

Work Culture Change in Ministry of Religious Affairs (MoRA) Indonesia

Salma Munawwaroh, Endang Larasati, Sri Suwitri, Hardi Warsono

Doctor of Public Administration

FISIP UNDIP

Semarang, Central Java, Indonesia

Salmamuna96@gmail.com

Abstract

Indonesia, as a religious state, has the Ministry of Religious Affairs, whose vision and mission is to realize that the Indonesian communities are obedient, harmonious, intellectually intelligent, emotional and spiritual, as well as innerborn prosperous. Ironically, various cases and the results of the KPK integrity survey show the weak value of integrity at this Ministry. In 2014 The minister of religion declared five values of the work culture of The ministry of Religion. then how does the Ministry Religious Affairs internalize the five values of work culture in its apparatus. and what is the right strategy so that cultural changes at this ministry can be well internalized.

Keywords

Work Culture, Ministry of Religious Affairs, Organizational Culture Change

1. Introduction

The red tape reform in Indonesia started in 2010. There are eight fields of improvement in the reform of bureaucracy, namely: structure, administration, administrative law, human resources, management, transparency, public service, thought and working culture. One area of transition is the mentality and culture of work (mindset and culture set). Changing the way of thinking and working culture has a strategic role to play in transforming red tape for the better. According to the 2010-2025 reform of the Grand Design bureaucracy, in wave reform II, namely 2010-2014, the Indonesian bureaucracy has become a free government without corruption, collusion and nepotism known as the KKN, the quality of public services.

The center has a black note on corruption. In 2012, the Ministry of Religious Affairs was known as the Ministry with the lowest perception index of the Corruption Eradication Commission edition (know as KPK), and in 2014 is the only Ministry with self-esteem under Corruption Eradication Standardization Commission (KPK, 2015).

The success of a corporation in achieving its goals is no longer determined solely by the successful implementation of management principles, such as planning, organizing, leading and controlling alone, - but there are other "invisible" factors that determine the success or failure of the organization to achieve namely Work Culture Organization.

Since 2014, the Ministry Religious Affairs has in fact launched the internalization of 5 (five) work culture values as a mental revolution strategy among the ASN Ministry of Religion, in accordance with the mission of the President of the Republic of Indonesia. The work culture values consist of: (1) integrity, (2) professionalism, (3) innovative, (4) responsibility and (5) exemplary. These five work values cultures are actually breakthroughs initiated by the Minister of Religion in order to create an effective and efficient bureaucracy which is the goal of bureaucratic reform, as stated in the 2014-2019 National Medium-Term Development Plan (RPJMN).

The dimension of bureaucratic reform is not only limited to structural aspects through changes in bureaucratic structure that are efficient and effective, but also lies in aspects of bureaucratic culture which will be vital for improving the quality of bureaucracy. organizational culture as an elementary factor of bureaucratic reform. Decree of the Minister of Religion No. 582 of 2017 concerning amendments to Decree of the Minister of Religion Number 447 of 2015 concerning the Road Map of the Ministry of Religion's Bureaucratic Reforms 2015-2019, has given directions that bureaucratic reform in the Ministry Religious Affairs is an answer to the demands to realize good governance in in order to provide quality public services and organize a clean and serving bureaucracy.

In this context, there are two aspects that have an important role in internalizing the values of work culture, namely (i) institutional aspects and (ii) aspects of human resources or ASN. Related to the problem above, the following research questions are formulated:

1. How the Ministry Religious Affairs internalizes the five values of work culture
2. What are the obstacles faced in implementing the 5 (five) work culture values?

