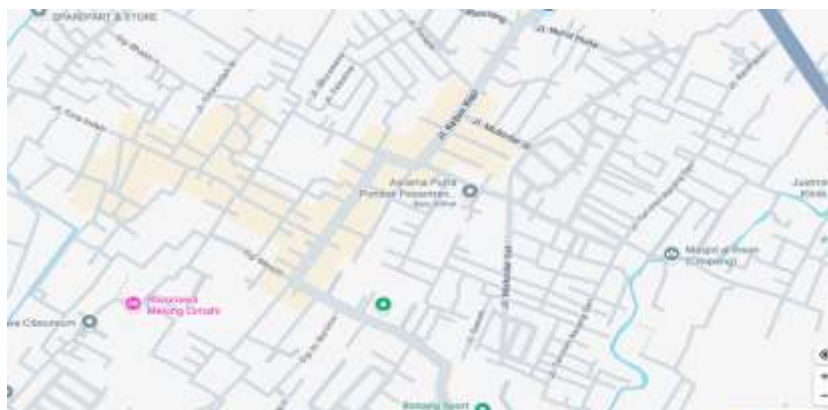


Figure 1. Pondok Pesantren Cibereum Kidul, Cimahi City

The research setting for this study is Pondok Pesantren Cibereum Kidul, Cimahi City. The object of this research is the *pesantren* itself, while the subjects of the research are the administration of *pesantren* facilities—how the institution meets the needs of its *santri* (students), whether the facilities are adequate, and the extent of support received from the government for facility provision.

In qualitative research, the term *research focus* refers to the central theme or main issue under investigation. The focus of this study is the policy evaluation of West Java Provincial Regulation No. 1 of 2021 on the Facilitation of *Pesantren* Administration, with a case study at Pondok Pesantren Cibereum Kidul, Cimahi.

West Java Provincial Regulation No. 1 of 2021 on the Facilitation of *Pesantren* Administration constitutes a formal recognition of, and support for, the existence and contributions of *pesantren* to regional development. The regulation outlines the local government's facilitation of *pesantren* in three main areas: education, religious outreach (*dakwah*), and community empowerment.

At Pondok Pesantren Cibereum Kidul, Cimahi, the implementation of this regulation has commenced but remains incomplete. Several forms of facilitation have been received, including:

1. Pesantren management training organized by the West Java Provincial Education Office.
2. Operational assistance in the form of limited grants allocated in specific fiscal years.
3. Religious development activities.
4. Infrastructure enhancement support, such as the renovation or construction of dormitory rooms, sanitation facilities, and the mosque.
5. Assistance with institutional licensing for the *pesantren* through the Ministry of Religious Affairs (*Kemenag*).



Figure 2. Interview with the Leaders of Pondok Pesantren Cibereum Kidul (*KH. Alam Ridwan* and *Hj. EnoK*)

However, several facilities mandated by the regulation have not yet been fully provided or are still unavailable, including:

- a. Provision of educational equipment and information technology support;
- b. Facilitation of productive economic partnerships to promote the *pesantren's* economic self-sufficiency.



Figure 3. Productive Economy of Pondok Pesantren Cibereum Kidul (*Hydroponic Vegetable Farming and Rabbit Breeding*)

The figure illustrates the *pesantren's* self-sufficiency initiatives, which are funded entirely through the personal resources of the *pesantren* owners, rather than by the government. These initiatives include the cultivation of hydroponic vegetables—such as water spinach, mustard greens, and bok choy—and rabbit farming. Due to the lack of government attention and assistance in establishing productive economic partnerships to support *pesantren* self-reliance, the institution has relied on privately funded vegetable cultivation and rabbit breeding. The absence of government grants in this area has limited the *pesantren's* capacity to further develop its economic independence.

Other facilities that have not yet been received include:

- a. Legal protection and advocacy for *pesantren*;
- b. Guaranteed and structured access to local government budgets on a regular basis.

