

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 who has a vision and mission in realizing the Indonesian communities are obedient, harmonious, intellectually intelligent, emotional and spiritual as well as prosperous born inner. 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 of based on regulation Number 39 in 2012 in the Ministry of Religious Affairs and identify factors affecting the implementation of development policy of The Ministry of Religious Affairs. This research is a qualitative study using descriptive analytical techniques. The findings in this study, the Ministry of Religious Affairs have not developed a structured, comprehensive and sustainable work culture.

Keywords: *Ministry of Religious Affairs, Indonesian Community, Working Culture, Vission and Mission*

I. INTRODUCTION

The bureaucracy reform in Indonesia has begun from 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 year 2010-2014, the bureaucracy in Indonesia has become a free government of 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 born inward in order to realize Indonesia's sovereign, independent, and personality based on the foundation of communally. 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 is the 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 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: Data from Ministry of Religious Affairs (16 Mei 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 that possessed spirituality on professional and personal lives of individuals(S. Robbins, 2013). Malik stated that there is a significant positive relationship between spiritual intelligence and organizational performance (Malik & Tariq, 2016)(Osman-gani, Hashim, & Ismail, 2007). Therefore, that with religiosity and religious background and the Ministry of Religious Affairs should be holy institutions that uphold integrity as a universal core value.

In 2012, Ministry of Administrative and Bureaucratic Reformhas 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 ReformNumber 39 in 2012 were 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 real thing happens after a program is declared valid or formulated, while the focus of policy implementation attention, are events and activities arising after the dismissions of the State policy guidelines, which include both efforts to administrate it and to create real consequences/impacts on society or events(Sabatier & Mazmanian, 1980).

II. LITERATUR REVIEW

The problem of this this research issues are as follows:

1. How is the implementation of a working culture of development policy in the Ministry of Religion?
2. What factors do influence the implementation of the development of culture work in the Ministry of Religion?

1. Policy Implementation

Policy implementation in principle is a way that a policy can achieve 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 & Lincoln, 2000). Or organizing and leadership to achieve policy objectives (Nugroho Riant, 2017). In the implementation study analyzes if the conformity of policy implementation with guidelines and procedures should be (Sugiyono, 2014). How to realize policies, how to involve people to respond to policies (Jodi & Stephanie, 2015).

2. Development Policy of Working Culture

The policy of working culture development is set on 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 the outcome-oriented outcomes 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 implemented consistently in the implementation of governance tasks and services to the community. The work culture is formed from values that have been consistently agreed 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 ethic 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 the planned.

A structured, comprehensive and sustainable system with a precise and consistent strategy, the work culture implanted or transformed through organizational values changes.

The task of changing the mindset and developing a working culture in 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 change management team. The development of work culture requires three major phases, namely the formulation of values, implementation and evaluation monitoring.

The formulation of a 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 behaviour. The implementation consists of as follows 1) Declaration of Value, 2) Phase of the socialization and internalization through communication. Monitoring and evaluation to observe how much progress of the work culture of development process is.

3. The Factors Affecting The Implementation Of Cultural Development Work

Bases on various previous journals formulated researchers there are four factors that affect the implementation of cultural development, namely communication (Arianto, Zauhar, & Hanafi, 2015) (Sani, Mohammed, Misnan, & Awang, 2012) (Crews, 2013) (James, 2014) (Warrick, 2017) (Van der Voet, 2014) (Signé, 2017) (Bang, Kusuma, &

Utomo, 2014) (Hanaysha, 2016) (Hill, 2003). The second was resources (Signé, 2017) (Mattila, 2008). The third was commitment and leadership (Sani et al., 2012) (Smith, 2003) (Yuan & Lee, 2011) (Signé, 2017) (Hill, 2003) (Crews, 2013). And fourth was organization cultural value (Hill, 2003) (Zainuri, 2016) (Wihantoro, Lowe, Cooper, & Manochin, 2015) (Yaghi & Al-Jenaibi, 2018).

A. Communication

Communication on this study used the theory of implementation of (Lawler III & Worley, 2006), according to (Lawler III & Worley, 2006) in (Widodo, 2007) communication was interpreted as "the process of delivering communicator information to the communicable". Information on public policy according to (Lawler III & 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). This theory stated classify as follows that policy communication has many dimensions, such as transmission 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 readiness knows and understands the policy that has been made by the center and transfigured it into various forms of implementation and clear standards of operational procedures so that the executor can carry out its duties as policies implementation that have been issued. Signings of regulatory context of a policy becomes 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 to even contrary to the meaning of the original message.
- iii. The third dimension of policy communication is consistency. If the implementation of the policy wants to take place effectively, the execution orders must be consistent and clear. Although the commands presented to the policy executor have elements of clarity, but 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 organization, the implementing organization that administis the administrative policy must have a resource consisting of: "Staff, Information, Authority, Facilities" (Lawler III & Worley, 2006) in (Kadarisman, Gunawan, & 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 concern concerning the amount 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 that reliability of human resources, implementation of policies will run slowly.

