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### POLICY IMPLEMENTATION OF WORKING CULTURE DEVELOPMENT IN MINISTRY OF RELIGIOUS AFFAIRS

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**Abstract.** Indonesia as a religious state has the Ministry of Religious Affairs which has a vision and mission in realizing the Indonesian communities to be obedient, harmonious, intellectually intelligent, emotional and spiritual as well as prosperous aspects of life community. However, ironically, the ministry that should be the front guard of this morality, in 2012 was the ministry with the lowest perception index version of Corruption Eradication Commission known as *KPK*, and in 2014 the only ministry with the value of self under the standard of Corruption Eradication Commission known as *KPK*. Ministry of Administrative and Bureaucratic Reform has published a regulation No. 39 in 2012 on the guidelines for the development of work culture for ministries and institutions in 2012. This research **aims** to identify and analyze the policy implementation of working culture development based on regulation Number 39 in 2012 in the Ministry of Religious Affairs and identify factors affecting the implementation of the development policy of The Ministry of Religious Affairs. This research is a qualitative study using descriptive-analytical **techniques**. This **finding** shows that the Ministry of Religious Affairs has developed neither the structure of its work culture nor the comprehensive and sustainable system of work culture as a whole.

**Keywords:** Ministry of Religious Affairs, Indonesian community, working culture, vision, mission

**JEL Classification:** Z1, K3, L5, L8

### INTRODUCTION

The bureaucracy reform in Indonesia has begun in 2010. There are eight areas of change in bureaucracy reform, namely: organization, governance, regulatory law, human resources apparatus, supervision, accountability, public service, mindset, and working culture. One area of change is the mindset and the culture of work (mindset and culture set). The change of mindset and culture of work has a strategic role in organizing bureaucracy for the better. According to the Grand Design bureaucracy reform 2010-2025, in the wave reform II, namely the year 2010-2014, the bureaucracy in Indonesia makes government to be free from corruption, collusion and nepotism known as *KKN*,

the quality of public services are increasing and capacity at once improved performance accountability.

The Ministry of Religious Affairs has a duty to conduct governance in religious fields. The vision of the Ministry of Religious Affairs is the realization of the Religious Society of Indonesia, peace, intelligent, and prosperous aspects in order to realize Indonesia's as sovereignty, and independence country based on the foundation of communal. However, ironically, the institute gets a black note about corruption. In 2012, the Ministry of Religious Affairs was established as a ministry with the lowest perception index of Corruption Eradication Commission version, and in 2014 only ministry with self-value under Corruption Eradication Commission standardization (KPK, 2015).

From the side of the public complaint, from 2015 to 2017 there was a significant increase annually as shown in the table below.

*Table 1*  
*Community Complaint at the Ministry of Religious Affairs 2015-2017*

No	Years	Amount
1	2015	61
2	2016	295
3	2017	486

*Source: Ministry of Religious Affairs (May 16, 2018)*

The Ministry of Religious Affairs as a religious institution with the lowest integrity became contrary to (Lerner, 1982) opinion of the religious influence on the undisputed manifestations of morality. In addition, spirituality is important to reveal the inner and learn to recognize the impact proposed both for professional and personal lives (S. Robbins, 2013). Malik stated that there is a significant positive relationship between spiritual intelligence and organizational performance (Malik and Tariq, 2016) (Osman-gani, Hashim and Ismail, 2007). Therefore, religious background and the Ministry of Religious Affairs should be holy institutions that uphold integrity as a universal core value.

In 2012, the Ministry of Administrative and Bureaucratic Reform has issued guidelines for the development of the work culture and institutions. In addition, revised in 2012 with the Regulation of Ministry of Administrative and Bureaucratic Reform Number 39 in 2012 was aimed at assisting the development of the culture of work in the implementation of bureaucracy reform. As well as assisting ministries/institutions and local governments to encourage changes in the attitudes and behavior of officials and employees in their respective environment, and provide guidance on planning, implementing and monitoring as well as evaluating the implementation of the development of work culture.

The study of implementation is to understand what the fact shows after a program is declared valid or formulated, while the focus of policy implementation attention, are events and activities arising after the dismissing of the State policy guidelines, which include both efforts to administrate it and to create real consequences/impacts on society or events (Sabatier and Mazmanian, 1980).

## **LITERATURE REVIEW**

The problem of this research issues are as follows:

1. How the implementation of the working culture of development policy in the Ministry of Religion does?

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2. What factors influence the implementation of the development of culture work in the Ministry of Religion?

