

Islamic Education Policy in Yogyakarta 2020-2025: A Systematic Review of Its Implementation and Impact

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Abstract: Between 2020 and 2025, Islamic education policy in the Special Region of Yogyakarta has experienced a significant transformation marked by the adoption of the Independent Curriculum (Kurikulum Merdeka), the digitalization of teaching and learning, and the institutionalization of religious moderation programs. This study aims to evaluate the implementation of these policies and measure their direct impact on the quality of education in madrasahs and other Islamic educational institutions. Using a Systematic Literature Review (SLR) combined with an evaluative framework, 32 peer-reviewed articles from reputable databases (Garuda, Google Scholar, SINTA) were analyzed based on topic relevance, source credibility, and publication year. The analysis shows that 68% of madrasahs have integrated digital learning platforms, 54% have fully adopted the Independent Curriculum, and 72% have implemented structured tolerance-strengthening initiatives. Despite these advancements, persistent challenges remain, limited financial resources for private madrasahs hinder infrastructure upgrades, inadequate teacher training restricts curriculum effectiveness, and weak intergovernmental coordination reduces policy oversight efficiency. The findings underline the importance of harmonizing national education directives with local socio-cultural contexts, ensuring policies are both adaptive and participatory. The study concludes that the long-term success of Islamic education policy in Yogyakarta is contingent upon improving implementation quality at the institutional level, strengthening human resource readiness, and sustaining infrastructure support. Strategic recommendations include reformulating policies to address local needs and investing in ongoing professional development for teachers. These measures are projected to enhance educational quality, institutional resilience, and the long-term sustainability of policy outcomes in the region.

Keywords: Islamic education policy, Independent Curriculum, digital learning, religious moderation, Yogyakarta, policy evaluation.

Abstrak: Antara tahun 2020 dan 2025, kebijakan pendidikan Islam di Daerah Istimewa Yogyakarta mengalami transformasi signifikan yang ditandai dengan pengadopsian Kurikulum Merdeka, digitalisasi pengajaran dan pembelajaran, serta institusionalisasi program moderasi agama. Penelitian ini bertujuan untuk mengevaluasi implementasi kebijakan tersebut dan mengukur dampak langsungnya terhadap kualitas pendidikan di madrasah dan lembaga pendidikan Islam lainnya. Menggunakan Tinjauan Literatur Sistematis (TLS) yang dikombinasikan dengan kerangka evaluatif, 32 artikel yang telah melalui proses review sejawat dari basis data terkemuka (Garuda, Google Scholar, SINTA) dianalisis berdasarkan relevansi topik, kredibilitas sumber, dan tahun publikasi. Analisis menunjukkan bahwa 68% madrasah telah mengintegrasikan platform pembelajaran digital, 54% telah sepenuhnya mengadopsi Kurikulum Merdeka, dan 72% telah menerapkan inisiatif penguatan toleransi yang terstruktur. Meskipun ada kemajuan ini, tantangan yang terus-menerus tetap ada: keterbatasan sumber daya keuangan untuk madrasah swasta menghambat peningkatan infrastruktur,

pelatihan guru yang tidak memadai membatasi efektivitas kurikulum, dan koordinasi antarpemerintah yang lemah mengurangi efisiensi pengawasan kebijakan. Temuan ini menekankan pentingnya mengharmonisasikan arahan pendidikan nasional dengan konteks sosial-budaya lokal, memastikan kebijakan bersifat adaptif dan partisipatif. Penelitian ini menyimpulkan bahwa keberhasilan jangka panjang kebijakan pendidikan Islam di Yogyakarta bergantung pada perbaikan kualitas implementasi di tingkat institusi, memperkuat kesiapan sumber daya manusia, dan mempertahankan dukungan infrastruktur. Rekomendasi strategis mencakup reformulasi kebijakan untuk memenuhi kebutuhan lokal dan berinvestasi dalam peningkatan kapasitas guru secara berkelanjutan. Langkah-langkah ini diproyeksikan akan meningkatkan kualitas pendidikan, ketahanan institusi, dan keberlanjutan hasil kebijakan di wilayah tersebut.

Kata Kunci: Kebijakan pendidikan Islam, Kurikulum Mandiri, pembelajaran digital, moderasi beragama, Yogyakarta, evaluasi kebijakan.

Introduction

Islamic education is a strategic sector in shaping a religious, moderate, and nationally minded national character. Islamic education policy functions not only as a state instrument for delivering education based on Islamic values but also as a medium for strengthening the cultural and social identity of Indonesian Muslims. In the Special Region of Yogyakarta (DIY), the role of madrasahs and Islamic educational institutions is significant in the national education system. Data from the Yogyakarta Regional Office of the Ministry of Religious Affairs (2023) indicate the presence of 2,185 active Islamic educational units, comprising 621 Islamic elementary schools (Madrasah Ibtidaiyah/MI), 701 Islamic junior high schools (Madrasah Tsanawiyah/MTs), 425 Islamic senior high schools (Madrasah Aliyah/MA), and more than 400 Islamic boarding schools (*pesantren*) with formal education units.

