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The Implementation of Performance Management in the Regional Office of the Ministry of Religious Affairs, Gorontalo Province

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Abstract. This study aims to determine the implementation of performance management within the Regional Office of the Ministry of Religious Affairs in Gorontalo Province. As a public service institution, the Regional Office of the Ministry of Religious Affairs in Gorontalo Province is mandated to adopt contemporary principles and functions of performance management in order to effectively address public needs and realize the organization's established objectives. To the best of current knowledge, no scholarly investigation has yet examined the implementation of performance management within the context of this Regional Office. This research, therefore, seeks to address this critical gap, underscoring its scholarly and practical significance. Performance management is examined using two models: the cycle model and the sequence model. Each model examines several aspects, including strategic plan formulation, work agreements, work actions and development, monitoring and feedback, formal reviews, and performance assessments. The research used field research, where the researcher directly observed and participated in almost all performance management processes within the Regional Office of the Ministry of Religious Affairs in Gorontalo Province. The results of this study reveal that the Regional Office of the Ministry of Religious Affairs in Gorontalo Province has generally implemented performance management processes effectively. There are only a few aspects that require improvement and refinement, namely the follow-up of evaluation results and the implementation of employee development, which should be carried out in a planned, structured, and periodic manner.

Keywords: Implementation; Performance Management; Religious Affairs

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INTRODUCTION

The Regional Office of the Ministry of Religious Affairs (formerly the Department of Religious Affairs) of Gorontalo Province is a vertical agency under the Ministry of Religious Affairs, directly accountable to the Minister of Religious Affairs. This office is mandated to implement the core duties and functions of the Ministry within the Province of Gorontalo in accordance with the Minister's policies and existing legal frameworks.

In carrying out these duties, the Regional Office performs the following functions: Formulating the vision, mission, and technical policies related to religious services and guidance for the people of Gorontalo Province; Providing development, services, and guidance for the Muslim community, including hajj and umrah services, the development of zakat and waqf, religious and faith-based education, Islamic boarding schools, Islamic education for society, mosque empowerment, as well as religious services and community guidance for Christians, Catholics, Hindus, and Buddhists; Developing technical policies in the field of administrative and

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information management; Promoting inter-religious harmony; Coordinating the planning, control, and supervision of programs; Establishing cooperation with local governments, relevant agencies, and community organizations in order to implement the Ministry's responsibilities in Gorontalo Province.

At the Regional Working Meeting held in Bali Province in 2008, the Regional Office of the Ministry of Religious Affairs of Gorontalo Province revised its vision to: "Innovative in Religious Guidance and Services." Its missions are as follows: To implement a culture of governance and a productive bureaucratic system across all officials within the working area of the Regional Office of the Ministry of Religious Affairs of Gorontalo Province; To apply an effective and innovative system of development and supervision of officials at all levels and units within the Regional Office of the Ministry of Religious Affairs of Gorontalo Province; To enhance the quality of services, guidance, understanding, and practice of religion through the internalization of moral and ethical values as well as the strengthening of harmonious family life (*keluarga sakinah*); To improve the quality of religious and faith-based education; To improve the quality of hajj management and supervision; To enhance the quality of zakat and waqf management and to strengthen inter-religious harmony.

"Innovative" refers to an orientation of attitude and behavior that values invention, extension, creative replication, and synthesis, directed towards generating added value through the renewal of ideas, methods, processes, tools, and products, thereby producing excellence. Religious services and guidance constitute the core tasks of the Ministry of Religious Affairs, which may be implemented by every division or section within the Regional Office of the Ministry of Religious Affairs of Gorontalo Province in accordance with their respective duties and functions, as regulated by prevailing laws and policies.

The principle of being *innovative in religious guidance and services* within the Regional Office of the Ministry of Religious Affairs of Gorontalo Province implies that, by establishing a work system rooted in innovative values across all officials, such values will naturally become embedded as a system of thought and behavior. At the same time, these values serve as a unifying force for all components within the working area of the Regional Office in achieving its designated objectives. As an organization, the Regional Office of the Ministry of Religious Affairs of Gorontalo Province is required to perform its duties and functions optimally in order to attain the expected levels of performance. Achieving satisfactory performance necessitates effective and professional management within the institution. In other words, strong performance is

determined by sound management. In this context, performance management becomes a fundamental requirement for every organization that aspires to achieve its intended goals.