### **1. Policy Implementation**

Policy implementation in principle is a way of policy achieving its objectives. There is no more and no less. In order to implement public policy, two options exist, namely implementing in the form of a program or through a formulation of derivation policies or derivatives of these public policies. The implementation of a series of policies can be clearly observed, namely starting from programs to projects and activities. Implementation studies have a focus on work programs, operational activities of policy devices and resource allocation (Denzin and Lincoln, 2000), organizing and leadership to achieve policy objectives (Nugroho Riant, 2017). In this implementation, the study aims to analyze the conformity of policy implementation bases on guidelines and procedures (Sugiyono, 2014). Besides, the other goals are to observe how to realize and involve community in responding this policy (Jodi and Stephanie, 2015).

### **2. Development Policy of Working Culture**

The policy of working culture development is established by the Regulation of Ministry of Administrative and Bureaucratic Reform Number 39 in 2012. The goal of this policy is the creation of the mindset and the working culture of the State apparatus into a culture that develops the attitude and behavior of outcome-oriented gained from the productivity of work and high performance to provide service to the community.

The transformation in working culture applies from the highest level to the smallest unit. The success of cultural change is determined by organizational leader behavior. Ministries and institutions are expected to create and develop organizational cultures that are oriented towards improved performance through training, work unit of working evaluation and personnel, socialization, benchmarking and learning laboratories. The development of work culture is a systematic effort to implement the values and norms of ethical work of the State apparatus and executed consistently in its regulation of governance tasks and services to the community. The work culture is formed from values that have been consistently harmonized and have been socialized in the environment of ministries/institutions as well as the internalization results expressed in the conduct of daily work in each employee. The internalized work culture can be seen from the work ethical shown.

The fundamental principle of work culture is the culture of work derived from the organizational culture, the result of the internalization process of organizational values expressed in the behavior of daily work. Culture of work is a mental attitude developed to always look for repairs, enhancements or improvements to what has been accomplished, the work culture is developed with the teachings of religion, Constitution, social and cultural conditions, and change of working culture should go on. A structured, comprehensive and sustainable system with a precise and consistent strategy, the work culture changed through organizational values changes.

The task of changing the mindset and developing a working culture in the Ministry of Administrative and Bureaucratic Reform environment and the local government is the responsibility of the bureaucracy reform teams in each ministry/institution; in particular, the management system is changing. The development of work culture requires three major phases, namely the formulation of values, implementation, and evaluation monitoring.

The formulation of value consists of five steps, namely 1) planning, 2) identifying the value, 3) identifying the sensitive area, 4) assigning the main behavior and 5) formulating how to measure the main behavior. The implementation consists of: 1) Declaration of Value, 2) Phase of the socialization and internalization through communication. Monitoring and evaluation must be applied to observe how effective the progress of the work culture in development process is.

### 3. The Factors Affecting The Implementation Of Cultural Development Work

Based on various previous journals formulated researchers there are four factors that affect the implementation of cultural development, namely communication (Arianto, Zauhar and Hanafi, 2015; Sani, Mohammed, Misnan and Awang, 2012; Crews, 2013; James, 2014; Warrick, 2017; Van der Voet, 2014; Signé, 2017; Bang, Kusuma and Utomo, 2014; Hanaysha, 2016; Hill, 2003. The second was resources (Signé, 2017; Mattila, 2008). The third was the commitment and leadership (Sani et al., 2012; Smith, 2003; Yuan and Lee, 2011; Signé, 2017; Hill, 2003; Crews, 2013). The last was the value of organization (Hill, 2003; Zainuri, 2016; Wihantoro, Lowe, Cooper and Manochin, 2015; Yaghi and Al-Jenaibi, 2018).

#### A. Communication

Research of communication in this study used the theory of implementation of (Lawler III and Worley, 2006), according to (Lawler III and Worley, 2006) in (Widodo, 2007) communication was classified as “the process of delivering communicator information to the communicator”. Information on public policy according to (Lawler III and Worley, 2006) in (Widodo, 2007) need to be communicated to policy perpetrators so that policy players can know what they should prepare and do to run the policy so that the objectives and policy objectives can be achieved in accordance with the target (Widodo, 2007). The theory shows that policy communication has many dimensions, such as transition dimension, clarity and consistency.

i. The dimension of transmission demanded that public policy be delivered not only to the implementation of policies but also to the target groups of policies and other parties concerned either directly or indirectly. Before an official can implement a decision, he must realize that a decision has been made and an order for its implementation has been issued. The most important is how a policy stakeholder's will understand about the policy that has been made by the center and transfigured into various forms of implementation and clear standards of operational procedures so that the executor can carry out duties as policies implementation that have been issued. Signing of the regulatory context of policy become very important for the implementation of the program.