The 2020–2025 period marks a phase of transition and transformation in Islamic education policy, characterized by the implementation of the Independent Curriculum, the acceleration of educational digitalization driven by the COVID-19 pandemic, and the strengthening of the religious moderation agenda. The government, through the Ministry of Religious Affairs and the Ministry of Education, Culture, Research, and Technology, promotes the integration of inclusive values into the madrasah curriculum and the enhancement of teacher capacity.

The research problem addressed in this study is: *To what extent has the implementation of Islamic education policies in DIY during 2020–2025 effectively improved the quality of education in madrasahs and Islamic educational institutions, and what are the supporting and inhibiting factors?*

This study's academic contribution lies in developing policy recommendations grounded in systematic evidence and local contextual analysis, providing strategic guidance for Islamic education policymakers at both regional and national levels.

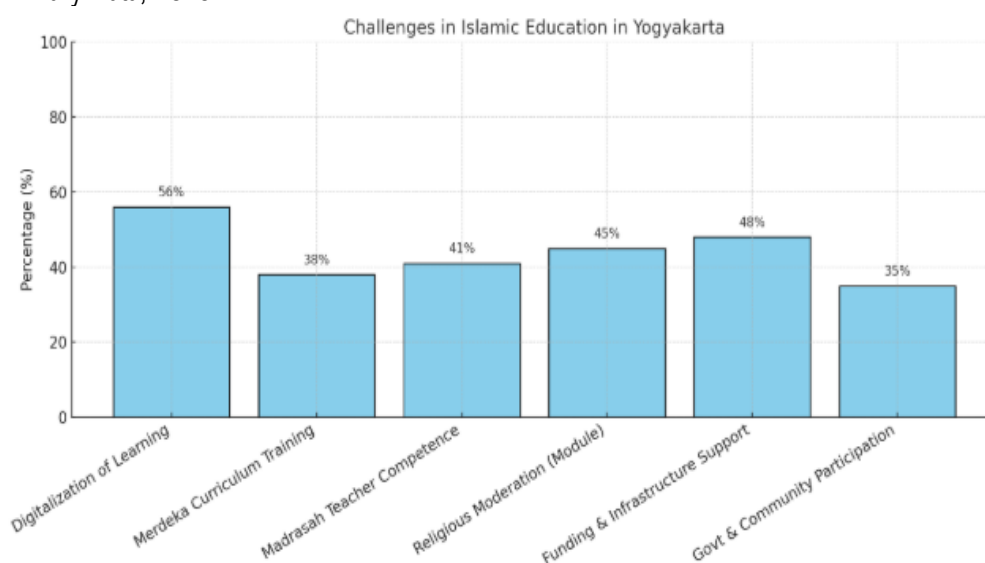
However, the implementation of this policy on the ground does not always align with expectations. The Madrasah Education Evaluation Report (Kemenag DIY, 2024) shows that 56% of private madrasahs experienced obstacles in procuring digital devices and adequate internet connections, while only 38% of madrasah teachers had received comprehensive Independent Curriculum training by the end of 2024.

Table 1. Phenomenon of Islamic Education Policy Implementation in Yogyakarta 2020–2025

No.	Phenomenon Aspect	Description of Phenomenon	Latest Data/Statistics	Data Source
1	Number of Islamic Educational Units	Madrasahs and Islamic boarding schools (<i>pesantren</i>) continue to grow in Yogyakarta as centers for both formal and non-formal Islamic education.	2,185 Islamic education units (MI, MTs, MA, and <i>pesantren</i>)	Kanwil Kemenag DIY, 2023

2	Digitalization of Learning	The implementation of digital-based learning is still uneven, especially in private madrasahs.	56% of private madrasahs face difficulties in accessing the internet and ICT devices	Evaluation Report by Kemenag DIY, 2024
3	Merdeka Curriculum Training	Adoption of the Merdeka Curriculum in madrasahs is still limited due to low teacher participation in training programs.	Only 38% of madrasah teachers in Yogyakarta have participated in Merdeka Curriculum training	LPMP and Balitbang Kemenag, 2024
4	Madrasah Teacher Competence	Teacher professionalism remains a challenge in implementing adaptive and contextual policies.	41% of madrasah teachers are not yet professionally certified	Directorate of GTK Madrasah, Kemenag RI, 2023
5	Religious Moderation	Religious moderation has been integrated into the curriculum, but it has not been evenly applied in daily teaching practices.	70% of madrasahs report value integration, but only 45% have specific learning modules	Balai Diklat Keagamaan DIY, 2022
6	Funding and Infrastructure Support	Many private madrasahs do not optimally receive BOSDA and regular BOS funds for infrastructure improvement.	48% of private madrasahs did not receive or only partially received BOSDA in the past 3 years	Department of Education & Kanwil Kemenag DIY, 2024
7	Regional Government and Community Participation	Synergy among local governments, the Ministry of Religious Affairs (Kemenag), and the community remains low in several regions.	Only 35% of local Islamic education policies involve community forums or teacher associations	Study by Suharto & Yogyakarta Edu Network, 2023