There are several related studies on the implementation of performance management in government institutions as well as in educational organizations, including: A study conducted by Irawan, (2025), entitled The Implementation of Performance Management in Improving the Effectiveness of Public Services at the Village Office of Hutagodang, Sungai Kanan District, South Labuhanbatu Regency, North Sumatra. This research examines the implementation of performance management with a primary reference to the Government Agency Performance Accountability System (SAKIP), particularly in village government institutions. In contrast, the present study refers to the Strategic Plan (Renstra) formally established by the institution. Research on the implementation of performance management at the regency level was carried out by Sasmita (2018), entitled Performance Management in Government Work Units through the Integrated E-SAKIP-Based System, A Case Study at the Revenue Agency of Buleleng Regency"). Similar to the aforementioned study, this research focused on one of the institutions at the regency level, specifically in Buleleng Regency, Bali Province, with reference to the electronic-based accountability system, known as E-SAKIP. Studies on the implementation of performance management are not limited to field research methods, but also employ literature-based approaches, as demonstrated by Kusumaningrum, (2024), Their research, entitled The Implementation of Performance-Based Management in the Administration of a Quality Education System. Investigates performance management in relation to the roles and functions of school principals and teachers, thereby enabling students to achieve academic excellence. In contrast, the present study merely seeks to explore and map the implementation of performance management, based on theoretical perspectives of scholars, within the Regional Office of the Ministry of Religious Affairs, Gorontalo Province. This paper aims to briefly discuss how performance management is implemented within the Regional Office of the Ministry of Religious Affairs of Gorontalo Province.

METHODS

This paper is the result of a qualitative study employing a field research model. Field research, or the grounded theory model, is a research procedure in which data collection and analysis are carried out within a natural setting, with the aim of developing grounded theory. The field research model consists of a series of inductive strategies to process and analyze the data collected during the research. The process of field data analysis begins with the data obtained in the field and ultimately concludes with the data itself (Haryoko, 2020).

This field research model was employed because the author sought to directly examine the performance management processes taking place within the Regional Office of the Ministry of Religious Affairs of Gorontalo Province. The research target was the performance management practices carried out by the State Civil Apparatus. The type of research is descriptive in nature, utilizing a qualitative approach with data collection techniques including interviews, observation, and document analysis.

To obtain valid data and information, the author conducted interviews with several parties directly involved in the performance management process, both in the formulation of strategic plans and in their implementation within the leadership and employees' duties. These respondents included the Head of the General Affairs Division, the Head of the Planning Subdivision, and relevant staff members. In addition, the author reviewed documents related to performance management processes, such as the Strategic Plan (Renstra), performance reports, and other supporting records.

RESULTS AND DISCUSSION

Management, as a series of directed and systematic activities, is indispensable for both individuals and organizations. There are three main reasons why management is needed: (1) to achieve goals; (2) to maintain balance among conflicting objectives; and (3) to attain efficiency and effectiveness (Handoko, 2001). The science of management continues to evolve in line with societal dynamics and the diverse situations and conditions experienced by individuals and groups. Its development can be seen in the variety of adjectives attached to the word "management," such as organizational management, corporate management, educational management, human resource management, change management, conflict management, and others including performance management, which is the focus of this paper.