ii. The dimensions of clarity would require that if the policies are implemented as desired, then the policy executor should not only accept the instruction manual but also the communication of the policy should be clear. Often the instructions forwarded to the executor are blurred and do not specify when and how a program is implemented. The obscurity of the communication message with respect to the policy implementation will encourage incorrect interpretation.

iii. The third dimension of policy communication is consistency. If the implementation of the policy intends to be efficient, the execution orders must be consistent and clear. Although the commands presented to the policy executor have elements of clarity, if the order is contradicted then the order will not facilitate the policy executor to perform its duties properly. On the other hand, the commands of inconsistent policies will encourage executor to take very loose actions in interpreting and implementing policies. When this happens, it will result in the ineffectiveness of the policy implementation due to the extremely loose actions that are likely not to be used to implement policy objectives

#### a. Resources

In government organizations as a public and implementing organization the administrative policy must have a resource consisting of: “Staff, Information, Authority, Facilities” (Lawler III and Worley, 2006) in (Kadarisman, Gunawan and Ismiyati, 2017).

##### 1) Human Resources (Staffs)

Implementation of the policy will not succeed without the support of human resources sufficient quality and quantity. The quality of human resources is related to skill, dedication, professionalism, and competence in the field, while the number of human resources is enough to cover the entire target group. Human resources are very influential in the success of implementation, because without human resources, implementation of policies will run slowly.

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## 2) Budgetary

In the policy implementation, the budget is related to the adequacy of capital or investment in a program or policy to guarantee this policy implementation, because, without the supporting budget, the policy will not run effectively in reaching goals and objectives.

## 3) Facilities

Facility infrastructures become some of the factors that influence the implementation of the policy. Procurement of decent facilities, such as buildings, land and office equipment will support the success of the implementation of a program or policy.

## 4) Information and Authority

Information is also an important factor in the implementation of policies, especially relevant information. While authority plays a crucial role in assuring and guarantees that, the policy is implemented according the goal.

### b. Commitment and Leadership

Commitment and leadership using the first Sabatier theory, the direction and ranking of the objectives at the priority scale of the office. Secondly, the ability of officials in realizing these priorities is namely, how to achieve objectives by deploying available resources (Sabatier & Mazmanian, 1980).

### c. Organization Culture

From the organizational culture, the theory uses the Robbin theory on elements of organizational culture formation (S. Robbins, 2013) classified as the Organization's founding philosophy, selection, top management, and socialization.

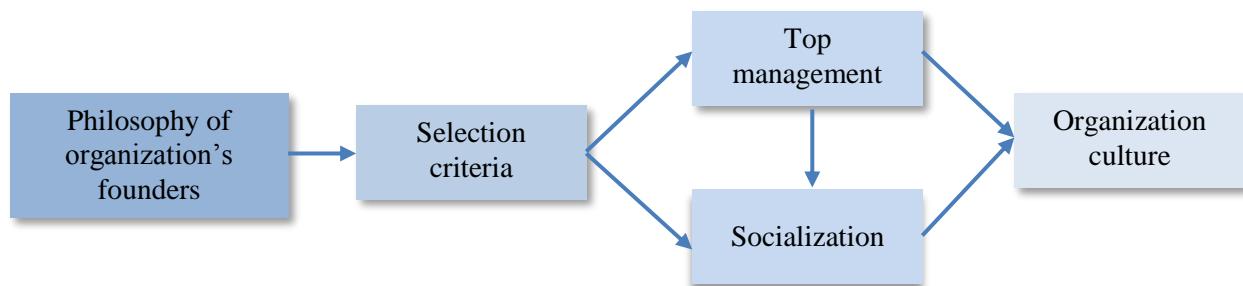


Fig.1 How Organization's Culture Form Source (S. Robbins, 2013)

## METHODOLOGY

This study is a qualitative study with an in-depth interview method, observation, and documentation. The analytical techniques used in this study are descriptive analytical techniques. Interviews (included 15 employees) were conducted in the Minister of Religious Affairs as the supreme leader, central bureaucracy reform team and head of research and development of religious ministries, regions.

