



ANALYSIS OF CHALLENGES AND OPPORTUNITIES IN THE IMPLEMENTATION OF THE REGULATION OF THE MINISTER OF RELIGIOUS AFFAIRS OF THE REPUBLIC OF INDONESIA NO. 24 OF 2018 ON MADRASAH PRINCIPALS IN MAJENE REGENCY

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ABSTRACT

This study examines the Analysis of Challenges and Opportunities in the Implementation of Indonesian Minister of Religious Affairs Regulation No. 24 of 2018 on Madrasah Principals in Majene Regency. It explores three main aspects: the challenges, opportunities, and outcomes associated with the implementation of this regulation. The research aims to describe these factors and evaluate their impact on madrasah management in the region. Employing a qualitative descriptive approach with a juridical perspective, this study analyzes the extent to which the regulation aligns with its practical implementation. Data sources comprise both primary and secondary materials, collected through observation, interviews, and document analysis. The data analysis process follows three stages: data reduction, data presentation, and conclusion drawing. The findings indicate that the implementation of the regulation in Majene Regency remains suboptimal. Several components within the Ministry of Religious Affairs' local administration have yet to fully comply with the regulation. Moreover, many madrasah principals demonstrate limited knowledge and understanding of its provisions, resulting in ineffective implementation and subpar outcomes. This gap between policy and practice underscores the need for enhanced dissemination, targeted training, and continuous support to ensure the regulation achieves its intended objectives.

Keywords: Madrasah principals; policy implementation; Majene regency; educational management

1. INTRODUCTION

The madrasah principal plays a crucial role as the primary leader and is responsible for the overall management of the institution, which is founded on Islamic values. Their core duties

include planning, implementing, supervising, and evaluating all educational activities within the madrasah to ensure alignment with its vision, mission, and objectives. Effective leadership in madrasahs is essential for ensuring high-quality education, fostering student achievement, and maintaining institutional sustainability. Recognizing the significance of madrasah leadership, the Indonesian government introduced Minister of Religious Affairs Regulation (Peraturan Menteri Agama, PMA) No. 24 of 2018, which provides a regulatory framework for the appointment, qualifications, and professional development of madrasah principals. This regulation was issued by the Ministry of Religious Affairs with the objective of standardizing the leadership structure in madrasahs and ensuring that principals possess the necessary competencies to lead effectively. The regulation sets specific requirements for madrasah principals, including managerial skills, instructional leadership, and administrative expertise. Additionally, it mandates that every madrasah principal obtain an official certification as a prerequisite for assuming the role.

The importance of certification is explicitly stated in Article 6, Paragraph 1 of the regulation, which outlines the process of certification and the institutions authorized to issue it: "The Madrasah Principal Certificate, as referred to in Paragraph 1, Letter L, is a certificate issued by the Religious Education and Training Center, the Research and Development Agency, and the Education and Training Agency of the Ministry of Religious Affairs and/or other authorized institutions" (INDONESIA, 2018). The implementation of this regulation is expected to serve as a strategic measure to improve the quality of madrasah education across Indonesia. By setting a national standard for leadership competencies, the regulation aims to enhance the effectiveness of madrasah governance, ensure consistent educational practices, and promote better learning outcomes for students.

Majene Regency, located in West Sulawesi, presents a compelling case study for analyzing the practical challenges and opportunities associated with implementing this regulation. The region's geographical and demographic characteristics contribute to both the strengths and obstacles in madrasah management. While Majene has significant human resource potential, it faces persistent difficulties in terms of educational infrastructure, access to professional development, and regulatory compliance (Utama, 2016). One of the primary challenges in implementing PMA No. 24 of 2018 in Majene Regency is the lack of understanding and preparedness among madrasah principals. Many principals struggle to meet the competency standards outlined in the regulation due to various factors, including limited professional training, insufficient access to learning resources, and the absence of structured mentorship programs (Firmansyah, 2018). The regulation mandates that madrasah principals possess skills in managerial leadership, academic supervision, and transformational leadership; however, not all madrasah principals in the region have had the opportunity to acquire these competencies. Additionally, logistical and financial constraints pose significant barriers to the successful implementation of the regulation. Many madrasahs in remote areas of Majene lack adequate funding and resources to support continuous professional development for their principals. As a result, some madrasah leaders remain unfamiliar with the regulatory requirements, leading to inconsistencies in policy enforcement and ineffective school management practices. Resistance to change is another challenge that has emerged in the implementation of the regulation. Some madrasah principals and administrators may be reluctant to adopt new leadership standards due to deeply ingrained traditional practices. This reluctance can slow the adoption of innovative

management strategies and hinder efforts to improve overall educational quality. Overcoming this resistance requires targeted interventions such as awareness campaigns, training programs, and supportive policy measures that encourage compliance and adaptation to new standards.

