

Analysis of Dynamic Governance In The Implementation of Hajj at The Office of The Ministry of Religious Affairs of Blitar Regency

Dwi Ayu Damayanti, Slamet Muchsin, Hayat
Universitas Islam Malang, Indonesia
dwiayudamayanti4@gmail.com, hayat@unisma.ac.id

ABSTRACT

The implementation of the Hajj pilgrimage at the Office of the Ministry of Religion of Blitar Regency, which every year experiences an increase in the waiting period for the Hajj, has an impact on the waiting queues becoming longer. The objectives of this research are 1) Policy Implementation in the Hajj Services at the Blitar Regency Ministry of Religion Office. 2) analysis of dynamic governance in the implementation of Hajj services at the Blitar Regency Ministry of Religion Office. 3) supporting and inhibiting factors in the implementation of Hajj implementation policies in improving service quality at the Blitar Regency Ministry of Religion Office. This research uses a qualitative approach with descriptive research type. The research results show that the dimensions of policy implementation include Communication, Resources, Disposition, Bureaucratic structure are working well, but there needs to be an increase in the resource dimension so that Hajj services can run optimally. Meanwhile, the Dyanmic Governance analysis shows the fact that the Blitar district ministry office, through the idea of Thinking ahead, has implemented it well, namely through synergy between the Ministry of Religion of the Republic of Indonesia and the Blitar District Ministry of Religion office for a strategic policy in organizing the Hajj pilgrimage so that the waiting period for the Hajj can be handled well. The concept of thinking again at the Ministry of Religion office implements innovations including bio visa recording which is carried out by the Ministry of Religion using available devices without waiting from the Central Ministry.

Keywords : dynamic governance, policy implementation, hajj pilgrima

INTRODUCTION

Indonesia is the country with the second largest Muslim population in the world so every year the state of Indonesia sends its citizens to carry out the Hajj. In its implementation, the government of Indonesia through the Ministry of Religious Affairs of the Republic of Indonesia organizes the hajj, the implementation of the hajj is an annual routine activity for Muslims. According to Abu Bakr (2015), Hajj is part of the fifth pillar of Islam and as an obligation imposed by Allah on every Muslim and Muslim woman who is able to travel to the holy land.

Based on data, the implementation of the Indonesian hajj pilgrimage for the waiting period in the Blitar regency area in 2023 is for 32 years (April, 2023). The long waiting period has an impact on prospective pilgrims making it difficult to get certainty of departure. Another problem is that the hajj quota is very influential in the departure of pilgrims every year, this is because the annual hajj quota given by the Saudi Arabia government changes. In addition to this, the factors for the failure of the departure of prospective pilgrims include illness, death, and some are waiting for the incorporation of mahrams. Apart from the elderly quota, prospective pilgrims in Blitar regency were

canceled due to severe illness and some died (Winanto, 2024). In addition, the implementation of the hajj still has many problems that can be seen, especially in service, this is not in accordance with the Law of the Republic of Indonesia Number 8 of 2019 which reads that the implementation of the hajj is a complex and important task to ensure that the implementation of the hajj runs smoothly and in accordance with religious guidance. Then according to the Regulation of the Minister of Religion Number 13 of 2021, the government's efforts to handle the problem of organizing the hajj are regulated in policies related to the implementation of regular hajj. The regulation regulates registration, hajj quotas, pilgrim coaching, hajj and umrah guidance group supervisor quotas, hajj pilgrimage implementation officers, hajj document and identity services, hajj pilgrim transportation services, accommodation and consumption services, as well as the protection of hajj pilgrims and hajj officers. Thus, to realize the governance of the implementation of the Hajj, it is necessary to have efforts that encourage dynamic and adaptive local governance to environmental changes, oriented to targets, goals and objectives, and the government's ability to involve active community participation is something that must be implemented.