2. Literatur Review

Organizational culture is A system of shared meaning held by members that distinguishes the organization from other organizations (Robbins & Judge, 2013). According to Budi Paramita, the definition of Work Culture is a group of basic thoughts or mental programs that can be utilized to improve work efficiency and human cooperation owned by a group of people (Taliziduhu, 2010). work culture of the state apparatus can be interpreted as the attitudes and behavior of individuals and groups of state apparatuses based on values believed to be true and have become the nature and habit of carrying out their daily duties and work (Regulation of Ministry of Administrative and Bureaucratic Reform Number 39 in 2012). In Indonesia Work Culture Development is efforts to change and develop cultural values in ministries or institutions that develop results-oriented attitudes and work behaviors (outcomes) obtained from high work productivity and performance to provide services to the community.

From the organizational culture, theory uses the Robbin theory on elements of organizational culture formation (Robbins & Judge, 2013) classified as Organization's founding philosophy, selection, top management and socialization. Figure 1 shows that elements of organization culture that observable.

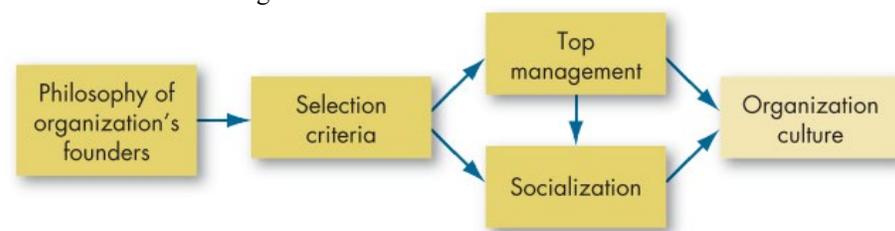


Figure 1 How Organization's Culture Form Source (Robbins & Judge, 2013)

Organizational culture forms a commitment to something broader than one's individual self-interest (Robbins and Coulter, 2015), Organizational culture can be the driving force of adaptation mechanisms to change (Taliziduhu, 2010) (Kreitner & Kinicki, 2014) Strong organizational culture supports organizational goals (Robbins & Judge, 2013), Culture also serves to increase the stability of social systems (Kreitner & Kinicki, 2014) and a strong culture has the power to pressure its members to follow values (Darodjat Tubagus Achmad, 2015). There are many theories regarding the pace of cultural change. Here the researcher formulates an important step in the process of change into six steps of change

1. Culture assessment to develop a systematic change (Victor Tan in Wibowo, 2016)(Taliziduhu, 2010) (Minner in Basuki, 2012). (Jerome Want in Wibowo, 2016) analyze situational factors and determine the optimal speed of change, (Kotter & Schlesinger, 2008).
2. Strategic plan by creating the right vision (Kotter John P, 2014) and make regulations that require all parties to comply and consider methods for managing resistance (Darodjat Tubagus Achmad, 2015) (Robbins & Judge, 2013) (Wibowo, 2016)
3. Commitment with the best people (Jerome Want in Wibowo, 2016) and forming a Supervising Team (Kotter John P, 2014)(Triguno, 2014)
4. Communicate to get acceptance and commitment (Robbins & Judge, 2013) (Kotter John P, 2014) (Minner in Basuki, 2012), (Kurt Lewin in Sunyoto & Burhanudin, 2015)(Triguno, 2014)
5. Change the award system with new values (Robbins, 2013)(Darodjat Tubagus Achmad, 2015)(Wibowo, 2016b) and synergize cultural process management (vision and mission, mobilization of like-minded human resources, organizational structure and work organizational structure and work procedures (Victor Tan in Wibowo, 2016)(Taliziduhu, 2010)
6. Make changes constantly attached(Kotter John P, 2014) Voctor Tan in Wibowo 2016) Jerome Want (in Wibowo 2016) Kurt Lewin in (Sunyoto & Burhanudin, 2015)(Taliziduhu, 2010)

Table 1 shows methods for changing methods due to condition of resistance that organization faces.