Despite the challenges, PMA No. 24 of 2018 also presents significant opportunities for enhancing the quality of madrasah education in Majene Regency. One of the key benefits of the regulation is its emphasis on improving human resource capacity through structured training and certification programs. By requiring madrasah principals to obtain formal certification, the regulation fosters a culture of continuous learning and professional development, ultimately leading to more effective school leadership. Another important opportunity provided by the regulation is the reinforcement of madrasah autonomy in shaping internal policies and decision-making processes. The regulation allows madrasahs greater flexibility in adapting to the specific needs of their students and communities. This increased autonomy can lead to more responsive educational strategies, better resource allocation, and improved student outcomes. Additionally, the regulation aligns with broader national efforts to modernize Islamic education in Indonesia. By strengthening leadership competencies and institutional governance, PMA No. 24 of 2018 contributes to the long-term sustainability of madrasahs as centers of excellence in Islamic education. The regulation also encourages collaboration between madrasahs, government agencies, and educational stakeholders to address common challenges and share best practices. The significance of resilience and perseverance in overcoming challenges is emphasized in Surah Al-Inshirah (94:5):

إِنَّ مَعَ الْعُسْرِ يُسْرًا

Translation:

"Indeed, with hardship comes ease."

This verse serves as a reminder that every challenge presents an opportunity for growth and improvement. The implementation of the regulation may encounter obstacles such as resource limitations, uneven comprehension of its provisions, and resistance to change. However, if managed effectively, it holds the potential to enhance educational quality, improve madrasah principal competencies, and ultimately achieve the intended objectives of madrasah education (Web, 2018).

In an effort to understand the dynamics of policy implementation related to madrasah leadership, this study has reviewed various previous studies. One relevant study is the research conducted by Ahmad Tobirin (2018) titled *The Process of Changing the Status of Private Madrasah to State-Owned Madrasah*. The findings of this study indicate that the transformation from private to state madrasah was driven by the need to improve the quality of education, enhance competitiveness, and address financial constraints faced by private madrasah. The impact of this transformation includes improvements in human resources and educational facilities; however, it also presents challenges, particularly in the transfer of assets to the government.

There are several similarities between Tobirin's study and the present research, particularly in examining the role of madrasah principals as agents of change in madrasah management. Both studies employ a qualitative approach to explore phenomena related to government

regulations. However, there is a fundamental difference between the two. Tobirin's study focuses on the transformation process of madrasah status from private to state-owned, whereas this study has a broader scope by examining the implementation of Minister of Religious Affairs Regulation (PMA) No. 24 of 2018, including its challenges and opportunities. Additionally, Tobirin's research was conducted at MAN 2 Malang, whereas the present study focuses on Majene Regency, which has distinct social, economic, and educational characteristics.

This study focuses on three main aspects of the implementation of PMA No. 24 of 2018 concerning madrasah principals in Majene Regency: challenges, opportunities, and policy outcomes. The first aspect, challenges in implementation, refers to various obstacles that may hinder the effectiveness of the policy. Some of the main challenges identified in this study include limited budget allocation for the capacity development of madrasah principals, which often results in suboptimal training and certification programs. Another major challenge is resistance to policy changes from both madrasah principals and other stakeholders, which can slow down the adoption of new regulations. Additionally, there are significant disparities in educational quality among madrasah, particularly between urban and rural institutions, leading to inconsistencies in the implementation of policy standards.

The second aspect, opportunities in implementation, highlights potential strategies that can be leveraged to strengthen the application of this policy. One key opportunity is strengthening strategic partnerships between madrasah and external institutions, such as higher education institutions and civil society organizations, to support the professional development of madrasah principals. Additionally, optimizing the use of technology and innovation in madrasah management can enhance leadership effectiveness and improve learning outcomes. Support from local government policies also presents an opportunity to accelerate regulatory adoption by aligning the implementation of PMA No. 24 of 2018 with local needs.