Alignment of Facilitation with Pesantren Needs

Interviews with *pesantren* administrators indicate that the current primary needs of Pondok Pesantren Cibereum Kidul include:

- a. Renovation of damaged dormitory buildings and classrooms;
- b. Capacity building for *ustadz* (teachers) and management staff through training in administration and pedagogy;
- c. Access to business capital for *pesantren*-owned enterprises;
- d. Digitalization of curricula and learning media.

Provincial Regulation No. 1 of 2021 has, in principle, accommodated most of these needs within its legal framework. However, the main challenge lies in its implementation and the prioritization of local policies. The local government does not yet have a systematic mechanism for mapping the actual needs of each *pesantren*.

Factors Hindering the Implementation of the Regulation

The implementation of facilitation under this regulation faces several challenges:

- a. The absence of derivative technical regulations (such as governor regulations or technical guidelines) that detail the practical mechanisms for *pesantren* to access facilitation;
- b. Limited allocation of regular budgets for *pesantren* facilitation at both provincial and municipal levels;
- c. Inadequate data collection and profiling of *pesantren*, leading to misdirected assistance;
- d. Limited capacity within *pesantren* to prepare grant proposals or requests for facilitation.

Facilities are an integral component of *pesantren* operations. Their availability, adequacy, and safety are not only basic necessities but also indicators of the quality of *pesantren* services. Through Provincial Regulation No. 1 of 2021, local governments should ensure that all *pesantren*—including Pondok Pesantren Cibereum Kidul—have access to renovation and construction assistance for physical infrastructure, in order to safeguard the quality of religious education in Cimahi.

The following are examples of facilities that have been provided to Pondok Pesantren Cibereum Kidul:

1. Pesantren Management Training by the West Java Education Office
This training represents a form of facilitation aimed at strengthening institutional capacity. Its objectives are to:
 - a. Professionally manage *pesantren* administration;
 - b. Develop annual institutional work plans;
 - c. Prepare transparent and accountable financial reports;
 - d. Understand institutional regulations and quality standards for *pesantren*.

However, the training has been conducted on a limited scale and has not reached all *pesantren*. At Pondok Pesantren Cibereum Kidul, only some administrators have participated, and the training has not been followed up with sustained mentoring programs.

2. Provision of Operational Assistance in the Form of Limited Grants for Specific Fiscal Years

The *pesantren* has previously received operational grant assistance from the local government. These funds were used to support educational activities and daily operations, including:

- a. Purchasing stationery and teaching supplies;
- b. Organizing supplementary learning sessions for *santri* (students);
- c. Meeting the logistical needs of the *pesantren*.

However, these grants are irregular and depend on the annual budget allocation as well as a relatively complex proposal submission process. Consequently, the *pesantren* faces challenges in long-term planning due to the lack of certainty regarding annual budgetary support.



Figure 4. Cibereum Kidul Pesantren Library

3. Religious Development Activities

This facilitation consists of counseling sessions, seminars, and discussions on:

- a. Religious moderation
- b. Prevention of radicalism and intolerance
- c. Strengthening the Pancasila ideology among *santri*

This program plays a crucial role in maintaining a balance between religious education and national values. However, at Cibereum Kidul, such activities remain incidental and have not yet been incorporated into the *pesantren's* curriculum. The institution hopes that these programs will be implemented regularly and in a structured manner, rather than only when triggered by certain national issues.



Figure 5. Religious Competition Trophies, Pondok Pesantren Cibereum Kidul

4. Facilitation for Strengthening Physical Infrastructure (renovation or construction of dormitory rooms, sanitation facilities, and mosque)

Provincial Regulation No. 1 of 2021 mandates that local governments must provide facilitation for the enhancement of *pesantren* facilities and infrastructure, including the renovation or construction of physical facilities such as *santri* dormitories, classrooms, and supporting amenities like sanitation systems and access to clean water.

However, at Pondok Pesantren Cibereum Kidul, the implementation of this facilitation has been far from optimal, with most efforts failing to directly address the physical infrastructure needs.