Table 1 Methods for Managing Resistance

Method	How to Use	When to Use	Advantages	Drawbacks
Education	Communicate the desired changes and reasons for them	Employees lack information about	Once persuaded, people often help implement the change	Time consuming if lots of people are involved
Participation	Involve potential resisters in designing and implementing the change	the change's implications	People feel more committed to making the change happen	Time consuming, and employees may design inappropriate change
Facilitation	Provide skills training and emotional support	Change initiators lack sufficient information to design the change	No other approach works as well with adjustment problems	Can be time consuming and expensive; can still fail
Negotiation	Offer incentives for making the change	People are resisting because they fear they can't make the needed adjustments	It's a relatively easy way to defuse major resistance	Can be expensive and open managers to the possibility of blackmail
Coercion	Threaten loss of jobs or promotion opportunities; fire or transfer those who can't or won't change	People will lose out in the change and have considerable power to resist	It works quickly and can overcome any kind of resistance	Can spark intense resentment toward change initiators

Source : Consider Methods For Managing Resistance Method (Kotter & Schlesinger, 2008)

3. Research Method

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 conducted on the Minister of Religious Affairs as the supreme leader, central bureaucracy reform team and head of research and development of religious ministries, and and regions, 15 employees in the area.

4. Result And Discussion

a. Internalization five values of work culture in The Ministry of Religious Affairs

The Ministry of Religious Affairs is one of the ministries that are not in the autonomic. The Ministry of Religious Affairs also includes vertical institutions with a total of 4,543 units of work. Consists of 11 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 Hall, which amounted to 563 units of work. Meanwhile, for the unit of education that State 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, 2017).

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 five values of the working culture consist of: (1) Integrity, (2) Professionalism, (3) Innovative, (4) Responsibilities and (5) Lead by example.

Religious ministers feel the size of working culture can be seen from the results of the evaluation of bureaucracy reform increasing annually. Ministry of Religious Affairs in 2018 obtained the value of 74.02, increased from 2017 that reached the value of 73.27 and in 2016 obtained the result with the value of 69.14, in 2015 was at the number 62.28 and 54.83. The Ministry of Religious Affairs performance report still focuses on budget absorption (Munawwaroh, Larasati, Suwiti, & Suwarno, 2019).

1. Culture assessment to develop a systematic change (Victor Tan in Wibowo, 2016)(Taliziduhu, 2010) (Minner in Basuki, 2012). (Jerome Want in Wibowo, 2016) analyze situational factors and determine the optimal speed of change, (Kotter & Schlesinger, 2008).

The wording of the value is the product of the Focus Group Dialogue between the Minister of Religious Affairs and echelon I and II with the ESQ consultant Ary Ginandjar. The values formulated are the values provided by the Ministry of Religious Affairs for the reform of bureaucracy. The Ministry of Religious Affairs has gone through four processes, 1) planning, 2) identification of the value, 3) identification of the sensitive area, 4) establishment of the main behavior. In cultural assessment the main objective should be to develop systematic change by analyzing situational factors and determining the optimal speed of change.

In the Ministry Religious Affairs the cultural assessment is still at the level of values that the Ministry Religious Affairs apparatus should have, not yet identified the weak or strong culture of the organization. the lack of theoretical and information support in planning the development of a work culture has made this program not formulated an appropriate and fast strategy.

Table 2 shows the results of interviews and observations found strong or weak organizational culture of the Ministry Religious Affairs;

**Table 2 Identification of strong and weak cultures
of Ministry Religious Affairs according to Robbinsn (2015)**

Strong Culture	Weak Culture	Research result	Indicator
Values are widely accepted	Values are held only by a group, usually the top management	Five values of work culture are understood by employees, but indicators are not yet understood	Most employees are not able to mention behavioral indicators Employees and leaders cannot mention the organization's vision and mission
Culture provides employees with consistent messages about what is considered valuable and important	Culture gives the opposite message about what is considered valuable and important	Inconsistencies of messages occur between culture and values	The sale and purchase of positions is contrary to the values of integrity and professionalism The culture of birrul walidain and precepts is contrary to the value of integrity
Most employees can tell stories about the history or heroes of the organization The employees are very identified with the organizational culture	Employees have little knowledge of the history or heroes of the organization Employees don't really care about the cultural identity of their organization	At least the story of history or organizational heroes Employees don't really care about organizational culture	Employees do not understand work culture indicators and cannot mention the organization's vision and mission
There is a close relationship between the acceptance of the values and behavior of members of the organization	There is no strong link between the values and behavior of members of the organization	The behavior of members of the organization is closely related to the reward and punishment obtained	Accuracy is present in the majority of workplaces during the morning hours (as a calculation of performance allowances). Rest hours do not return to work in a timely manner