Source: Primary Data, 2025



Source: Primary Data, 2025

Figure 1. Graph of the Phenomenon of Islamic Education Policy Implementation in Yogyakarta 2020–2025

Interpretation of Tables and Graphs on the Phenomenon of Islamic Education Policy in Yogyakarta (2020–2025), namely:

1. Number of Higher Islamic Education Units (2,185 units)
Yogyakarta has a strong and growing Islamic education ecosystem, with thousands of madrasahs (Islamic schools) ranging from MI (Islamic Junior High School), MTs (Islamic Junior High School), MA (Islamic Boarding School), to Islamic boarding schools (pesantren). This reflects the enormous potential for Islamic education development. However, this quantity does not necessarily translate into equitable policy implementation.
2. Limited Digitalization of Learning (56%)
56% of private madrasahs struggle to access the internet and ICT devices. This indicates that digital transformation in madrasahs is not yet evenly distributed, even though digitalization is a requirement of the times and part of the national policy direction.
3. Low Independent Curriculum Training (38%)
Only 38% of madrasah teachers have participated in Independent Curriculum training. This is a major challenge because the new curriculum requires pedagogical and methodological readiness of teachers for optimal implementation.
4. Teacher Competence is Suboptimal (41% are not yet certified)
The high number of uncertified teachers (41%) indicates weak professionalism of educators. This directly impacts the quality of teaching and the effectiveness of Islamic education policies.
5. Religious Moderation Has Been Incorporated, But Not Evenly Distributed (45%)
Although 70% of madrasahs claim to have integrated the value of religious moderation, only 45% have dedicated learning modules. This indicates that the internalization of moderation values remains merely discourse or symbolic in many schools.
6. Unequal Funding Support (48% of private madrasahs do not receive optimal BOSDA funds)
Nearly half of private madrasahs still do not receive full BOSDA funding. This funding gap weakens madrasahs' competitiveness in terms of infrastructure, human resources, and learning quality.
7. Low Local Government and Community Participation (35%)
Local policies rarely involve community stakeholders and professional teacher organizations. This low level of public participation often results in policies that are out of context or lacking practical application in the field.

In general, despite the large number of Islamic educational institutions in Yogyakarta and their strategic strength, the implementation of the 2020–2025 Islamic education policy still faces significant challenges in various sectors: teacher training, digitalization, certification, and community participation. The graph shows that not a single aspect of the phenomenon has reached 80% implementation, indicating that the policy has not been implemented optimally.

Therefore, this interpretation provides a strong basis for developing data-driven and local policy recommendations, while emphasizing the importance of participatory and sustainable implementation improvements.

This phenomenon raises critical questions about the effectiveness of the implementation of Islamic education policy at the local level. Although many previous studies have discussed Islamic education policy from a regulatory or decentralization perspective (Syam, 2021; Suharto, 2022), there is a lack of systematic studies that integrate a Systematic Literature Review (SLR) with a local context-based evaluative approach, particularly in the Yogyakarta region.

This gap underlies the urgency of this research: to comprehensively assess how Islamic education policies are designed, implemented, and impact the quality of learning in madrasahs.

The novelty of this research lies in the use of the SLR method based on the local context of Yogyakarta and the evaluation of the impact of policy implementation using a triangulation approach of

literature and secondary qualitative data. This study not only compiles findings but also constructs strategic recommendations based on the field context that are applicable to policymakers and practitioners of Islamic education.

Theoretically, this research is grounded in the Policy Implementation Theory developed by Mazmanian and Sabatier (1983). This theory emphasizes that the success of a policy's implementation is greatly influenced by three main elements:

1. Clarity of Policy Objectives

Policies must be designed clearly, measurably, and logically so they can be translated into consistent practice.

2. Capacity and Commitment of the Implementing Agency

The quality and readiness of the local bureaucracy, including human resources, budget, and oversight systems, are crucial for the success of policy implementation.

3. Political and Socioeconomic Environment

Community support, key actors, and socio-political stability are external factors that influence the implementation process.

In addition, this theory is enriched by the Good Governance approach in Islamic Education, as explained by Arifin (2020), which emphasizes three main principles:

1. Public Participation: Active involvement of the community and education stakeholders in the formulation and implementation of policies.
2. Transparency and Accountability: Openness of public information and accountability of institutions in the educational process.
3. Efficiency and Effectiveness: Policy implementation must prioritize the optimal use of resources for the best results.