Performance management consists of two terms: "management" and "performance." Among the many definitions of management put forward by experts is the management is the process of planning, organizing, directing, and supervising the efforts of organizational members and the use of organizational resources in order to achieve predetermined organizational goals (Stoner, n.d.). Hersey, n.d., define management as the process of working with and through individuals and groups to accomplish organizational goals. Meanwhile, the concept of performance has also been widely explained by scholars. Brumbach (as cited by Armstrong, 2006) states that performance encompasses two dimensions: behavior and results—with behavior as the input and results as the output. Similarly, Simanjuntak, n.d. simply formulates that "performance is the level of achievement of results from the execution of certain tasks." (Fahmi, 2010) adds that

performance is the outcome obtained by an organization, whether profit-oriented or non-profit-oriented, within a given period of time. In relation to performance management, M. Dawam Rahardjo in Wibowo (2012), argues that performance management, as the combination of the two terms above, is essentially similar to general management. However, with its specific predicate, "performance management" emphasizes more strongly the performance of organizations or companies, particularly in relation to processes and outputs.

Various definitions of performance management have been proposed by management scholars. One defines it as an ongoing communication process carried out in partnership between employees and their direct supervisors, encompassing the development of clear expectations and understanding of the tasks to be accomplished. This process forms a system with several components, all of which must be incorporated if performance management is to add value for managers and staff within an organization.

The process of performance management, as explained by various experts, differs from one scholar to another. Some describe it in the form of a cycle, while others present it in the form of a sequence. According to Simanjuntak (2011) , performance management is a systematic and continuous process in the form of a cycle that begins with planning, followed by development, and then evaluation. This cyclical model of performance management can be illustrated as follows:

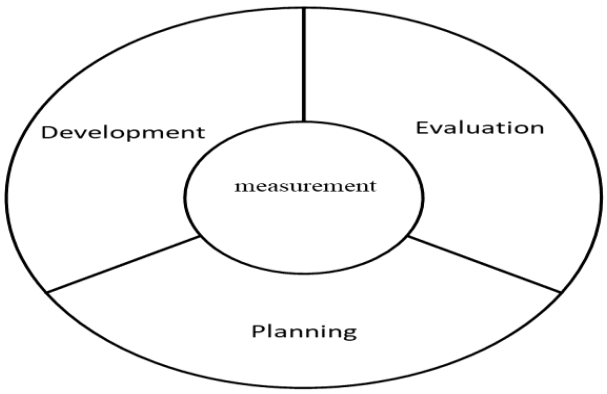


Figure 1. Simanjuntak's Cycle Model)

The Regional Office of the Ministry of Religious Affairs of Gorontalo Province is part of a governmental organization with a structured hierarchy comprising Echelon II, III, and IV officials. Based on the Decree of the Minister of Religious Affairs No. 373 of 2002, the organizational structure of the Regional Office consists of one Echelon II official, namely the Head of Office; seven Echelon III officials, consisting of one Secretariat, three Divisions, and three Supervisors; and fifteen Echelon IV officials, consisting of three Sub-Sections and twelve Sections.

As an organization, the Regional Office of the Ministry of Religious Affairs of Gorontalo Province has the duty and obligation to implement performance management processes, which can be described as follows:

Formulation of Strategic

Plans (Renstra) The Regional Office has developed a strategic plan (*Renstra*) that includes the vision, mission, objectives, targets, policy programs, and activities. The vision of the Regional Office is *"Innovative in Religious Guidance and Services."* This vision is realized through the following missions:

1) Implementing a culture of governance and a productive bureaucratic system across all officials within the Regional Office's working environment.
2) Applying an effective and innovative system of supervision and development for officials at all levels and units within the Regional Office.
3) Improving the quality of services, guidance, understanding, and practice of religion through the internalization of moral and ethical values, as well as strengthening family life (*keluarga sakinah*).
4) Enhancing the quality of religious and faith-based education.
5) Improving the quality of hajj management and supervision.
6) Enhancing the quality of zakat and waqf administration.
7) Strengthening inter-religious harmony.

Annual work programs are formulated in line with government policies and funding allocations. Each unit prepares its own work plan based on the program divisions set by the government.