2. Strategic plan by creating the right vision and make regulations that require all parties to comply and consider methods for managing resistance and make regulations that require all parties to comply. Since 2014 was declared. Minister of Religious Affairs issued Decree of the Minister of Religious Affairs No. 582 in 2017 on change on decree of Religious Minister No. 447 in 2015 about Road Map bureaucracy Reform of 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 Number 504 in 2018 is relating to the agent for change in the Ministry of Religious Affairs as well as the Decision of Ministry of Religious Affairs Number 536 in 2018 on the guidelines for implementing bureaucracy reform in the Ministry of Religious Affairs and PMA Number 12 in 2019 about code of ethics and behavior of the ministry of religion's apparatus.

The Ministry Religious Affairs has made regulations relating to the five values of work culture, but has not yet prepared a strategic plan for the development of work culture. because it is not planned systematically, the regulations that have been issued have not been implemented properly in the regions. According to the researchers the Strategic Plan for Change by the Emergency Change Management Team was prepared, because without the plan, the implementation of work culture development policies cannot be measured and the timeliness of their achievement.

The favorable conditions for the demands of cultural change are (Robbins and Coulter, 2015);

1. A dramatic crisis occurs
2. Leadership that changes hands
3. The organization is young and small
4. Culture is weak

The inauguration of Joko Widodo's cabinet is expected to be a breath of fresh culture change at the Ministry of Religion. Since the reformation until the inauguration of the Joko Widodo Cabinet Volume II there were seven Minister of Religion inaugurated and Minister of Religion Fachrul Razi who was appointed on October 23, 2019 was the Minister of Religion with the first military background since the reformation era, having previously always been held by the Partai Persatuan Pembangunan (PPP).

According to Robbin's theory large-scale job rotation is the right thing, in order to provide cultural shocks for the sale and purchase of positions.

3. Commitment with the best people and forming a supervising team. Commitment with the best people and forming a guiding team is already in the Ministry Religious Affairs Concept. this is indicated by the publication of KMA Number 504 in 2018 is relating to the agent for change in the Ministry of Religious Affairs as well as the Decision of Ministry of Religious Affairs Number 536 in 2018 on the guidelines for implementing bureaucracy reform in the Ministry of Religious Affairs and PMA Number 13 of 2019 concerning the Assembly of the code of ethics and the code of conduct of the civil service officials of the Ministry of Religious Affairs. Until now the Ethics Council has not been formed as an agent of change in the regions.

In Top Management behavior, researchers observe how the pattern of rewards and promotions that are applied in the Ministry of Religion. From the interview results, it is known that the Merit System has been held for echelon I and echelon II positions, although with the merit system, the actual filling of positions is still influenced by the power of political relations.

Changing work culture the most important thing to do is that climate regulation through management behavior, especially top managers must be a positive role model (Robbins and Coulter, 2015). and if so far all ranks of officials have been appointed through transactions, the idea of Robbins about large-scale rotations is worth thinking about.

4. Communicate to get acceptance and commitment. From various upstream studies, the policy of cultural change is found that communication is an important factor in the success of cultural change (Crews, 2013) (Arianto, Zauhar, & Hanafi, 2015) (Arwildayanto, 2017) (Sani, Mohammed, Misnan, & Awang, 2012) (James, 2014) (Turdean & Vana, 2012). Basically, the form of change communication has been stated in book 4 Permenpan Number 10 in 2011 concerning Guidelines for Implementing Change Management Programs. The policy even offers communication strategies and techniques through the use of clear media that matches the communication goals.