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 support of a crowded budget, the policy will not run effectively in Reach goals and objectives.

- 3) Facilities
Facility and infrastructure is one 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 and enough about how to implement a policy. While authority plays a crucial role to assure and guarantee that, the

policy is implemented according to the desired.

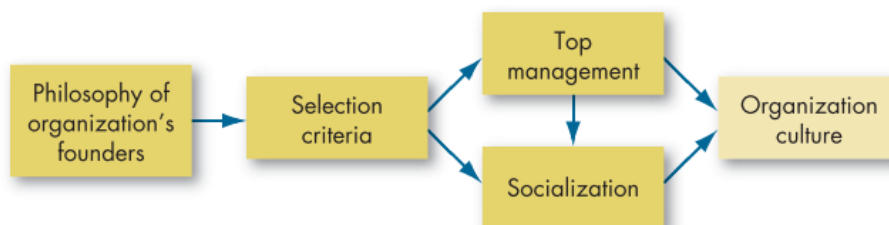
b. Commitment and Leadership

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

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



III. 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.

IV. RESULT AND DISCUSSION

1. Implementation of Working Culture Development in 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, 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 five values of the working culture consist of: (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 behaviour, but the Ministry of Religious Affairs past the fifth stage is Formulates how to measure key behaviors.

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

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.

From interviews with the bureaucracy reform team of the Ministry of Religious Affairs, the value of the work culture declared only a statement or mere. Because it does not has special thing of the Decision of Ministry of Religious Affairs that regulates working culture. According to the narrative minister of religious culture, work is not regulated because of its uncoercive nature.

3. Bureaucracy Reform in 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. 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 (Kementerian Agama RI, 2019).

Bureaucracy reform in the Ministry of Religious Affairs from 2010 to 2017 structural was an additional task on personnel Bureau and Ortala Bureau. Only since the year, 2017 has been described as structural regulation that handles bureaucratic reform in the Ministry of Religious Affairs. In addition, to date, in addition to 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.

In 2018 and 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 district, offices have been formed bureaucratic reform 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 new implementing Merit system by way of open bidding on Echelon 1 and 2 since year 2018. However, merit

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

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 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 is affecting the implementation of cultural development work

1. Communication

Decree of the Minister of Religion No. 582 in 2017 on the amendment to the Decree of the Minister of Religious Affairs Number 447 in 2015 about Road Map bureaucracy Reform Ministry of Religion year 2015-2019 which contains 5 values of working culture. Decision of Ministre Religious Number 504 in 2018 about Agent for Change of Ministry of Religious Affairs and Decision of Ministre Religious No. 536 in 2018 about implementation guidelines of bureaucracy reform at the Ministry of Religious Affairs all framed in bureaucracy reform.

From the research results, structural bureaucracy reform are only in the central Echelon I., Central Java Provincial Office has been established a bureaucratic reform team but only additional tasks. The results of interviews with the bureaucracy reform team in Demak District, to date there have been no programs executed, 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 does not specifically 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, communication can be misunderstood by the communifishes.

As for the consistency side, the five values of the working culture that have been declared are not considered as one of the assessment of personnel or as the code of Ethics of the Ministry of Religious Affairs. The absence of operational indicators and instruments to make an individual of State Apparatus does not have objective and measurable standards in carrying out five cultural values of work, making it difficult to do objective assessment by leadership of the implementation of five cultural values of work by a State Apparatus individually. In developing the work culture required guidelines and law enforcement, so the implementation of the development of the culture of planned work, structured with systematic, 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. Because during this five cultural values are the policy of the Ministry that cannot be confirmed by the required official documents, such as PMA documents, Decisions of Minister Religious, 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. During the period 2010 until 2017 the reform team of the central Religious Ministry bureaucracy is an additional task, 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 were formed based on the demands of applications launched by the central bureaucracy reform team.

Since 2010 has established bureaucratic reform, and for 7 years focuses only 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. Decision of Minister Religious Number 504 in 2018 about the change agent guidelines on the Ministry of Religion have not been implemented at the provincial or district level.