According to Sururi et, al, (2020) The dynamic governance approach is one of the preventive efforts in government governance in realizing the implementation of policies for the implementation of more professional hajj pilgrimages. Dynamic governance is a policy that supports adjustments to changes that continue to occur so that a problem can be seen from various dynamic perspectives. Meanwhile, according to Neo & Chen, the dynamic governance approach is an approach that is constantly undergoing changes and emphasizes the capabilities that must be possessed by the government, including: first, think ahead, which is the ability to analyze the situation in the future that is full of uncertainty from the external environment by looking at new opportunities and potential existing threats, second, think again namely the ability to evaluate and identify changes in policies that have been determined in order to obtain better results and quality; Third, think across is the ability to cross traditional boundaries to "think outside the box", as well as to "learn from others" if there are good ideas that can be adopted and adapted as new innovations in policymaking (Neo & Chen, 2007)

Thus, it can be concluded that dynamic governance is the ability to adjust policies so that they can run dynamically following changes that develop based on existing circumstances. Although there is already a regulation of the Minister of Religion Number 13 of 2021 which regulates the implementation of the hajj pilgrimage in Indonesia, every year there are always various problems that occur as mentioned above, ranging from lists, waiting for the departure of the hajj, changing hajj quotas, the budget for the cost of pilgrims which has increased significantly and elderly pilgrims who have died

Based on the above problems, it shows that the implementation of the hajj in Blitar district needs to be handled more seriously, because the implementation of hajj is a homework that is carried out by the government every year, especially the Blitar district government, so it is necessary to be able to dissect it through the concept of dynamic governance Where in the focus of this concept, the selected policies, institutions and organizational structures are able to adapt to conditions that show uncertainty and rapid environmental changes so that policies, institutions and organizational structures can run according to the expectations of the community.

Despite the well-defined regulations surrounding the implementation of Hajj, particularly the Regulation of the Minister of Religion Number 13 of 2021, various challenges continue to impede the smooth execution of the pilgrimage process in

Indonesia, especially in the Blitar district. Existing literature has primarily focused on the historical aspects and religious significance of Hajj, as well as general governance frameworks. However, there is a lack of empirical studies that specifically examine the impact of dynamic governance on the management and implementation of Hajj pilgrimage services in Blitar. This gap highlights the need for a detailed investigation into how dynamic governance can address ongoing issues, improve service delivery, and enhance the overall experience for prospective pilgrims.

The urgency of this research stems from the pressing challenges faced by prospective Hajj pilgrims in Indonesia, particularly those in the Blitar district, where a lengthy waiting period of 32 years has been reported. This situation raises critical questions about the effectiveness of current governance structures and their ability to adapt to the evolving needs of the community. Moreover, the annual changes in Hajj quotas, coupled with factors such as health issues and the passing of elderly pilgrims, necessitate a responsive governance approach. By examining these dynamics, this research aims to contribute to the ongoing discourse on how public policy can evolve to better serve the community while adhering to the principles set forth by the Ministry of Religious Affairs.

The novelty of this research lies in its focus on the application of dynamic governance principles to the management of Hajj pilgrimage services in Indonesia. While previous studies have explored governance in various public sectors, this research specifically addresses the unique challenges of Hajj management. By integrating concepts from dynamic governance theory—such as forward-thinking, policy evaluation, and cross-boundary collaboration—this study aims to propose innovative solutions tailored to the complexities of Hajj implementation. This approach not only contributes to the academic field but also offers practical recommendations for policymakers to enhance the quality of Hajj services.

The primary objective of this study is to investigate the role of dynamic governance in improving the management of Hajj pilgrimage services in the Blitar district. Specifically, the research aims to assess the effectiveness of existing policies and practices, identify areas of improvement, and propose strategies that align with dynamic governance principles. Additionally, the study seeks to explore how stakeholder engagement and community participation can be integrated into the decision-making process to enhance service delivery and address the challenges faced by prospective pilgrims.

The findings of this research are expected to provide valuable insights for policymakers, government officials, and relevant stakeholders involved in Hajj management. By highlighting the importance of dynamic governance in addressing ongoing challenges, the study aims to contribute to the development of more effective policies and practices. Furthermore, this research can serve as a reference for future studies on public administration and governance, particularly in the context of religious services. Ultimately, the goal is to improve the overall experience of Hajj pilgrims, ensuring that their religious obligations are met with dignity and efficiency, thereby fostering greater public trust in government institutions.

