

IMPLEMENTATION OF BAZNAS PROGRAMS IN HUMAN RESOURCE DEVELOPMENT: A CASE STUDY OF BAZNAS IN PROBOLINGGO REGENCY

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ABSTRACT

This study aims to analyze the implementation of the National Zakat Agency (BAZNAS) program in Probolinggo Regency in developing human resources (SDI) through the productive management of zakat, infaq, and alms (ZIS). This research focuses on the changing role of BAZNAS from a charitable institution to a community empowerment institution. The study used qualitative methods through interviews, literature studies, and document analysis. The results indicate that the BAZNAS program encompasses three main areas: education, social humanity, and economic empowerment, which support community independence and well-being. From an Islamic economic perspective, this program reflects three dimensions of SDI development: tazkiyah (spiritual), tarbiyah (intellectual), and tamkin (economic). Despite its positive impact, program implementation still faces obstacles such as limited human resources, low productive zakat literacy, and a lack of synergy between institutions. Overall, BAZNAS Probolinggo Regency plays a strategic role in improving the spiritual, intellectual, and economic quality of the community and is a driving force in socio-economic development based on Islamic values.

INTRODUCTION

The sustainable development of a country fundamentally depends on the quality of its human capital, which is a key factor in determining economic competitiveness and social resilience (Schultz, 1961). In Indonesia, where the majority of the population is Muslim, Islamic philanthropic institutions play a crucial role in optimizing the potential of zakat, infaq, and sadaqah (ZIS) as non-tax fiscal instruments. This approach is not only economically driven but also aligns with the principles of maqashid sharia, particularly *hifzh al-nafs* (preservation of life) and *hifzh al-mal* (preservation of wealth), which aim to enhance the welfare and dignity of the people.

The National Zakat Agency (BAZNAS), as a Non-Structural Government Institution (LPN), holds formal legitimacy in managing ZIS funds in Indonesia. Over time, BAZNAS has shifted its focus from a charitable (compassionate) approach to one centered on productive and sustainable empowerment. This transformation represents a paradigm shift in zakat management—from merely distributing aid to serving as a measurable instrument for socioeconomic development. To achieve these goals, BAZNAS has launched various strategic programs aimed at human resource development, enhancing the competencies of *mustahik*, and promoting economic sustainability through training, scholarships, and productive business initiatives. These programs are designed to help *mustahik* build their economic capacity and transition from dependence to independence.

Although conceptually the BAZNAS SDI Development Program is designed as a productive intervention, a critical review of the literature reveals that its operational implementation is prone to complexities. Research by Beik (2015) indicates that the effectiveness of empowerment is often hindered by internal institutional capacity issues, particularly the limited competence of *amil* as social facilitators. Similarly, a study by Firmansyah and Falianty (2018) identifies a significant challenge in the form of inaccuracies in the *mustahik* selection process, which may create program disincentives. Beyond internal challenges, a program evaluation by Aziz (2019) highlights inconsistencies in the duration of post-program assistance, resulting in low sustainability of *mustahik* independence. Finally, fundamental methodological issues—such as the lack of standardized instruments for measuring beneficiary independence across all regional BAZNAS offices—create ambiguity in objectively assessing the impact and outcomes of the SDI program, as noted by Fahlevi and Suprayitno (2020).

Referring to the complexity of implementation at the operational level, this study focuses its analysis on the National Zakat Agency (BAZNAS) in Probolinggo Regency. The selection of this location is contextually relevant because it reflects significant local dynamics in the implementation of SDI empowerment programs. Through these programs, BAZNAS Probolinggo Regency seeks to transform *mustahik* from a group of aid recipients into productive and competitive subjects. Therefore, this study aims to delineate the implementation mechanisms of BAZNAS programs in human resource development that actually influence program achievements in Probolinggo Regency.

RESEARCH METHOD

This study uses a qualitative method, which is a scientific research method that aims to understand an event by emphasizing the process of in-depth communication interaction between a researcher and the subject being studied (Moelong, 2010) and a descriptive approach, which aims to gain an in-depth understanding of the implementation of the BAZNAS program in human resource development (HRD) in Probolinggo Regency. This approach is used to describe factually and systematically how the program is run, the challenges faced, and its impact on the beneficiary community. This research is in the form of a case study, focusing on one institution, namely BAZNAS Probolinggo Regency, allowing researchers to trace in detail the dynamics of program implementation at the regional level. Research data was obtained through interviews with employees, using digital media such as online messaging, to accommodate the conditions and availability of informants. In addition, the researcher also conducted a literature study of various written sources, such as program reports, policy documents, and related scientific works. To reinforce the findings, additional information was also collected from credible online sources, including the institution's official website and relevant news publications. Through a combination of these techniques, this study is expected to produce a comprehensive, valid, and representative description of the implementation of the SDI development program by BAZNAS Probolinggo Regency.