The third aspect, outcomes of policy implementation, examines the expected positive impacts of this regulation on madrasah management in Majene Regency. The successful implementation of this policy is anticipated to lead to improved madrasah management quality, particularly in leadership, financial governance, and strategic planning. Furthermore, more effective learning processes can be achieved through professional leadership that prioritizes student development. Ultimately, this policy aims to facilitate the realization of madrasah as centers of excellence in Islamic-based education that are competitive and responsive to societal needs.

2. METHODS

This study was designed to explore and analyze the implementation of Minister of Religious Affairs Regulation (PMA) No. 24 of 2018 concerning madrasah principals in Majene Regency. A descriptive qualitative approach was employed, focusing on illustrating the challenges, opportunities, and outcomes of the policy implementation. The research methodology was structured into several key stages, which are explained as follows:

Type of Research and Approach

This study employed a qualitative research design with a descriptive approach. Descriptive research aims to systematically, factually, and accurately describe phenomena or issues based on the data obtained (Muhammad Hasan, 2022). In this study, a juridical approach was adopted, allowing the researcher to analyze the content and relevance of Minister of Religious Affairs Regulation No. 24 of 2018 within the context of madrasah education in Majene Regency. This approach not only examined the regulation textually but also analyzed its application and implications for madrasah management.

Data Sources

The data sources in this study were classified into two main categories: 1) Primary Data Sources: Primary data were obtained directly from the field through interactions with research subjects. These sources included in-depth interviews with madrasah principals, teachers, Ministry of Religious Affairs officials, and other relevant stakeholders involved in the implementation of PMA No. 24 of 2018. 2) Secondary Data Sources: Secondary data consisted of supporting documents such as regulatory texts, official reports, journals, books, and academic articles relevant to madrasah principal policies. These sources were utilized to enrich and strengthen the analysis of primary data.

Data Collection Methods

The data collection process in this study was carried out using three primary techniques: 1) Observation: Direct observations were conducted to examine the implementation process of PMA No. 24 of 2018 in selected madrasah within Majene Regency. This observation covered managerial aspects, the quality of madrasah principal performance, and interactions with relevant stakeholders. 2) In-Depth Interviews: Structured and semi-structured interviews were conducted with key informants, including madrasah principals, teachers, and officials from the Ministry of Religious Affairs. These interviews aimed to gain an in-depth understanding of the challenges, opportunities, and outcomes of the policy implementation. 3) Document Analysis: Various documents related to the implementation of PMA No. 24 of 2018 were collected and analyzed. These documents included regulatory texts, meeting records, madrasah annual reports, and training materials for madrasah principal development.

Data Analysis Methods

The data collected from observations, interviews, and document analysis were processed and analyzed through a systematic approach consisting of three main stages: data reduction, data presentation, and conclusion drawing with verification. This analytical process was essential in ensuring that the data were appropriately organized, interpreted, and validated to support the research objectives effectively.

Data reduction was the initial stage in the analysis process, where the collected data were carefully selected, sorted, and simplified. The purpose of this stage was to eliminate irrelevant or redundant information while focusing on the essential aspects related to the implementation of PMA No. 24 of 2018 in Majene Regency. Through this process, the researcher was able to structure the data in a more manageable form, making it easier to identify patterns, key themes, and significant findings. Data reduction also allowed for the categorization of information based

on emerging issues, such as challenges, opportunities, and the overall impact of the policy implementation.

Following the data reduction stage, the next step involved presenting the refined data in a structured and coherent manner. The data were organized in the form of descriptive narratives, tables, and diagrams to facilitate a comprehensive understanding of the research findings. This stage aimed to highlight the relationships, trends, and emerging themes within the collected data, allowing the researcher to interpret the findings systematically. By using various forms of data presentation, including textual descriptions and visual representations, the research findings could be communicated more effectively, making it easier to compare and contrast different aspects of the policy implementation.