RESEARCH METHOD

The method in this study uses a qualitative approach because it is related to a phenomenon or problem that is fundamentally based on observation with a systematic, detailed and factual description. Qualitative approach method. According to Lexy J. Moleong (2008) is a research in which a researcher intends to understand a phenomenon about what is experienced by the object of research, for example, behavior, perception, motivation, action and others thoroughly and in a descriptive way in the form of words and language, in a special natural context and by utilizing scientific methods. The research approach used is a qualitative approach with a descriptive type of research. According to Sugiyono (2020), the descriptive qualitative method is the collection of data in the form of words or pictures, so it does not emphasize numbers. According to Purba et al., (2021) Descriptive research is the collection of data to test hypotheses or answer questions about the final status of the research subject, which is a factual research method about the status of a group of people, an object, a state, a system of thought or an event in the present with correct representation. The approach in this study was taken because the researcher wanted to describe and get a related picture of the research by interviewing directly about the analysis of dynamic governance in the implementation of a policy. Dynamic governance analysis in the implementation of the Hajj pilgrimage at the Office of the Ministry of Religion of Blitar Regency and also collecting data and information and data needed in the research.

RESULT AND DISCUSSION

Policy Implementation in Hajj Implementation Services at the Office of the Ministry of Religion of Blitar Regency. Implementation is an important stage to be carried out in every policy in order to achieve an expected goal. One form of policy implementation is the policy on the implementation of the hajj pilgrimage in the regulation of Law of the Republic of Indonesia Number 8 of 2019 concerning the implementation of the Hajj pilgrimage. The stages in the implementation of the hajj pilgrimage (Khayatul makhi, 2024) include;

1. Registration of prospective Hajj pilgrims
2. Socialization
3. Official Government Quota
4. Document
5. Settlement of Prospective Hajj Pilgrims
6. Manasik Hajj
7. Departure

As for measuring the success of Policy Implementation in the Service of Hajj Implementation at the Office of the Ministry of Religion of Blitar Regency, the researcher used the theory put forward by Edward III including: Communication, Resources, Disposition, and Bureaucratic Structure.

1. Communication

The implementation of the hajj service policy at the Office of the Ministry of Religion of Blitar Regency shows that communication between employees is carried out well through coordination and socialization. According to Mr. Khayatul Makhi, *"communication between employees is very good, with each employee being interrelated and carrying out duties according to their functions, such as synchronizing hajj cancellation data"*. Socialization is carried out in two forms: directly, through face-to-face, and indirectly, using the media. This socialization

includes registration, passport making, departure, and hajj manasik. All forms of socialization have been carried out well, showing clarity and consistency in delivering information to the public.

2. Resources

In terms of resources, there are several challenges at the Blitar Regency Ministry of Religion Office. Mr. Khayatul Makhi revealed that *"the number of employees in the field of Hajj and Umrah is still lacking, with a total of only five people."* During the peak period of the hajj, the workload becomes very heavy, but there is help from students who practice field work. In terms of facilities, this office is adequate with a complete building, hall, and service room. Information about Hajj is also available both online and directly at the office, making it easier for the public to access information. In addition, authority has been clearly divided among employees, according to their duties.

3. Disposition

In the dimension of disposition, the attitude and professionalism of employees are a concern. Mr. Khayatul Makhi noted that the professionalism of employees still needs to be improved, for example with special uniforms that are not available. Nevertheless, employees are committed to providing the best service. In terms of incentives, although there are performance incentives, there are no special allowances for employees in the field of hajj implementation. This can affect employee motivation and performance.

4. Bureaucratic Structure

The bureaucratic structure at the Office of the Ministry of Religion of Blitar Regency has shown good performance. The implementation of the policy follows the Standard Operating Procedures (SOP) from registration to departure of pilgrims, maintaining consistency and effectiveness. In addition, the division of responsibilities or fragmentation of tasks has also been done well, ensuring that each employee knows and carries out his responsibilities clearly.