Table 3 shows that in achieving the policy objectives of developing work culture in the Ministry of Religion. Policy communication internalizing the value of work culture must have appropriate techniques and strategies.

Table 3 strategy of Communication

Target	Communicator	Communication Media									
		Book	Chairman's Meeting	Talk show	Articles in the Mass Media	Newsletter	Press Conference	The website	Memo	Meeting	Meetings Work Annual
Leaders / officials of Ministries / Institutions or Regional Governments	Supreme leader	✓	✓			✓		✓			
All officials & employees		✓				✓		✓	✓	✓	✓
Press / media	Supreme leader ; bureaucratic reform team	✓					✓	✓			
Stakeholder interests of major	Supreme leader ; bureaucratic reform team	✓		✓	✓			✓			
Stakeholder interests of supporters	Bureaucratic reform team	✓		✓	✓			✓			
Stakeholder interests of key	Supreme leader	✓		✓	✓			✓			
Target number of sessions / number of books / number of views / number of newsletters	.....	.....	.....	...	...	...	...	...	...	...

During this time, understanding of ASN in the Ministry of Religion's office depends on the commitment of the leadership and the education and training center. This is certainly not possible, given the large work units in the Ministry Religious Affairs and the lack of Education and Training budget changes in mindset and mental revolution. Communication mission and organizational values so that all apparatuses will understand will help the acceptance of change and reduce fear and rejection of organizational change (Eric John Nordin, 2016).

Guidelines for the application of the five work culture values to the Ministry Religious Affairs are large. Changes in organizations require less communication in large organizations and it is not possible to use the same collegial process adopted by small groups. In large organizations many important decisions are made by the executive or by the leadership alone. Final decisions can be reported to meetings as fait accompli, or circulated via email, not to solicit contributions but purely to inform groups that decisions have been made (Bel, Smirnov, & Wait, 2017).

According to the results of Losada & Bajer research changes are very likely to be implemented in a fast time (Losada & Bajer, 2009). Most importantly, a new culture can be maintained from time to time when a tipping point is reached throughout the organization. Losada & Bajer challenges traditional cultural change approaches, presenting concrete and proven methods that do not depend on communication campaigns or rewards strategies to drive real change in a short time. The key factor for the success of this program is partnering with people who know what they are doing and will not only bring platforms to change but endless integrity for their implementation (Losada & Bajer, 2009). From the communication area the thing that must be developed in the Ministry Religious Affairs is to compile an implementation guideline related to internalization of five work culture values along with clear and widely disseminated monitoring and evaluation techniques at all levels of the Ministry Religious Affairs from the central to the regions, this can be through printed books, news letters or the website. Each level of leadership re-instills apparatus understanding about the vision and mission of the Ministry of Religion.

5. Change the award system with new values and synergize cultural process management (vision and mission, mobilization of like-minded human resources, organizational structure and work procedures. The development of a work culture is essentially how to internalize new values in all levels of leadership and employees. This cannot be realized if it is not followed by a system that supports new values. From the results of the analysis of organizational culture in the Ministry of Religion, this weak organizational culture has a negative influence on the effectiveness of the implementation of work culture development policies in the Ministry of Religion. As a reinforcement of values that have been formulated by the founders of the organization, in its development must be arranged harmony between the selection criteria (new employees and the promotion of old employees), top management committed and an example, effective socialization of organizational culture.

6. Make changes constantly attached. Once a culture is in place, practices within the organization are maintained by giving employees a set of similar experiences. The selection process, performance evaluation criteria, training and development programs and promotion processes ensure that those recruited fit into the community, reward those who promote it and penalize (or even expel) those who oppose it. Three factors play a particularly important role in the preservation of culture: selection practices, top management decisions and methods of socialization (Robbins & Judge, 2013).

b. The Obstacles Faced In Implementing The Five Work Culture Values

There are 4 (four) main issues that are considered to be obstacles to the implementation of five cultural values, namely: (i) the role of leadership, (ii) the absence of an objective reward and punishment system, (iii) an unsupportive work environment and (iv)) conflict of interest.

