

## ANALYSIS OF DYNAMIC GOVERNANCE IN THE IMPLEMENTATION OF HAJJ AT THE OFFICE OF THE MINISTRY OF RELIGIOUS AFFAIRS OF BLITAR REGENCY

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### ABSTRACT

*The hajj pilgrimage process at the Office of the Ministry of Religion of Blitar Regency has been marked by an increasing waiting period each year, leading to longer queues. This study aims to: 1) assess the implementation of the hajj service policy at the Office of the Ministry of Religion of Blitar Regency; 2) analyze the dynamics of governance in the execution of hajj services; and 3) identify both supporting and inhibiting factors affecting the policy's effectiveness in enhancing service quality. Employing a qualitative and descriptive research approach, the study finds that policy implementation dimensions—Communication, Resources, Disposition, and Bureaucratic Structure—are generally functioning well. However, the resource dimension requires improvement for optimal service delivery. The Dynamic Governance analysis reveals that the Office of the Ministry of Religion of Blitar Regency, through its Thinking Forward initiative, has effectively synergized with the Ministry of Religion of the Republic of Indonesia. Strategic policies have been adopted to manage the hajj waiting period more efficiently. Innovations such as bio visa recording have been implemented independently by the Blitar office, bypassing the Central Ministry. Furthermore, the Blitar office is working to increase pilgrimage capacity by exceeding standard quotas and engaging in comparative studies with Tangerang City to adopt best practices. Overall, while improvements have been made, ongoing enhancements in resource management and strategic policy implementation are essential for better handling of the hajj waiting period and service quality.*

**KEYWORDS** *Dynamic Governance, Policy Implementation, Hajj*



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**How to cite:**

**E-ISSN:**

Dwi Ayu Damayanti, et al. (2025). Analysis of Dynamic Governance in the Implementation of Hajj at the Office of the Ministry of Religious Affairs of Blitar Regency. *Journal Eduvest*. 5(3), 2826-2834  
2775-3727

## 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

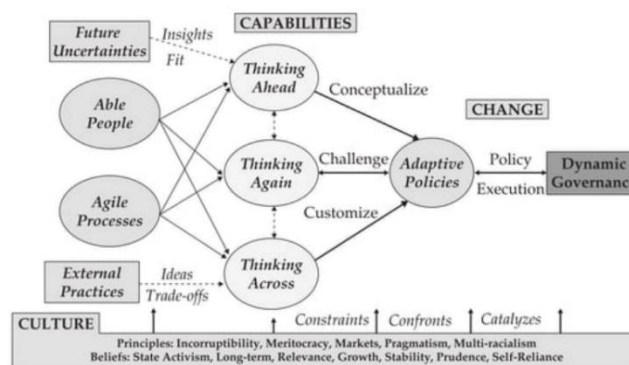
Based on the above problems, it shows that the implementation of the hajj in Blitar district needs to be handled more seriously, because the implementation of hajj is a homework that is carried out by the government every year, especially the Blitar district government, so it is necessary to be able 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.

## Literature Review

### *Dynamic Governance*

According to Neo and Chen (2007), the definition of dynamic governance is the government's ability to continue to adjust public policies and programs, as well as change the way these public policies are formulated and implemented, so that the long-term interests of the nation are achieved. Dynamic governance is essential for sustainable economic and social development, especially in an environment that experiences uncertainty and rapid change where societies are increasingly demanding sophistication, more education, and more affected by globalization.

Thus Neo and Chen formulated a framework of thought which refers to the formation of the concept dynamic governance as follows:



**Figure 1. Framework Dynamic Governance**

Source; Neo & Chen (2007)

Framework explains that the concept of dynamic governance will be achieved when adaptive policies are implemented. Adaptation to these policies is not carried out passively, but proactively through various innovations, contextualization, and implementation. The basic foundation in the process of Dynamic governance or dynamic governance is the cultural foundation owned by the nation or culture and the foundation of capabilities or capabilities. The culture or culture owned must be based on cultural values including non-corruption, meritocracy, market, pragmatism, multi-racism, faith, state activism, long-term, relevance, growth, stability, prudence and independence. The dynamic capability consists of thinking ahead, thinking again, and thinking across which of course facilitates adaptive policies. In the development of capability or dynamic governance skills, it is influenced by capable human resources or able people and fast processes or agile processes. Meanwhile, in dynamic governance, the external scope is influenced through two aspects, namely future uncertainty and external practices.

#### ***Public Policy Implementation***

According to Widodo (in Pratama, 2013), the implementation of public policy is one of the stages of the public policy process as well as a very crucial study. It is crucial because a policy must be prepared and planned properly in its implementation so that the policy goals can be realized. According to Grindle, the success of the implementation of a public policy can be measured by the process of achieving the final results (outcomes), namely whether the desired goals are achieved or not. According to Grindle, the Bottom-Up approach is to view that policy implementation is not formulated by a centralized institution from the center alone, but stems from decisions made at the level of citizens or communities who feel the problems they are experiencing. (Muchsin, 2021)

#### ***Public Policy implementation models***

In principle, a good policy is a policy that can be implemented and implemented properly and provides many benefits to the wider community in solving a problem. This policy implementation model was introduced by George Edward III (1980). George Edward III in Widodo (2010) emphasized that the main problem of public administration is the lack of attention to implementation. Then with the statement that, without effective implementation the decisions of policy makers will not be carried out successfully. So it can be said that without an effective implementation of public policy, it will be difficult to succeed. Edward in Widodo (2010) suggests paying attention to four main issues so that policy implementation becomes effective, namely: (1) Communication (2) Resources (3) Disposition of attitude (4) Bureaucratic structures

### **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.

### **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.



### ***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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