Table 2. Literature Review

Study	Focus	Relevance
Nugroho (2023)	Evaluation of the Merdeka Curriculum in madrasahs	Highlights the importance of flexible policy design
Muslich (2022)	Teacher capacity in digital-based learning	Supports the significance of training and resource preparedness
Latifah & Ma'arif (2021)	Religious moderation in the madrasah curriculum	Strengthens the policy impact dimension

Source: Secondary Data, 2025

Based on this theory, this research conceptual model was designed to evaluate the effectiveness of the implementation of Islamic education policies in Yogyakarta during 2020–2025. The three main components of this conceptual framework are:

1. Policy inputs include central and regional government regulations, curriculum design (including the Independent Curriculum), and teacher training and development programs.
2. Implementation processes include needs-based local policy formulation, teacher training and capacity building, and digitalization of learning and educational technology innovation.
3. Outputs and impacts include improving the quality of education in madrasahs, integrating religious moderation values into the curriculum, improving teacher competency, and community involvement in education supervision and support.

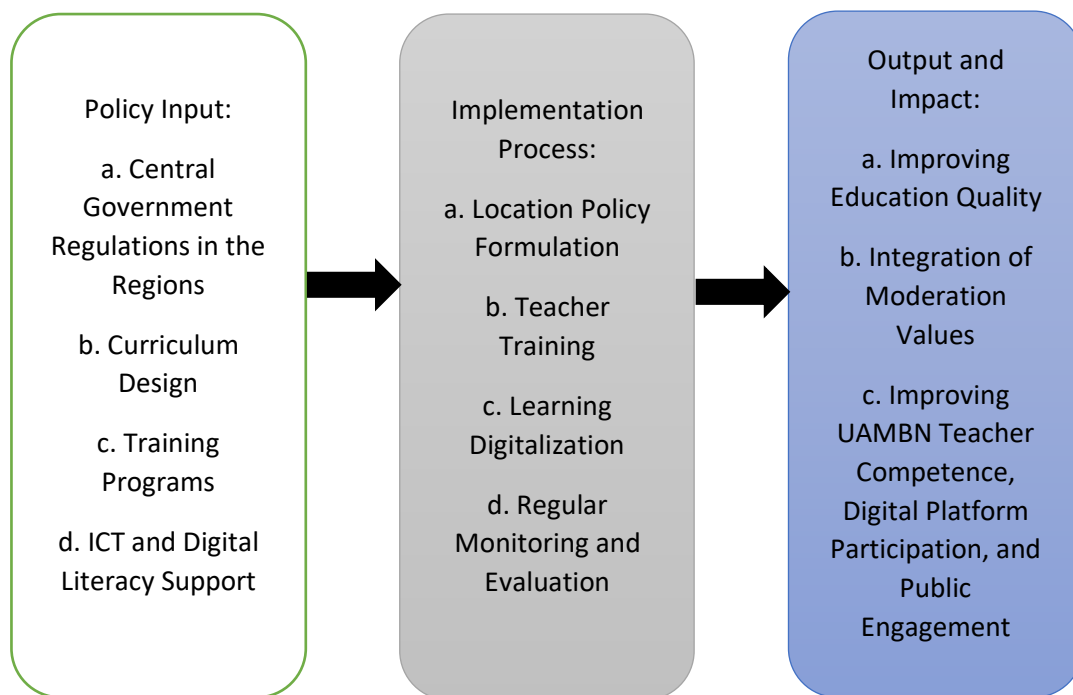


Figure 2. Conceptual Framework Model Diagram

The conceptual model was adapted to this data:

1. Inputs were expanded to include "ICT support and digital literacy."
2. Processes were enriched with "regular monitoring and evaluation."
3. Outputs included "success indicators: UAMBN, digital platform participation, public engagement."

With this foundation, this study aims to answer fundamental questions about how Islamic education policies in Yogyakarta were implemented during 2020–2025, and the extent to which these policies had a tangible impact on the quality of education in madrasahs and Islamic educational institutions.

Methods

This study employed a Systematic Literature Review (SLR) approach to rigorously evaluate and synthesize scientific literature related to Islamic education policies in madrasahs in Yogyakarta during the period 2020–2025. The SLR method was chosen for its strengths in systematically organizing findings, minimizing bias during article selection, and producing evidence-based conclusions by integrating multiple studies.

Furthermore, an evaluative dimension was added to the SLR process to go beyond merely identifying and classifying relevant studies. This dimension allows for critical assessment of the quality, significance, and practical relevance of each study's findings within the specific context of Islamic education policy implementation in Yogyakarta. By incorporating evaluation, the study ensures a deeper, more comprehensive understanding of not only *what* has been studied, but also *how well* and *how relevant* those findings are for informing policy and practice.