The final stage of the analysis process involved drawing conclusions based on the analyzed data. This step required a careful synthesis of the findings to develop meaningful interpretations and insights. The conclusions drawn from the research were then verified by cross-referencing them with existing theories, previous studies, and additional data sources to ensure their accuracy and reliability. Verification was a crucial step in the research process, as it strengthened the validity of the conclusions and minimized the potential for bias. This systematic approach to data analysis was designed to ensure that the research findings were well-supported by empirical evidence and provided a clear understanding of the implementation of PMA No. 24 of 2018 in Majene Regency. By employing a descriptive qualitative methodology, this study offered an in-depth exploration of the challenges encountered in implementing the policy, the opportunities that could be leveraged, and the overall outcomes of the regulation on madrasah management. The findings of this research were expected to contribute valuable insights for policymakers, education practitioners, and researchers interested in improving the governance and effectiveness of madrasah leadership in Indonesia.

3. FINDINGS AND DISCUSSION

Challenges in the Implementation of PMA RI No. 24 of 2018 on Madrasah Principals in Majene Regency

The findings of this study indicate that the implementation of PMA RI No. 24 of 2018 on Madrasah Principals in Majene Regency faced several significant challenges that hindered its optimal execution. One of the primary obstacles was the inadequate dissemination of this regulation to all relevant stakeholders, including madrasah principals, teachers, administrative staff, and foundation representatives in private madrasahs. PMA No. 24 of 2018 stipulates that madrasah principals must meet specific requirements, including holding a teaching certification, having managerial experience, and obtaining a madrasah principal certification relevant to their level. Article 6, Paragraph (1), Section h of PMA No. 24 of 2018 states that a madrasah principal must "hold a minimum rank of III/c for civil servant teachers and possess an equivalent rank or position certification issued by an authorized foundation/institution, as evidenced by an in-passing decree for non-civil servant teachers" (INDONESIA, 2018). Interviews with respondents

revealed that a lack of understanding of this regulation resulted in its ineffective implementation in the field.

The limited dissemination of information also impacted communication and coordination among stakeholders. Respondents noted that not all parties understood the concrete steps necessary for implementing this regulation. For example, processes such as principal performance evaluations and the execution of the Madrasah Principal Performance Assessment (PKKM) were often not conducted properly. This issue was more prevalent in private madrasahs, where the management of madrasah principals fell under the jurisdiction of their respective foundations, limiting the Ministry of Religious Affairs' ability to conduct evaluations and oversight effectively. Additionally, there were challenges related to limited human resources and time constraints. Madrasah principals and supervisors were frequently burdened with extensive administrative and operational responsibilities, diverting their focus away from the implementation of this regulation. This situation was exacerbated by the lack of adequate training aimed at enhancing the competencies of madrasah principals, which should have been a fundamental step in implementing PMA No. 24 of 2018. Furthermore, according to PMA No. 24 of 2018, madrasahs managed by the community had different requirements for appointing principals, as the certification requirement was not mandatory under certain conditions.

Another major challenge was resistance to change. Many madrasah principals who had served for several years tended to adhere to their traditional working methods. These principals were often reluctant to participate in training or undergo rotations due to a lack of awareness regarding their benefits, even though such measures were outlined in PMA No. 24 of 2018 as part of efforts to improve madrasah management quality. As stated in Article 6, Paragraph (2): "The Madrasah Principal Certification referred to in Paragraph (1), Section I, is a certification issued by the Religious Education and Training Center, the Research and Development Agency, the Education and Training Agency of the Ministry of Religious Affairs, and/or other authorized institutions" (INDONESIA, 2018). This issue was particularly evident in private madrasahs, where principals rarely underwent rotation or periodic evaluation, as these decisions were entirely under the authority of the foundation. As a result, the standards set forth in PMA No. 24 of 2018 were difficult to implement uniformly across all madrasahs.