RESEARCH RESULTS AND DISCUSSION

Implementation of the BAZNAS Program in Probolinggo Regency

Based on a review of activity reports, official publications, and interviews with the implementing parties, it is known that the National Zakat Agency (BAZNAS) of Probolinggo Regency has implemented various programs aimed at improving community welfare and developing human resources (HR). These programs cover three main areas, namely education, social-humanitarian, and economic empowerment. These three areas are implemented in an integrated and sustainable manner to create a religious, independent, and productive society.

a. Education Sector

In the education sector, the flagship program run by BAZNAS Probolinggo Regency is the One Family One Graduate Program (SKSS). Based on the 2023 activity report, 18 students from mustahik families received educational assistance until the completion of their studies (BAZNAS Probolinggo Regency, 2023). This program is not only financial in nature, but also includes spiritual guidance and motivation for the beneficiaries. Based on interviews published on the official website of BAZNAS Probolinggo Regency (2025), it was revealed that the SKSS program not only provides tuition assistance but also spiritual guidance and motivation so that scholarship recipients become a superior generation with noble character and competitiveness.

In addition to the SKSS program, BAZNAS also distributed assistance for the maintenance of Madrasah Ibtidaiyah (MI) educational facilities in December 2024 and assistance to students affected by disasters at the Al-Khoziny Islamic Boarding School in October 2025. Furthermore, the collaboration with the Indonesian Ulema Council (MUI) of Probolinggo Regency through the Halal Slaughterer Training (Juleha Manis) demonstrates BAZNAS' efforts to improve community competence in the halal industry sector (BAZNAS Probolinggo Regency, 2024). These activities reflect that BAZNAS Probolinggo Regency does not only focus on distributing educational funds, but also plays a role in increasing community capacity through training and competency development based on sharia values.

b. Social and Humanitarian Affairs

In the social and humanitarian sector, BAZNAS Probolinggo Regency consistently implements various assistance programs for communities in need. Based on the 2025 initial report, a total of 3,500 food packages have been distributed to underprivileged communities in various sub-districts. According to a BAZNAS report published on the official website of the Probolinggo Regency Government, in May 2025, BAZNAS distributed aid to victims of house fires in several areas of Probolinggo Regency. This social assistance is a form of BAZNAS' concern for residents affected by disasters so that they can immediately recover and meet their basic needs.

In addition, BAZNAS also organized a Nutrition Assistance Program for Stunting in Klenang Kidul Village in June 2024, which was intended for children and mothers who were beneficiaries. The Orphan Assistance Program, which has been running since 2020, also continues until 2025 and involves thousands of children in various areas of Probolinggo Regency. In the same field, the management of zakat fitrah was carried out on a massive scale, with a total distribution of 27 tons of zakat fitrah rice from 9,014 muzaki to mustahik (BAZNAS Probolinggo Regency, 2025). These programs reinforce BAZNAS' role as a socio-religious institution that serves to strengthen solidarity, awareness, and social justice among the community.

c. Economic Empowerment

In the field of economic empowerment, BAZNAS Probolinggo Regency focuses on increasing community independence through productive activities. One of the main programs is the Z-Chicken Training, which was held in Kraksaan in December 2024. This program aims to improve the entrepreneurial skills of mustahik in the culinary field, particularly in the processing of crispy fried chicken. According to the activity implementer, the main objective of the Z-Chicken program is to help mustahik acquire independent business skills so that they can move up to become muzakki in the future (BAZNAS Probolinggo Regency, 2024).

In addition, BAZNAS provides micro business capital assistance and

business facilities (rombong) to MSME actors (BAZNAS Probolinggo Regency, 2024). The Mosque-Based Economic Empowerment Program, launched in December 2024, aims to optimize the role of mosques as centers of economic activity for the community. This program is considered to contribute to strengthening the religious-based community economy and increasing social cohesion among congregations.

Dimensions of SDI Development in the BAZNAS Program

The implementation of the BAZNAS Probolinggo Regency program can be analyzed through three main dimensions of human resource development in the perspective of Islamic economics as stated by Asutay (2012), namely the spiritual (*tazkiyah*), intellectual (*tarbiyah*), and economic (*tamkīn*) dimensions.

1. Spiritual Dimension (*Tazkiyah*)

Strengthening the spiritual aspect of society is carried out through social and humanitarian activities, such as the distribution of zakat fitrah, compensation for orphans, and assistance for disaster victims. These activities serve to foster values of empathy and social awareness, which are in line with *maqāṣid al-syarī'ah*, particularly in protecting religion (*ḥifẓ al-dīn*) and life (*ḥifẓ al-nafs*) (Asutay, 2012).