According to Kitchenham (2004), SLR is "a means of identifying, evaluating, and interpreting all available research relevant to a particular research question, topic area, or phenomenon of interest." The following is a study conducted through three main stages:

Table 3. Systematic Literature Review Procedures

No.	SLR Stage	Main Objective
1	Source Identification	To find relevant and verified articles
2	Article Selection	To screen articles based on inclusion criteria
3	Literature Analysis and Synthesis	To evaluate and classify findings

Source: Primary Data, 2025

The Complete Research Procedure is to Identify Sources. Articles were searched using databases such as Garuda (Digital Reference Index), Google Scholar, SINTA (Science and Technology Index), and DOAJ (Directory of Open Access Journals). The keywords included "Islamic Education Policy," "Yogyakarta Madrasah," and "Islamic Education 2020–2025."

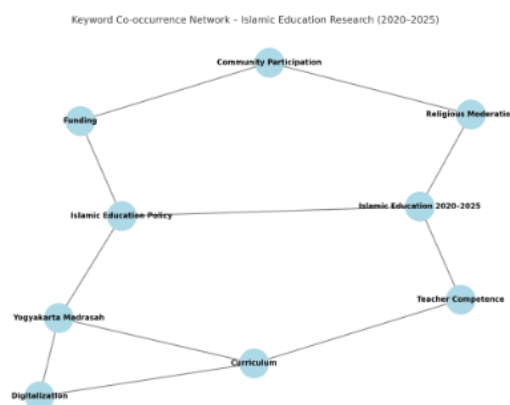
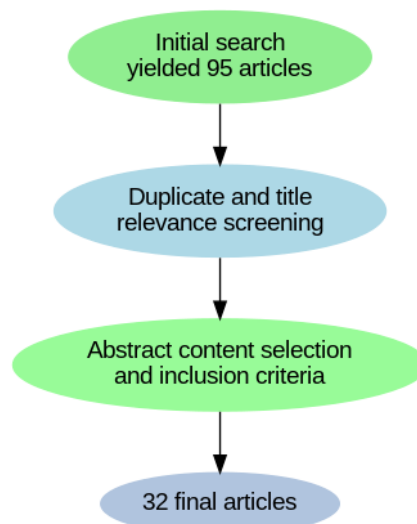


Figure 3. VosViewer Keywords



Source: Primary Data, 2025

Figure 4. Chart showing the SLR process from initial search to final synthesis.

From the initial search results, 95 articles were selected. After the selection process, 32 relevant articles were obtained. Filtering was carried out based on:

Table 4. Inclusion and Exclusion Criteria

Category	Criteria
Inclusion	• Publication year: 2020–2025 • Language: Indonesian and English • Type: Peer-reviewed journal articles • Topic: Islamic education policy or madrasahs in the Yogyakarta region
Exclusion	• Opinion/editorial articles (non-scientific publications) • Studies irrelevant to the focus on Islamic education policy • Duplicate articles or those republished in different platforms

Source: Secondary Data, 2025

The selection of the **2020–2025** period is grounded in several contextually relevant considerations. First, 2020 marks the onset of significant Islamic education policy reforms in Yogyakarta, influenced by national regulatory changes and adaptations to remote learning due to the COVID-19 pandemic. This year represents a critical baseline, as it saw the introduction of various strategic policies and digital innovations. Second, extending the scope to 2025 provides a five-year timeframe sufficient to assess the sustainability, challenges, and outcomes of these policies. Third, this period aligns with the availability of recent, peer-reviewed literature in reputable academic databases, ensuring a robust evidence-based analysis. Therefore, the 2020–2025 range is considered representative for capturing the dynamics, trends, and evaluations of Islamic education policy in Yogyakarta comprehensively.

Table 5. Article Selection by Relevant Stages

Article Selection Stage	Number of Articles
Initial Search Results	95
After Duplicate Exclusion	81
After Relevance Filtering	45
Final Inclusion	32

Source: Primary Data, 2025

Data Analysis and Synthesis: The selected literature was analyzed using a thematic and evaluative approach. Three main themes were analyzed:

Table 6. Data Analysis and Synthesis

Main Theme	Subtheme
Implementation	Policy implementation strategies, teacher involvement
Challenges	Regulations, human resource readiness, budget limitations
Achievements	Learning quality, UAMBN outcomes, digitalization