## RESULT AND DISCUSSION

### 1. Implementation of Working Culture Development in the Ministry of Religious Affairs

The Ministry of Religious Affairs is one of the autonomy ministries. The Ministry of Religious Affairs also includes vertical institutions with a total of 4,543 work areas. It is classified into eleven Echelon Unit 1 at the central Religious ministry, 34 provincial offices, 413 Office of the Ministry of Religious Affairs, 99 of the city's Ministry of Religious Affairs, 14 Education and

Training Centre, and 3 Research and Development Halls, which amounted to 563 work areas. Meanwhile, the Education unit status, consisting of 1,690 Madrasah Ibtidaiyah Negeri (MIN), 1,444 Madrasah Tsanawiyah Negeri (MTsN), 765 Madrasah Aliyah Negeri (MAN), 11 Islamic State University (UIN). 32 State Islamic Institute (IAIN), 14 state Islamic religious schools (STAIN), 1 State Catholic High School (STAKATN), 7 State Christian religious Colleges (STAKN), 1 Institute of Hindu Dharma Negeri (IHDN), 3 state Hindu High Schools (STAHN), 2 Buddhist colleges Of the State (STABN), a total of 3969 working units (Kementerian Agama RI, 2017a).

The Ministry of Religious Affairs consists of 2,776 employees at the head office (1.23%) and 223,184 employees in the area (98.77%) (Kementerian Agama RI, 2019). In 2014, the Ministry of Religious Affairs declared that working culture classify into as follows: (1) Integrity, (2) Professionalism, (3) innovative (4) Responsibilities and (5) Lead by example. The formulation of the value is the result of the Focus Group Discussion of Minister of Religious Affairs with Echelon I and II with a consultant of ESQ named Ary Ginandjar. The values formulated are the values required by the Ministry of Religious Affairs in conducting bureaucracy reform.

From the fifth phases of the formulation of value, the Ministry of Religious Affairs has gone through four processes i.e. 1) planning, 2) identifying value, 3) identifying the sensitive area, 4) establishing the main behavior, the Ministry of Religious Affairs passed these stages as formulation in how to measure key behaviors.

## **2. The Policy of the Ministry of Religious Affairs about Working Culture Value**

In 2014, Minister of Religious Affairs issued Decree of the Minister of Religious Affairs No. 582 in 2017 on change the decree of Religious Minister No. 447 in 2015 Road Map of Bureaucracy Reform of the Ministry of Religious Affairs in 2015-2019, which contains five values of working culture. Other policies regarding the implementation strategy of the cultural value of work are KMA No. 504 in 2018 relates to the agent for change in the Ministry of Religious Affairs as well as the Decision of Ministry of Religious Affairs No. 536 in 2018 on the guidelines for implementing bureaucracy reform in the Ministry of Religious Affairs.

From interviews with the bureaucracy reform team of the Ministry of Religious Affairs, the value of the work culture not only declare a statement but also has a special duty of the Decision of Ministry of Religious Affairs that regulates working culture. According to the illustration of working culture, it is not regulated because of its coercive nature.

## **3. Bureaucracy Reform in the Ministry of Religious Affairs**

Religious ministers feel the size of working culture can be seen from the results of the evaluation of bureaucracy reform increasing annually. First in 2018, it obtained a value amount 74.02, rise in 2017 amount 73.27, then in 2016 showed the result value amount 69.14, in 2015 obtained 62.28 and 54.83. The Ministry of Religious Affairs' performance report still focuses on budget absorption (Kementerian Agama RI, 2019).

Bureaucracy reform in the Ministry of Religious Affairs from 2010 to 2017 was an additional task. Only in 2017, described structural regulation handles bureaucratic reform in the Ministry of Religious Affairs. The Ministry of Religious Affairs, the task of the bureaucracy reform team in the provincial office and the Office of the district Ministry of Religious Affairs is an additional task.

Since 2018, DIPA 2019 performance reports there were no specific budgets regarding bureaucracy reform and the development of a working culture (Kementerian Agama RI, 2019). In regional offices and districts, offices formed into bureaucratic teams. Nevertheless, the tasks and functions have not yet run according to guidelines.

## **4. Promotion System**

The process of appointment of officials in the Ministry of Religious Affairs has a new implementing Merit system by way of open bidding on Echelon 1 and 2 in. However, the merit

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system does not apply to Echelon 3 to 4. According to the Minister of Religious Trade in the Ministry of Religious Affairs is Caustic.

The Ministry of Religious Affairs has declared a cultural value of work but does not refer to the Regulation of Ministry of Administrative and Bureaucratic Reform Number 39 in 2012 on the guidelines for the development of culture work. This can be seen from the unimplemented system of measurement of work culture and strategy that is fast and precise in the implementation of the development of culture work.

The Ministry of Religious Affairs was able to access bureaucratic reforms. While the evaluation of bureaucracy reform annually that applied to the central Echelon I (11 echelon work units I) in addition, the unit of work in the area under the Ministry of Religious Affairs is 4,532 units of work.