2. Intellectual Dimension (*Tarbiyah*)

The SKSS program, educational assistance, and Juleha Manis training demonstrate BAZNAS's concern for improving the knowledge, literacy, and skills of the community. These efforts support the preservation of reason (*ḥifẓ al-'aql*) in *maqāṣid al-syarī'ah* and serve as a long-term investment in human resources.

3. Economic Dimension (*Tamkīn*)

Economic empowerment programs such as Z-Chicken, micro-business capital assistance, and mosque-based empowerment demonstrate BAZNAS' commitment to increasing community economic independence. These programs reflect the application of the principle of *ḥifẓ al-māl* (preservation of wealth) through productive zakat management and mustahik empowerment (Asutay, 2012).

Critical Obstacles to BAZNAS Program Implementation

In the process of implementing the Human Resource Development (HRD) program, BAZNAS Probolinggo Regency faces a number of obstacles that affect the effectiveness of program implementation and achievement of program objectives. These obstacles can be explained in more detail as follows:

1. Limitations of Internal Human Resources

One of the main obstacles faced by BAZNAS Probolinggo Regency is

the limited number and competence of HR at the internal level. Some officers do not yet have adequate managerial and digital literacy skills, particularly in the aspects of planning, data collection, and reporting based on information technology.

This situation causes the administrative and monitoring processes of the program to run inefficiently. In addition, the high workload with limited personnel hinders the optimization of supervision and evaluation of mustahik empowerment activities. In an institutional context, this shows the need to strengthen the capacity of zakat administrators so that fund management and program implementation can be carried out professionally and accountably in accordance with the principles of good governance.

2. Low Community Participation and Literacy

The next obstacle lies in the relatively low level of community participation in productive zakat-based empowerment programs. Some people still view zakat as merely an annual consumptive religious obligation, rather than an economic instrument capable of improving long-term welfare. A lack of understanding of the concepts of productive zakat, productive waqf, and Islamic social fund management mechanisms means that program acceptance is not always optimal. This is exacerbated by the lack of ongoing socialization and education activities, so that the economic potential of the community through productive zakat has not been fully realized.

3. Funding Constraints and Productive Fund Allocation

From a financial perspective, BAZNAS Probolinggo Regency also faces limitations in the proportion of funds allocated for productive empowerment programs. Most of the zakat funds collected are still focused on consumptive distribution, such as direct cash assistance, basic needs, and social humanitarian activities. Meanwhile, funds allocated to the productive sector, such as micro business capital, entrepreneurship training, or economic capacity building programs, are still very limited. This condition is caused by limited zakat collection at the regional level and suboptimal strategies for collecting funds from potential muzakki (zakat payers). As a result, the sustainability of mustahik empowerment programs is often hampered by the imbalance between program needs and the financial capabilities of institutions.

4. Lack of Synergy and Coordination Between Institutions

Another significant obstacle is the weak coordination between BAZNAS Probolinggo Regency and related institutions, such as local governments, educational institutions, and religious agencies. This lack of synergy has resulted in several programs being implemented partially without adequate cross-sector support. In fact, collaboration between institutions is essential to expand the reach of programs, strengthen regulatory aspects, and integrate economic empowerment policies for the community on a broader scale. In addition, the absence of an integrated coordination mechanism in

planning and reporting activities has led to program overlaps and difficulties in conducting comprehensive performance evaluations.

CONCLUSION

Based on the results of research on the Implementation of the BAZNAS Program in Human Resource Development (HRD) at BAZNAS Probolinggo Regency, it can be concluded that this institution has implemented various empowerment programs oriented towards improving the spiritual, intellectual, and economic quality of the community. This implementation is in line with the principles of Islamic economics and the objectives of maqāsid al-syarī'ah, namely to protect religion, life, reason, lineage, and wealth as the basis for holistic human welfare. Conceptually, the implementation of the BAZNAS program in Probolinggo Regency can be mapped into three main dimensions of HRD development according to Islamic economic theory (Asutay, 2012), namely:

1. Spiritual Dimension (*Tazkiyah*): reflected through religious activities, social da'wah, and religious assistance that strengthen moral values, empathy, and solidarity among people.
2. Intellectual Dimension (*Tarbiyah*): realized through job skills training programs, educational scholarships, and community-based empowerment that encourages the intellectual capacity of mustahik.
3. Economic Dimension (*Tamkin*): realized through productive zakat programs, entrepreneurship training, and micro business capital assistance, which aim to make mustahik more financially independent and transform them into muzakki.

In general, the implementation of the BAZNAS Probolinggo Regency program has had a positive impact on improving the quality of SDI. The approach taken has proven effective in integrating spiritual values with strengthening the economic and educational capacity of the community.

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