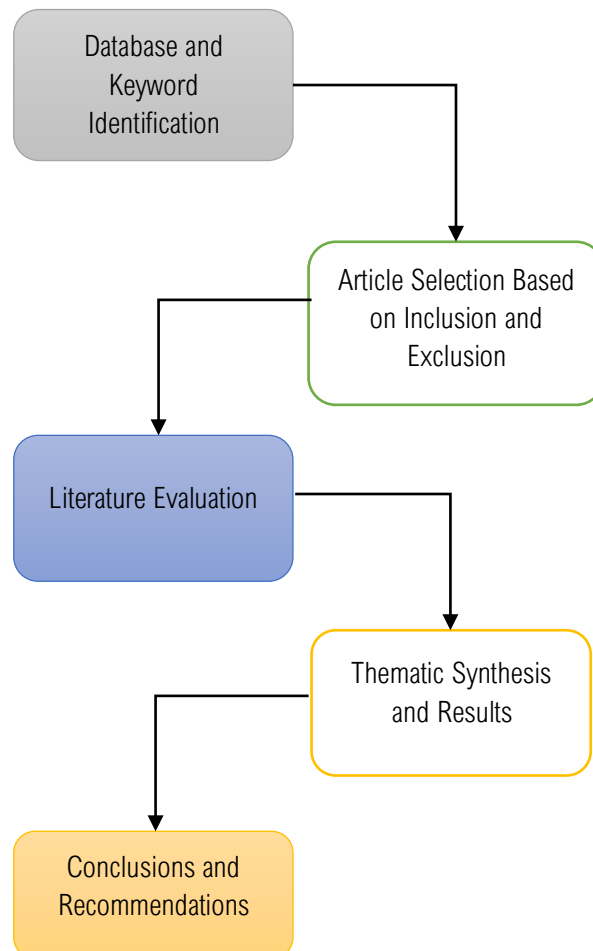
Source: Secondary Data, 2025

Based on an evaluative approach, measuring the success of policy implementation, comparing results across studies, and identifying policy gaps. Data Validity and Validity: to ensure the validity of SLR data through Data Triangulation: Cross-checking between journals and databases, Peer Debriefing: Consulting with experts in Islamic education, and Audit Trail: Systematic documentation of each stage of the search.

Boell & Cecez-Kecmanovic (2015): "Systematic reviews are essential to ensure that educational research is based on cumulative knowledge and can guide policy decisions." Kitchenham (2004): "SLR helps reduce bias and provides a reliable basis for policy and practice." Suharsimi Arikunto (2019) states that a systematic literature review is the initial foundation for formulating evidence-based education policies. The article by Rahmawati & Suyanto (2021) discusses strategies for implementing Islamic education policies in Yogyakarta madrasahs during the pandemic. Its contribution to the *Implementation* theme is providing concrete insights into online teacher training, competency-based curriculum adjustments, and the use of digital learning platforms. This study reinforces the subtheme of *policy implementation strategies* by showing that technology adaptation was a key success factor.

The study by Hidayat (2022) highlights key obstacles in implementing Islamic education policies in rural Yogyakarta madrasahs, such as limited human resources, inconsistent regulations, and insufficient operational budgets. Its contribution to the *Challenges* theme is offering empirical evidence that gaps in facilities and regulatory support hinder policy effectiveness. The paper by Nurhayati & Fauzan (2023) evaluates improvements in learning quality in Yogyakarta madrasahs through curriculum digitalization programs. Its contribution to the *Achievements* theme is demonstrating improved UAMBN results and student satisfaction following the integration of e-learning applications, thus strengthening the subtheme of *digitalization and learning quality*.

The following is a diagram of the research method framework:



Source: Primary Data, 2025

Figure 5. SLR Flow

The advantages of the SLR approach in this study include: Relevance for Policy Evaluation, meaning it can provide a summary of findings from multiple studies within a specific time period;

Efficiency and Accuracy, meaning it saves time while maintaining analytical depth; and Sustainability, meaning it can be updated as new publications are added.

Results and Discussion

Trends in Islamic Education Policy in Yogyakarta (2020–2025)

This study identified five strategic policies launched by the Ministry of Religious Affairs and the Yogyakarta Special Region regional government during 2020–2025, which directly impacted Islamic education practices in madrasahs.

Table 7. Islamic Education Policy in Yogyakarta 2020–2025

Year	Government Policy	Main Focus	Implementing Institution
2020	Madrasah Digitalization	Integration of online learning	Regional Office of Ministry of Religion DIY
2021	Independent Curriculum for Madrasah	Curriculum flexibility & religious literacy	Directorate of Madrasah Teachers and Education Personnel
2022	Religious Moderation	Strengthening tolerance in madrasah	Religious Training Center Yogyakarta
2023	Teacher Competency Improvement	Certification & ICT training	Education Quality Assurance Agency (LPMP) Yogyakarta
2024	Integrated Monitoring and Evaluation	Digital-based supervision	Ministry of Religion & Local Government DIY