Leadership becomes an inhibiting factor, because it is considered not to reflect the expected value of integrity, responsibility and example. At some level leadership becomes a source of conflict of interest in carrying out official tasks.

The absence of a reward and punishment system is a matter of uncertainty in the direction of the implementation of the 5 (value) work culture program to be integrated in the organizational system, such as in performance appraisal based on individual performance targets (SKI) and employee performance targets (SKP) and employee performance benefits.

Another issue that needs to be noted in the implementation of the 5 (five) work culture values is the implementation of the merit system in terms of recruitment, placement and promotion of employees who are considered to have not considered competency aspects, resulting in employees in certain positions not having competence and mastering problems in the field.

5. Conclusion

Based on the results of the field findings can be concluded as follows:

1. Ministry of Religious Affairs is a vertical institution with the working units, which are 4543 units of work. The record of accomplishment of integrity issues makes changing mindsets and culture set the State Apparatus of Ministry Religious Affairs as urgent necessity
2. The Ministry Religious Affairs has not developed a structured, comprehensive and sustainable work culture.
3. The Ministry Religious Affairs does not yet have a strategic plan to internalize the five values of work culture
4. The implications of the absence of regulations, the structure of the person in charge and the budget cause the 5 Cultural Values of Work not to be implemented in the form of strengthening programs and supporting activities that are specific.
5. The absence of operational indicators and instruments causes ASN individuals to not have objective and measurable standards in implementing the 5 Values of Work Culture, so it is difficult to conduct an objective assessment by the leadership of the implementation of 5 Values of Work Culture by ASN individuals.
6. Leadership, systems, work environment and conflicts of interest are central issues in the implementation of the 5 Cultural Values of Work.

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

1. The Ministry of Religious Affairs has released a Structured and Comprehensive Regulation on the culture of work, including the regulation of the culture of work, which provides a valuation criterion for the culture of work.
2. Planning, implementation of socialization and internalization of 5 cultural values of work on all state apparatuses of the Ministry of Religious Affairs in order to bring about change of mentality and culture

3. Develop a strategy for applying the cultural value of work in this case, involving the research and development department, to ensure that the policy of the Ministry of Religious Affairs continues on the basis of the need for organization. Results should be found in different policies. Empowering the bureaucracy reform team at each level in order to implement the delegation of implementation authority and budget support, it is as well as other supporting facilities.
4. The Ministry of Religious Affairs enforces the merit system at all levels of the ECHELON job and reviews the office in such a way that the head of the Ministry of Religious Affairs is made up of individuals who are honest, qualified, creative, responsible and exemplary religious values of the Ministry of Religion.
5. Recruitment of new employees with a culture-oriented importance of organizational work.

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Biographies

Salma Munawwaroh is a Doctor student of DAP UNDIP and Awardee of MoRA 5000 Doctors Program, and a civil servant at the Ministry Religious Affairs Demak regency. She has a background in Islamic education management. currently in the process of completing S3 studies with a dissertation on the theme of work culture at the Ministry of Religion.

Endang Larasati is the director of Human Resource Management at UNDIP Semarang, a member of the professor's association. She has been recognized as a professor in Public Administration and has taught courses organizational theory, human resources and public service.

Sri Suwitri is the Dean of Fisip Tidar University in Magelang, She is a member of the professor's association. She has been recognized as a professor in Public Administration and has taught courses Public Administration Theory, Innovation and Public Policy.

Hardi Warsono is the Dean of Fisip UNDIP, He completed his doctorate at the UGM public administration doctor and has taught courses Innovation and regional autonomy.