Opportunities and Output of the Implementation of PMA RI No. 24 of 2018 on Madrasah Principals in Majene Regency

Despite the challenges, PMA RI No. 24 of 2018 also offers various opportunities to enhance the quality of madrasah management, both public and private, in Majene Regency. This regulation provides a strong legal foundation for improving the professionalism of madrasah principals by establishing clear competency standards and evaluation mechanisms. When implemented optimally, the regulation can contribute to enhancing the quality of human resources among madrasah principals. One of the most significant opportunities lies in the improvement of madrasah principals' competencies through structured training and certification programs. Through such programs, principals can develop a deeper understanding of their roles and responsibilities, particularly in managerial aspects, academic supervision, and strategic decision-making. Additionally, these opportunities can be leveraged to strengthen the synergy between public and private madrasahs and the Ministry of Religious Affairs in policy formulation

and regulatory implementation. PMA No. 24 of 2018 outlines a clear framework regarding the competencies required of madrasah principals, ranging from managerial skills to academic supervision. This study found that structured training and certification, as mandated by PMA No. 24 of 2018, could serve as a solution to enhance the competency of madrasah principals in Majene Regency.

The Ministry of Religious Affairs plays a strategic role in providing training programs, particularly for principals who have not yet obtained their madrasah principal certification. According to Article 6, Paragraph (3) of the PMA, principals without certification must obtain it within three years of their appointment. This requirement presents an opportunity to establish a sustainable, needs-based training system (INDONESIA, 2018). If optimally utilized, such programs can enhance the quality of human resources among both public and private madrasah principals. However, research findings indicate that the output of PMA No. 24 of 2018 implementation remains suboptimal. The majority of its application has been observed in public madrasahs, while private madrasahs lag behind. One of the factors affecting this output is the limited execution of evaluations, such as the Madrasah Principal Performance Assessment (PKKM), in private madrasahs. In reality, the performance evaluation of madrasah principals is a key element regulated under PMA No. 24 of 2018 to ensure that principals fulfill their duties according to established standards. Additionally, the management of private madrasah principals, which falls under the authority of their respective foundations, presents a unique challenge. In many cases, private madrasah principals serve indefinitely without undergoing rotation or periodic evaluation. Consequently, some principals lack the motivation or opportunities to enhance their competencies. This discrepancy creates a quality gap between public and private madrasah principals, ultimately impacting the regulatory implementation and its expected outcomes.

The output of this PMA implementation shows a significant disparity between public and private madrasahs. In public madrasahs, the regulation is generally well-implemented, including the execution of principal evaluations through PKKM. However, in private madrasahs, implementation remains highly limited due to weak foundation involvement in socialization and evaluation processes. One of the key objectives of PMA No. 24 of 2018 is to ensure that madrasahs operate effectively, efficiently, and accountably. However, research findings indicate that this goal has yet to be fully realized in Majene Regency. The expected outputs, such as improved principal competencies and enhanced madrasah management quality, remain far from optimal. For example, some private madrasah principals have served for years without undergoing rotation or evaluation, contradicting the principles of renewal and accountability mandated by the regulation. In contrast, some public madrasahs have successfully implemented these requirements, highlighting a gap in output and field-level implementation. Overall, integrating research findings with the provisions of PMA RI No. 24 of 2018 suggests that the implementation of this regulation requires greater attention, particularly in terms of dissemination, training, and comprehensive evaluation. By addressing these aspects, the regulation can be effectively implemented to enhance the quality of madrasah education in Majene Regency.

4. CONCLUSION

The research findings indicate that the implementation of the Minister of Religious Affairs Regulation (PMA) No. 24 of 2018 on madrasah principals in Majene Regency faces significant challenges. The primary obstacles include a lack of understanding among madrasah principals regarding the regulation, insufficient training and mentoring programs, and limited human and financial resources. Additionally, weak coordination between madrasah principals, madrasah supervisors, and the Ministry of Religious Affairs further hinders the optimal implementation of this policy. Resistance to change also poses a challenge, particularly among principals who have yet to fully grasp the benefits of the regulation. As a result, many madrasahs struggle to meet the competency standards outlined in PMA No. 24 of 2018. However, this study also highlights substantial opportunities to improve the implementation of this regulation. Government support in the form of training and certification programs, community participation, and the potential for madrasah autonomy can be leveraged to drive innovation and enhance the quality of education. To achieve these objectives, a more coordinated effort is necessary, including strengthening dissemination efforts, enhancing the capacity of madrasah principals through continuous training, and implementing systematic evaluations. By addressing the challenges and maximizing the available opportunities, the implementation of PMA No. 24 of 2018 in Majene Regency is expected to yield optimal outcomes and contribute to the overall improvement of madrasah education quality.

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