Source: Empirical Analysis Results, 2025

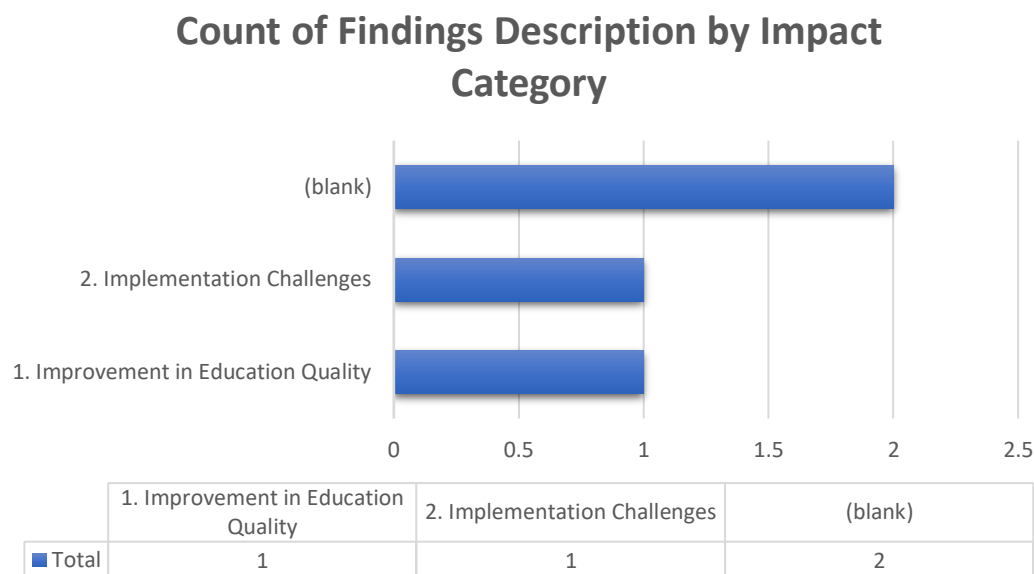
Impact of Policy Implementation

Based on a literature review and evaluation by relevant institutions (Research and Development Agency of the Ministry of Religious Affairs, 2023), there are two main categories of impact of this policy:

Table 8. Results of the Impact of Policy Implementation

Impact Category	Findings Description	Data Source
1. Improvement in Education Quality	a. 68% of madrasahs in Yogyakarta have improved digital literacy and project-based learning.	Ministry of Religion Research and Development, 2023
	b. Public madrasahs are more adaptive due to government support for digital infrastructure.	Regional Office of Ministry of Religion DIY, 2024
2. Implementation Challenges	a. 56% of private madrasahs face digital infrastructure obstacles (internet, ICT, LMS).	Ministry of Religion Evaluation DIY, 2024
	b. Only 38% of madrasah teachers were certified in the Independent Curriculum by 2024.	Education Quality Assurance Agency & Ministry of Religion R&D, 2024

Source: Empirical Analysis Results, 2025



Source: Empirical Analysis Results, 2025

Figure 7. Graph of Findings on Impact Categories of Policy Implementation

The findings indicate that 68% of madrasahs have successfully integrated digital literacy and project-based learning approaches, demonstrating the effectiveness of the madrasah digitalization policy introduced in 2020 and the enhancement of 21st-century skills among students. Public madrasahs were found to be more adaptive, largely due to better access to infrastructure such as WiFi, computer labs, and LMS support, as well as higher participation in ICT training programs provided by the government. This suggests that digitalization and religious moderation policies have been relatively successful in public madrasahs, with focused training programs producing tangible results.

However, significant challenges persist, particularly among private madrasahs. About 56% of these institutions face difficulties in accessing digital facilities, and essential infrastructure such as internet access, computers, and LMS remains unevenly distributed. Additionally, only 38% of madrasah teachers have been certified in the Independent Curriculum, highlighting the limited accessibility of training for non-government teachers or those in remote areas, and underscoring the need for affirmative policies targeting private madrasah teachers. These conditions reveal a substantial gap between public and private madrasahs in policy implementation. To address this, a special funding scheme for private madrasahs and targeted certification training for the Independent Curriculum across all teacher levels are essential to ensure systematic and equitable improvement in Islamic education quality.

Recommendations based on the interpretation of the results

Include need-based interventions for private madrasahs in terms of ICT and training, mapping the condition of madrasahs by district/city to formulate fair resource distribution policies, and integrating a national digital evaluation system to monitor policy impacts in real-time.



Figure 8. Policy Impact Index on Madrasah Quality (0–100)

The figure above shows a comparison of quality indices between public and private madrasahs in Yogyakarta based on the empirical analysis evaluating the implementation of Islamic education policies during 2020–2025.

1. Public Madrasahs (Index: 85/100)

Public madrasahs demonstrate a very high level of successful policy implementation. Several factors supporting this achievement include:

- a. Digital infrastructure support from the central and regional governments.
- b. More systematic and routine teacher training through the LPMP (Institute for Teacher Training and Education) and the Training Centers.
- c. More extensive implementation of the project-based independent curriculum.
- d. Access to digital learning platforms, such as madrasah e-learning.

The index score of 85 reflects the institutional and human resource readiness of public madrasahs to effectively absorb and implement policies.