Factors that influence the implementation of cultural development work

#### 1. Communication

The decision of Ministry Religious Number 504 in 2018 about Agent for Change of Ministry of Religious Affairs and the Decision of Ministry Religious No. 536 in 2018 about implementation guidelines of bureaucracy reform at the Ministry of Religious Affairs covering in bureaucracy reform. From the research results, structural bureaucracy reform is only in the central Echelon I., Central Java Provincial Office establish a bureaucratic reform team but only additional tasks. The results of interviews with the bureaucracy reform team in Demak District, only the DECREE of the team to fulfill the application data of bureaucracy reform from the center.

From the transmission dimension, the minister's working culture policy that unspecific ally issue of Decision of Minister of Religious and the detailed rules on the implementation of the cultural value of work will make the transmission process not well received by the implementers and policy objectives. From the dimensions of clarity, without clear guidelines, the communities can misunderstand communication.

As for the consistency side, the five values of the working culture that have been declared are not considered as one of the assessments of personnel or as the code of Ethics of the Ministry of Religious Affairs. The absence of operational indicators and instruments to make State Apparatus does not have objective and measurable standards in carrying out five cultural values of work, making it difficult to do an objective assessment by the leadership of the implementation of five cultural values of work by a State Apparatus individually. In developing the work culture need guidance and enforcement, so the implementation of the development of the culture of planned work, structured systematically, comprehensive and sustainable. Communication strategies may include as follows:

- Minister of Religious Affairs issued a policy on implementing and internalizing the value of the culture of work, so implementation is coercive and has an element of law enforcement with a clear reward system. During these five cultural values are the policy of the Ministry that cannot be confirmed by the required official documents, such as PMA documents, the Decree of Ministry of Religious Affairs, or other official documents related to the program of 5 cultural values of the work.

- Internalizing with education and training.
- Developing a measurement system of work culture achievement.

#### 2. Resources

Development of the working culture in Ministry of Administrative and Bureaucratic Reform Number 39 in 2012 and decree of the Minister of Religious Affairs No. 582 in 2017 was the task of the Management change of bureaucratic reform team. From 2010 to 2017, the reform team of the central Ministry of Religious Affairs as additional authorities, in the Central Java province bureaucratic reform team was formed in 2017, in Demak District bureaucracy reform team was formed in 2018. At the provincial and district level the bureaucracy reform team is still an

additional task. From interviews, the district level of reform team did not yet have a program and was formed based on the demands of applications launched by the central bureaucracy reform team.

Since 2010 had been established bureaucratic reform, and 7 years only focused on Echelon I, bureaucratic reforms are slow in the Ministry of Religious Affairs. This follows the publication of the Ministry of Religious Affairs and Decision of Minister Religious Number 536 in 2018 on the guidelines for implementing bureaucracy reform in the Ministry of Religious Affairs. The decision of Ministry of Religious Affairs No. 504 in 2018 about the change agent guidelines on the Ministry of Religion has not been implemented at the provincial or district level.

From an interview with bureaucracy Reform of the Ministry of Religious Affairs, the Ministry of Administrative and Bureaucratic Reform team did not control the Regulation of Ministry of Administrative and Bureaucratic Reform Number 39 in 2012 on the guidelines for the development of culture work.

### 3. Budgetary

The policy will not run effectively in achieving goals and targets without the compacted budget support. List of Budget Implementation (*DIPA*) states there is no budget on this work.

culture program (Kementerian Agama RI, 2019). At the regional and district level, with a working unit of 8,532 areas, education as well as training so that it will change mindset and culture of apparatus through 14 training halls in Indonesia. This is because there is no budget in the framework of socialization and internalization of work culture in each unit of work.

The strategy taken in socialization and internalization is to communicate five cultural values of work on each activity to the audience as one of the Standard Operating Procedure of activities in the Ministry of Religious Affairs.

### 4. Facilities

The facilities in implementing five cultural values in the Ministry of Religious Affairs are banners. In the selection of change agents, the bureaucratic reform team has created a computer-based application to facilitate the establishment of change agents. Currently, it has not been applied to all agents, but hopefully, the application can facilitate the selection of agent changes in each unit of work.

As the largest vertical organization, the development of work culture needs to be facilitated with a work culture laboratory. These policies and strategies that are applied can run effectively and efficiently.

#### 1) Information and Authority

Relevant and adequate information are about how to implement a policy. While authority plays a crucial role in assuring and guarantees that, the policy is implemented according to desiring. In terms of the development of the cultural work in the Ministry of Religious Affairs relates to information and authority, as well as the role of Research and Development empowered. Research on the culture of work will provide valid information regarding the achievement of work culture value.