Current Physical Conditions at Pondok Pesantren Cibereum Kidul:

- a. *Santri* Dormitory
 1. The dormitory building is undersized, and construction remains incomplete due to budget constraints.
 2. Storage space is extremely limited and poorly organized.
 3. The parking area is insufficient.
- b. Sanitation Facilities
 1. The toilets are adequate for *santri* use and are equipped with complete amenities; however, the bathrooms are insufficient, with only a few units available.
 2. There is no spacious laundry or drying area for *santri* clothing.
- c. Mosque
 1. The mosque at Pondok Pesantren Cibereum Kidul is spacious and comfortable, accommodating both *santri* and members of the local community.
 2. The mosque is well-equipped, with facilities in good condition, including toilets.





Facilitation for Institutional Registration of the *Pesantren* with the Ministry of Religious Affairs (Kemenag)

One form of administrative facilitation already received is assistance in obtaining legal recognition for the *pesantren* through registration in the *Sistem Informasi Manajemen Pesantren* (SIMPONI) managed by the Ministry of Religious Affairs. This facilitation has provided the *pesantren* with clearer legal status and has opened opportunities for further assistance and cooperation. The support includes:

- a. Guidance in completing documents and fulfilling requirements
- b. Coordination with the Ministry of Religious Affairs in Cimahi City
- c. Consultation on institutional legal matters (articles of association, decrees, organizational structure, etc.)

Expected Outcomes

Pondok Pesantren Cibereum Kidul has established several strategic outcomes to strengthen and improve its physical facilities and supporting infrastructure, as follows:

1. Availability of Adequate Physical Facilities and Infrastructure
 - a. Completion of renovations for dormitory buildings and classrooms to meet proper living and learning standards
 - b. Provision of sufficient sanitation facilities, including bathrooms
 - c. Construction of a multipurpose hall and additional learning spaces to support religious outreach, skills training, and religious discussions
2. Improved Quality of the Learning and Living Environment for *Santri*
 - a. A healthy, safe, and comfortable *pesantren* environment that supports *santri* in their daily learning, worship, and rest activities
 - b. Creation of a child-friendly and *santri*-friendly environment that fosters positive character development
3. Secured Access to Local Government Assistance Programs

- a. The *pesantren* can regularly and sustainably access local government development facilitation programs
 - b. Preparation of technical proposals for renovation and facility development that meet government standards
 - c. Establishment of partnerships between the *pesantren*, local government, and private sector partners for infrastructure development
4. Enhanced Competitiveness of the *Pesantren*
- a. Adequate facilities will increase public trust and encourage prospective guardians to enroll their children in the *pesantren*
 - b. The *pesantren* will serve as a center for education, religious outreach, and community empowerment supported by strong and representative facilities
 - c. Greater institutional self-reliance due to possessing infrastructure as a long-term asset

CONCLUSION

Based on the findings and analysis of the implementation of West Java Provincial Regulation No. 1 of 2021 at Pondok Pesantren Cibereum Kidul Cimahi, the following conclusions can be drawn: The implementation of the facilitation policy for *pesantren* management under Regional Regulation No. 1 of 2021 has not yet been optimal. Although the regulation represents formal state recognition of the strategic role of *pesantren* in education, religious outreach (*dakwah*), and community empowerment, its application in practice remains largely limited to administrative matters and ideological guidance. Forms of facilitation already received by Pondok Pesantren Cibereum Kidul include management training, operational assistance in the form of grants, religious guidance programs, infrastructure facilities, and assistance with institutional legalization. However, more tangible and strategic facilitation—such as infrastructure improvements, sustainable human resource capacity building, and productive economic support—has yet to be fully realized. The condition of the *pesantren's* facilities and infrastructure remains far from adequate, with no sufficient learning space available. This reflects a clear gap between the provisions of the regulation and the reality faced by the *pesantren*. Factors hindering the implementation of the regulation include a lack of socialization and technical guidelines, limited regional budgets, the absence of an integrated *pesantren* database, and weak inter-agency coordination. In addition, *pesantren* also face capacity constraints in preparing proposals or accessing government programs. The *pesantren* has outlined desired outcomes from facilitation, including the availability of adequate physical infrastructure, a healthy and safe learning environment, and active involvement from local government in supporting *pesantren* self-reliance. Achieving these outcomes requires synergy between the government, civil society organizations, and the community.

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