From an interview with bureaucracy Reform of the Ministry of Religious Affairs, 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 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*) stated that No budget related to work culture program (Kementerian Agama RI, 2019). At the regional and district level, with a working unit of 8,532 units of work, education and training in order to change mindset and culture set apparatus depends on 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 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 satkers, 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 work culture laboratory. So that 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 to assure and guarantee that, the policy is implemented according to the desired. In terms of the development of the cultural work in the Ministry of Religious Affairs related information and authority, should the role of the Research and Development agency be 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 future, (ii) showing how the tasks are resolved. Position leaders in the process of achieving organizational objectives, therefore, associated 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. Who need to 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. These are who assessed not yet concerned about the competency aspect, resulting in employees who in a certain position has no competency and disposing in the field (interview results with the head of the Ministry of Religious Affairs Research and Development April 27, 2019).

First, the direction and ranking of the goal is at the priority scale of the office. And secondly, the ability of officials to realize such priorities (Sabatier & 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 of the quality of the development of the field of religion is the implementation of the development of effective, efficient, transparent and accountable field of religion. Among others with: (a) the Defended Unexclusion Reasonable (*WTP*) in the opinion of Audit Board of Indonesia known as *BPK RI* to the financial report of the Ministry of Religious Affairs; (b) Increased results of the Ministry of Religious Affairs performance report; and (c) the rising of 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 State Apparatus of Ministry of Religious Affairs and not coercive. (Interview with the Minister of Religious Affairs, April 24, 2019), assumption of the Minister of Religious Affairs relate to 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 Related to 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 have a huge "task" in fixing the 4543 units.

Development of work culture as a strategy change mindset and culture set will not run without planning, programmatic, systemic, 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 to read the culture of work in an organization (S. P. Robbins & Coulter, 2016), consists of as follows:

a. Exploring Background Checks

From the examination of the website of the Ministry of Religious Affairs and websites several Working Group area, 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 people and promoting nationalism. Some websites are such as District Areas of Ministry of Religious Affairs of Central Java Province and Ministry of Religious Affairs in Demak District does not display the Community complaints menu on its website.

This Ministry's related news lately 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 chair of the Minister of Religious Affairs was held to organize positions in central and Ministry of Religious Affairs local. In addition, rerevealed in 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, convicted by the Assembly of Judges by State Court of Central Jakarta in 2006 ago. Corruption procurement of the Qur'an laboratory equipment *Madrasain* 2012, and the misuse of BPIH and the operational fund of ministers who dragged 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, "In Minister of Religious Affairs the crisis of integrity and crisis adherence to the prevailing rules. If an official is stated this according to the Standard Operating Procedure. 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 Ministry of Religious Affairsis the people who once had precisely a discipline strike because of a number of 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 pay attention to their respective religious teachings.

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 is still "no distance" between the task executors Unit. Ministry of Religious Affairs building 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 mostly be formal and keep myself in providing information. The organizational hierarchy looks strict. This indicates that the organization is a type of culture hierarchy.

d. Observing the Guidance of Human Resource Organization itself (if has)

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 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 an open bidding for Echelon 1 and Echelon 2 beginning in 2018. As for Echelon 3 and 4 has not been treated merit system. From one of the informant, for Echelon 3 and 4 is still based on consideration like and dislike of superiors. 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 sides Back. Implementation of merit system in terms of recruitment, placement and promotion of employees who are judged not to pay attention to the competency aspect, resulting in employees who are in a certain position has no competency and to take 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.

V. CONCLUSION AND SUGGESTION

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. Implementation 5 Cultural values of the Ministry of Religious Affairs in the implementation 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

- Absence of regulation and culture guidelines to make work culture 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 Ministry of Religious Affairs is through 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 State Apparatus of Ministry of Religious Affairs, and are considered as salng or mere.
- The absence of operational indicators and instruments to guess 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 in the central of Ministry of Religious Affairs. The structure of bureaucratic reform team at the district level is still only an additional task. In addition, at the district level has not implemented a 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 run systematically.

c. Commitment and Leadership

The development of work culture in 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 cohesiveness, 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 of working culture is in fact an institution that needs attention in integrity, institutions with a type of cultural hierarchy, religious, and yet to fully implement the merit system. The culture is in fact contrary to the value of the working culture declared the 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 issued a structured and comprehensive regulation on the work culture that includes the implementation of the working culture in which it includes a valuation indicator of occupational culture.
2. Planning, implementing socialization and internalize 5 cultural values of work on all State Apparatus of Ministry of Religious Affairs so that there is change mindset and culture set
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 necessity. The results should be considered in various policies of the Ministry of Religious Affairs.
4. 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.
5. The Ministry of Religious Affairs enforces merit system at all levels of Echelon position and assessments the office so that the leader in the Ministry of Religious Affairs consists of individuals who are 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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