### 5. Commitment and Leadership

According to (S. Robbins, 2013), the existence of the leader will have an influence on (i) the value he wants to accomplish, (ii) the direction of the Organization's future, (ii) showing how the tasks are resolved. Position leaders in the process of achieving organizational objectives, therefore, associate with the behavior displayed, skills, knowledge, and values. Research Data from the Research and Development Agency of the Ministry of Religious Affairs provides an overview that the leadership of each of the Ministry of religious work units has two opposite sides. In get a record in the implementation of the program 5 (five) cultural value of work is the implementation of the merit system in terms of recruitment, placement, and promotion of employees. It is about the competency aspect, resulting unskilled staff that has position relate to working field (interview results with the head of the Ministry of Religious Affairs of Research and Development in April 27, 2019).

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First, the direction and ranking are the goal at office area. Second, the Official's skill in realizing some of priorities (Sabatier and Mazmanian, 1980). According to Nugroho, a top executive (in this case the Minister of Religious Affairs) who has been appointed must bring a vision. The team they lead can only be asked to provide inputs to decode the vision (Nugroho Riant, 2017). The Ministry of Religious Affairs has the vision of "the realization of the Religious Society of Indonesia, the pillars, intelligent and prosperous born inward in the framework of realizing the sovereign, independent and personality based on mutual cooperation" (Kementerian Agama RI, 2017b). One of the missions in fixing the bureaucracy is to realize clean, accountable and trustworthy governance. The objectives related to the improvement quality of development field in religion are the implementation of the development of the effective, efficient, transparent and accountable field of religion. Among others: (a) the Defended Exclusion Reasonable (WTP) in the opinion of Audit Board of Indonesia known as *BPK RI* for the financial report of the Ministry of Religious Affairs; (b) Increased results of the Ministry of Religious Affairs performance report; and (c) increasing the Ministry of Religious Affairs of Reform assessment.

The results of interviews with the Minister of Religious Affairs, the supreme Leader internalized the five cultural values of the work by relying on the consciousness of the State Apparatus of Ministry of Religious Affairs and un-coercive. (Interview with the Minister of Religious Affairs, April 24, 2019), the assumption of the Minister of Religious Affairs relates culture work and code of ethics is something that is already built-in in State Apparatus, so that unpublished rules that bind apparatus concerning five cultural values of work and no budget in internalizing the value of working culture.

The Ministry of Religious Affairs as a ministry with the lowest corruption perception index in 2012 and the only ministry with the lowest self-value under the standard of Corruption Eradication Commission known as *KPK* in 2014 had a "task" in fixing the 4543 units. Development of work culture as a strategy in changing mindset and culture will not run well together with plan, program, systematical, comprehensive and sustainable.

## 6. Organizational Culture

Robbin stated that organizational culture created by some elements of the organization's founding philosophy, selection and top management (S. Robbins, 2013). According to Robbins there are some questions relate to working culture in an organization (S. P. Robbins and Coulter, 2016), consists of as follows:

### a. Exploring Background Checks

From the examination of the website of the Ministry of Religious Affairs and websites in some areas, the display of Web pages has been standardized from the central Religious Ministry. Besides showing information on activities and important news about religious affairs, each website presents five values of working culture, the decline of illegal levy and gratification, the movement of the mental revolution and the harmony of religious and nationalism communities. Some websites such as District Areas of Ministry of Religious Affairs of Central Java Province and Ministry of Religious Affairs in Demak District not display the Community complaints menu in this website.

This Ministry's related news is about corruption cases in the Ministry of Religious Affairs. The most popular news is the hand capture operation by Corruption Eradication Commission known as *KPK* related to the selection process of the Ministry of Religious institutions. The party's chair of the Minister of Religious Affairs was held to organize positions both of central and local levels. In addition, the media of corruption cases in the previous Ministry of Religion, the former Minister of Religious Affairs of President Megawati, Said Agil Husein Al Munawar, that is stated by the Assembly of Judges by State Court of Central Jakarta in 2016. Corruption procurement of the Qur'an laboratory equipment *Madrasa* in 2012, and the misuse of BPIH and the operational fund of ministers who drag the name of the Minister of Religious Affairs, Suryadharma Ali in 2014. (The Tribunnews, accessed 15 May 2019).

Former Irjen Ministry of Religious Affairs, M Jasin stated that in Minister of Religious Affairs the crisis of integrity and crisis adhere to the prevailing rules. Jasin was appointed in 2012-

2016 at Inspectorate General of Ministry of Religious Affairs after he was no longer there; he taught more officials who get promotion in the neighborhood at the Ministry of Religious Affair is the people once get precisely a discipline strike caused by such violation.