Overall, the implementation of the hajj service policy at the Office of the Ministry of Religion of Blitar Regency can be categorized as good, with effective communication, bureaucratic structure, and organizational culture. However, attention needs to be paid to increasing the number of employees.

A. Analysis of Dynamic Governance in the Implementation of Hajj Service Policy at the Office of the Ministry of Religion of Blitar Regency

In policy implementation, understanding institutional culture is crucial. Culture influences the way people understand and respond to government policies. At the Office of the Ministry of Religion of Blitar Regency, the implementation of the hajj is carried out by considering the local cultural values that underlie every step of policy implementation. Values such as integrity, professionalism, innovation, responsibility, and exemplary are applied consistently in every aspect of service. This ensures that the implementation of policies is not only in accordance with the rules of the central government but also in line with the existing local culture.

1. Capabilities

a. Thinking Ahead

The ability to see future challenges or think ahead is an important aspect of policy management. Mr. Khayatul Makhi, General Functional Officer of Hajj and Umrah Organizers, explained that

"The challenges in organizing Hajj are getting more complex every year. For example, mahram policies that may change from year to year require anticipation and adjustment." To face challenges such as the increasingly long waiting period for prospective pilgrims, synergy between the ministry of religion and related parties, such as the government of Saudi Arabia, is very necessary. Strategic policies must continue to be developed to address these issues effectively.

b. Thinking Again

Thinking again refers to the ability to evaluate and reassess existing policies. In the context of the Office of the Ministry of Religion of Blitar Regency, efforts to ensure policy relevance. For example, cooperation with Immigration and Dispendukcapil to accelerate the issuance of passports and verification of population data has improved order in the hajj process. Regular policy evaluations help in creating new ideas and innovations, such as the recording of visa bios and additional hajj manasik, to improve the quality of services.

c. Thinking Across

The ability *to think across* involves learning from the experiences of others and adopting new ideas. Mr. Khayatul Makhi said "that the comparative study to Tangerang has provided valuable insights, such as the establishment of a regional hajj organizing committee that allows direct budget management". Experiences from other regions can be adopted and adjusted to local needs, so that the policies implemented become more effective and beneficial to the community. The implementation of these new ideas is expected to optimize the management of the hajj pilgrimage in Blitar Regency.

In the context of Dynamic Governance, the organizational culture at the Office of the Ministry of Religion of Blitar Regency prioritizes the values of integrity, professionalism, innovation, responsibility, and example. The ability to think ahead can be seen from efforts to face challenges such as the long waiting period for pilgrims. Periodic policy evaluations (thinking again) show that the Office of the Ministry of Religion has made innovations such as recording visa bios and additional hajj manasik. In addition, the ability to learn from the experience of others (thinking across) was reflected in the comparative study to Tangerang, which resulted in new ideas to improve the management of the hajj. Overall, the implementation of the hajj service policy at the Office of the Ministry of Religion of Blitar Regency can be categorized as good, with effective communication, bureaucratic structure, and organizational culture. However, attention needs to be paid to increasing the number of employees and incentives to maximize the performance and effectiveness of policy implementation.

CONCLUSION

An analysis of policy implementation in the service of organizing the hajj pilgrimage at the Office of the Ministry of Religion of Blitar Regency shows that although the communication dimensions, bureaucratic structure, and organizational culture have been well managed, there are significant challenges in the aspects of resources and disposition. The shortage of staff and the absence of special incentives have an impact on the implementation of the policy. However, the Office of the Ministry of Religion of Blitar Regency shows progress in thinking ahead with synergistic efforts to increase the quota of pilgrims, as well as thinking again through innovation and periodic evaluations that increase the effectiveness of policies. Thinking across is also reflected in the adoption of best practices from comparative studies, which help in improving financial management policies. Overall, despite some obstacles, strategic measures and a strong organizational culture support the implementation of policies in a positive direction.

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