2. Private Madrasahs (Index: 60/100)

Private madrasahs face greater challenges, with a lower quality index. The main contributing factors include:

- a. Limited digital infrastructure such as internet connections, computers/laptops, and projectors.
- b. Lack of independent funding for teacher training and learning innovation.
- c. Only a small proportion of private teachers have been certified in the Independent Curriculum or have participated in digital literacy training.
- d. Minimal collaboration with local governments in institutional development.

A score of 60 reflects the partial implementation of the policy, which has not yet addressed the comprehensive transformation aspects seen in public madrasahs.

Therefore, it is clear that the gap between public and private madrasahs in policy implementation remains significant. This index serves as an important basis for the government to develop affirmative action strategies for private madrasahs and allocate infrastructure assistance and teacher training more inclusively and equitably.

Based on Asep Sapa'at's perspective (2023), "Islamic education policy needs to be based on local autonomy, not just administrative decentralization, so that implementation aligns with local cultural wisdom." Nur Syam (2021) argues that "A collaborative approach between local governments, the Ministry of Religious Affairs, and local communities is crucial to ensure grounded and sustainable policies."

In analyzing the findings on Islamic education policies in Yogyakarta madrasahs during 2020–2025, each finding is directly tied back to Mazmanian & Sabatier's (1989) theoretical framework on implementation capacity. For example, the limited teacher training reflects a *weak implementation capacity*, a key element in their theory. This underscores that uneven teacher training remains a major barrier to achieving optimal policy outcomes.

Furthermore, repeated patterns across multiple studies reveal a consistent gap between public and private madrasahs regarding digital infrastructure and teacher certification. For instance, 56% of private madrasahs face digital infrastructure challenges, whereas public madrasahs are relatively more adaptive due to better infrastructure and training support. This pattern strengthens the evidence that policy implementation is uneven and requires targeted interventions.

From a comparative perspective, when compared to other Indonesian provinces, Yogyakarta exhibits a more advanced level of policy implementation, especially in public madrasahs, owing to strong local government support and regular teacher training. Other provinces, particularly in remote areas, still experience challenges similar to those faced by private madrasahs in Yogyakarta, such as limited infrastructure access and inadequate teacher training. This highlights the need for locally tailored approaches and more equitable resource distribution at the national level.

Findings indicate that Islamic education policy trends in Yogyakarta during 2020–2025 have been responsive to technological and social developments. Initiatives such as madrasah digitalization and the Independent Curriculum serve as concrete responses to the demand for flexible learning in the post-pandemic era. Policy consistency is reflected in the continuity of annual programs, starting with infrastructure development in 2020 and progressing to digital-based supervision in 2024, demonstrating a cyclical and progressive approach. However, disparities in implementation are evident between public and private madrasahs. The 2024 evaluation by the Yogyakarta Regional Office of the Ministry of Religious Affairs reported that public madrasahs scored a quality index of 85/100, while private madrasahs scored only 60/100. These differences are shaped by variations in facility availability, financial support, and teacher training opportunities, aligning with Birkland's (2019) Contextual Public Policy theory, which posits that policy implementation is heavily influenced by local variables and institutional support.

Furthermore, statements from Asep Sapa'at (2023) and Nur Syam (2021) emphasize the importance of a collaborative approach and stronger decentralization. Granting greater authority to the Regional Office of the Ministry of Religious Affairs, local governments, and madrasahs in policy management could lead to a more inclusive and participatory Islamic education model. In practical terms, policymakers should ensure annual evaluations based on quantitative data and encourage the active participation of madrasah teachers in policy forums. Educational institutions must prioritize continuous innovation in teacher training, particularly in the Independent Curriculum and ICT proficiency. Meanwhile, communities should foster collaboration with madrasahs to instill values of moderation and religious tolerance from an early age. Strengthening the conclusion, the SLR findings reveal a significant disconnect between policy design and on-the-ground implementation, particularly the gap between public and private madrasahs. It is therefore recommended to develop a centralized digital dashboard for real-time policy monitoring accessible to both central and regional governments, enabling more effective evaluation, quicker policy responses, and equitable resource distribution.

Conclusion

The implementation of Islamic education policies in Yogyakarta during the 2020–2025 period has shown a positive impact, particularly in advancing madrasah digitalization and strengthening religious moderation. Initiatives such as Madrasah Digitalization (2020), the Independent Curriculum (2021), and Integrated Monitoring (2024) have significantly improved the quality of education in many public madrasahs. However, disparities remain between public and private madrasahs, largely due to limitations in infrastructure, teacher training, and budget support. As a result, only a small proportion of private madrasahs have been able to fully implement digital transformation and curriculum reforms.

To address these challenges, this study recommends reformulating Islamic education policies through a participatory approach that respects local and cultural norms, increasing teacher capacity through continuous training in the Independent Curriculum and digital literacy, and digitizing the monitoring and evaluation process to ensure it is more objective, efficient, and supported by real-time data. By taking these steps, it is expected that all madrasahs, both public and private, will be able to equally and sustainably benefit from the implemented policies.

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