**b. Observing the physical environment and the corporate symbols**

The Ministry of Religious Affairs has a “charity sincere” logo written on the organization's emblem. The State Apparatus' appearance and dress take an attention for their respective religious learning. The State Apparatus are working in the Ministry of Religious Affairs is regarded by society as a religious figure or a person who understands religious matters.

From the openness between the Offices, the Ministry of Religious Affairs does not have a gap among task executors unit. Ministry of Religious Affairs building is dominated by green color, in Islamic teachings green color is the preferred color of Prophet Muhammad after the color white. Worship facilities are very well built-in the office area. Ministry of Religious Affairs generally has a sports field. This physical condition reflects that the Ministry of Religious Affairs is a religious institution.

**c. How do you classify people you meet**

Civil apparatus of the Ministry of Religious Affairs that I have encountered are to be formal and self-defense in collecting information. The organizational hierarchy looks strict. This indicates that the organization is a type of cultural hierarchy.

**d. Observing the Guidance of Human Resource Organization itself**

From the observation, the Ministry of Religious Affairs does not provide specific Human Resources guidance to the ministry, which includes the code of conduct. Personnel development is based on Government Regulation No. 53 in 2010. This indicates that there is no claim on the State Apparatus at the Ministry of Religious Affairs, which differs from other ministries of the employment Regulation.

**e. Asking questions about people you meet**

From the interview, the Ministry of Religious Affairs imposed open bidding for Echelon 1 and Echelon 2 beginning in 2018. Such as in, Echelon 3 and 4 that have not been treated merit system correctly. From one of the informants, these are still based on consideration of superior position. From the results of interviews with the head of Research and Development of the Ministry of Religious Affairs that research Data from Research and Development provides an overview that the leadership of each of the Ministry of Religious Affairs units has two opposite. Implementation of the merit system in terms of recruitment, placement, and promotion of employees who are judged does not take an attention to the competency aspect, resulting in employees who are in a certain position has no competency and taking care of the industry.

From the explanation above, it is concluded that the Ministry of Religious Affairs has not fully implemented the merit system in its promotional process. Of these five, the culture of the Ministry of Religious Affairs can be concluded, namely, the Ministry of Religious Affairs is an institution that needs attention in integrity, institutions with a type of cultural hierarchy, religious, and yet to fully implement the merit of the system.

The development of the working culture in the Ministry of Religious Affairs has a strategic role to fix the working culture of the institution. On the other hand, the culture of the previous real organization when contrary to new cultural values can lead to resistance. This needs to be identified seriously so that the implementation of the cultural value of work reaches the goal.

## CONCLUSION

Based on the results of the field findings are classified into as follows:

1. Ministry of Religious Affairs is a vertical institution with has working areas amount 4543. The record of accomplishment of integrity issues makes changing mindsets and culture stated into Ministry of Religious Affairs as a necessity.

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2. The Ministry of Religious Affair has not developed a structured, comprehensive and sustainable work culture. The Implementation of 5 Cultural values of the Ministry of Religious Affairs have not guided the Regulation of Ministry of Administrative and Bureaucratic Reform Number 39 in 2012.

3. Factors that influence the implementation of five cultural values of work in the Ministry of Religious Affairs are as follows:

a. Communication

- The absence of regulation and culture guidelines to make work culture that is not implemented in the form of strengthening programs and support activities that are special.

- In the formulation of the value of culture, work at the Ministry of Religious Affairs is formulating measurement of key behavior. Ministry of Religious Affairs also does not make regulations related to the socialization or internalization process and evaluation.

- Five cultural values of work are understood differently by the State Apparatus of the Ministry of Religious Affairs and are considered as slang or mere.

- The absence of operational indicators and instruments of State Apparatus individuals do not have the objective and measurable standards in carrying out the five cultural values of work, making it difficult to do objective assessments by the leadership of the implementation of five cultural values of work by a State Apparatus individual.

b. Resources

- A legally structural reform team is the Ministry of Religious Affairs. The structure of the bureaucratic reform team at the district level is still only an additional task. In addition, at the district level has not been implemented program that is the task of bureaucratic reform team function.

- Ministry of Religious Affairs has not implemented the delegation of implementation authority and budget support, as well as other supporting facilities. So the implementation of the cultural value of work does not work systematically.

c. Commitment and Leadership

The development of work culture in the Ministry of Religious Affairs has not been a priority scale. In addition, the Ministry of Religious Affairs' opinion that internalization of work culture is not done in a cohesive, making the development of work culture understood only as a mere and jargon. Even in List Contents of Budget, known as *DIPA* was not estimated the development program of work at Ministry of Religious Affairs

d. Organizational Culture

The Ministry of Religious Affairs is, in fact, an institution that needs attention in integrity, institutions with a type of cultural hierarchy, being religious and not yet fully implementing the merit system. The culture is, in fact, contrary to the value of the working culture that is declared as integrity and professionalism. This affects the implementation of the value of cultural work in the Ministry of Religious Affairs.

## SUGGESTIONS

According to the research results above, the advice for the Ministry of Religious Affairs are as follows:

1. The Ministry of Religious Affairs issue a structured and comprehensive regulation on the work culture that includes the implementation of the working culture that a valuation indicator of occupational culture.

2. Planning, implementing socialization and internalization of 5 cultural values of work on all State Apparatus of Ministry of Religious Affairs so that there are changing mindset and working culture in past.

3. Developing an implementation strategy of the cultural value of work in this case involving research and development agency, so that the policy of the Ministry of Religious Affairs is ongoing based on the organization's necessity. The results should be considered in various policies of the Ministry of Religious Affairs.

4. Empowering the bureaucracy reform team at each level aims to implement the delegation of implementation authority and budget support as well as other supporting facility.

5. The Ministry of Religious Affairs enforces a merit system at all levels of Echelon's position and assess this office so that the leader in the Ministry of Religious Affairs classify as individual that has integrity, professional, innovative, responsible and exemplary Religious values of the Ministry of Religion.

6. Recruiting new employees with a culture-oriented value of organizational work

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## РЕАЛІЗАЦІЯ ПОЛІТИКИ РОЗВИТКУ ТРУДОВОЇ КУЛЬТУРИ В МІНІСТЕРСТВІ У СПРАВАХ РЕЛІГІЙ

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В Індонезії як релігійній державі діє Міністерство у справах релігій, місією якого є коордінація і розвиток гармонійних, інтелектуальних, емоційних і духовних аспектів життя спільноти. Однак, за іронією долі, міністерство, яке мало стояти на сторожі цієї моралі, в 2012 році було відзначено як державний орган з найнижчою версією індексу сприйняття Комісією щодо викорінення корупції, відомої як КПК, а в 2014 році – єдиним міністерством з показником індексу нижче встановленого Комісією стандарту. Міністерство адміністративної та бюрократичної реформи опублікувало в 2012 році постанову № 39 про керівні принципи розвитку культури праці для центральних органів виконавчої влади в 2012 році. Мета представленого наукового дослідження – виявити і проаналізувати реалізацію політики розвитку трудової культури на основі положення № 39 в 2012 році в Міністерстві у справах релігій і виявити фактори, що впливають на реалізацію політики розвитку Міністерства у справах релігій. Наукова стаття є якісним дослідженням з використанням описово-аналітичних методів об'єкта дослідження. За результатами дослідження доведено, що Міністерство у справах релігій не розробило а ні структуру трудової культури свого відомства, а ні будь-якої всеосяжної й стійкої системи трудової культури в цілому.

**Ключові слова:** Міністерство у справах релігій, індонезійська громада, робоча культура, бачення, місія.

## РЕАЛИЗАЦИЯ ПОЛИТИКИ РАЗВИТИЯ ТРУДОВОЙ КУЛЬТУРЫ В МИНИСТЕРСТВЕ ПО ДЕЛАМ РЕЛИГИИ

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В Индонезии как религиозном государстве действует Министерство по делам религии, миссией которого является координация и развитие гармоничных, интеллектуальных, эмоциональных и духовных аспектов жизни сообщества. Однако, по иронии судьбы, министерство, которое должно было стоять на страже этой морали, в 2012 году было отмечено в качестве государственного органа с самой низкой версией индекса восприятия Комиссией по искоренению коррупции, известной как КПК, а в 2014 году – единственным министерством с показателем индекса ниже установленного Комиссией стандарта. Министерство административной и бюрократической реформы опубликовало в 2012 году постановление № 39 о руководящих принципах развития культуры труда для министерств и

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ведомств в 2012 году. Цель представленного исследования – выявить и проанализировать реализацию политики развития рабочей культуры на основе положения № 39 в 2012 году в Министерстве по делам религии и выявить факторы, влияющие на реализацию политики развития Министерства по делам религии. Научная статья представляет собой качественное исследование с использованием описательно-аналитических методов объекта исследования. В качестве результатов исследования доказано, что Министерство по делам религии не разработало ни структуру трудовой культуры своего ведомства, ни какую-бы то ни было всеобъемлющую и устойчивую систему трудовой культуры в целом.

**Ключевые слова:** Министерство по делам религии, индонезийская община, рабочая культура, видение, миссия.