Performance Agreements

The work programs formulated based on the vision and mission must be implemented properly and earnestly to achieve the desired objectives. For this purpose, the Regional Office conducts performance contract signings (*kontrak kinerja*) with all Echelon III officials. This contract signing takes place at the beginning of the fiscal year before program implementation begins.

a. Work Actions and Development

At the beginning of each fiscal year, once officials have received the Budget Implementation List (*DIPA*), the leadership provides direction and instructions to officials and staff regarding the actions to be carried out and the methods to be applied throughout the year. In addition, the Regional Office organizes technical guidance sessions as preparation for program

and activity implementation. This is intended to ensure that program implementation, particularly those related to finance, complies with prevailing laws and regulations.

b. Monitoring and Feedback

The implementation of programs and activities within each unit and regional work section is monitored and evaluated both by the leadership and by program implementers. Monitoring is conducted to obtain information or feedback regarding challenges and progress achieved. Such feedback serves as material for improving the performance of Ministry of Religious Affairs officials, both for ongoing programs and for future activities.

c. Formal Review

Each year, the Regional Office holds a Working Meeting (*Rapat Kerja – Raker*) attended by representatives from all units and work sections within the Regional Office. In this forum, participants are given the opportunity to provide comments, suggestions, and constructive criticism toward the organization's performance, whether directed at officials, staff, or even the top leadership. The inputs and decisions from the working meeting serve as the basis for improving the organizational performance of the Ministry in the future.

d. Comprehensive Performance Evaluation

At the end of each fiscal year, the Regional Office prepares a comprehensive performance evaluation report in the form of the *Government Agency Performance Accountability Report* (*Laporan Akuntabilitas Kinerja Instansi Pemerintah – LAKIP*). This report summarizes the performance management process, including planning, activities, measurement, and evaluation. All organizational activities are assessed for their success rate based on predetermined programs, policies, targets, and objectives. The level of performance achievement is measured through a set of indicators that were established at the outset.

The performance of the Regional Office of the Ministry of Religious Affairs in Gorontalo Province has generally proceeded in line with the performance management process as described above. In the previous chapter, two models of performance management processes were discussed, namely the cycle model and the sequence model. These two models will serve as the basis for analyzing the implementation of performance management in the Regional Office of the Ministry of Religious Affairs in Gorontalo Province.

a. Cycle Model

Referring to the cycle model of performance management as outlined in Chapter II, the performance of the Regional Office has followed this cycle, beginning with planning, followed by development and evaluation, and returning again to planning. The performance plan consists of

three components: 1) Job descriptions or task outlines, 2) Performance action plans, and 3) Supportive plans. The job description contains a list of all activities that must be carried out in the respective position. In this regard, job descriptions are prepared and adhered to by all units within the Regional Office, including the Secretariat, Divisions, Advisors, Subsections, and Sections.

The performance action plan has been carried out in the form of formulating objectives or targets to be achieved, as well as detailing the activities necessary to accomplish these objectives. Meanwhile, the supportive plan involves enhancing employee competencies. In this context, the Regional Office organizes various activities such as technical guidance, orientation, and training programs, including both administrative and technical training.

Performance development in the management process aims to improve the performance of individuals, groups, and work units. The Regional Office, through competent officials, continuously carries out development efforts either through formal activities or special mentoring conducted by leaders. Formal activities include orientations or technical guidance sessions organized by work units within the Regional Office. These activities usually include materials delivered by the Head of the Regional Office or Unit Leaders, with an emphasis on mentoring and guidance.

Special mentoring, although often carried out, has not yet been systematically programmed on a periodic basis. Its implementation tends to occur during certain moments, such as preparing for major events that require thorough preparation and the involvement of most work units within the Regional Office. In the author's view, this special mentoring should be scheduled periodically in order to maintain employee solidarity and morale, as well as to serve as a platform for reminding staff of the rules and ethics in force.

Evaluation is also consistently conducted by the Regional Office, both in the form of oral reports presented in specific forums and written reports. These reports are reviewed to identify whether there are elements that have not been achieved or that are inconsistent with established procedures and objectives. As part of the cycle, ideally the evaluation results should serve as a reference for program development and performance planning for the following year. However, this has not been fully implemented by the Regional Office of the Ministry of Religious Affairs in Gorontalo. Instead, the preparation of activity plans tends to be based more on the perceived needs and priorities of the following year rather than on evaluation results.

2. Sequence Model

The performance management process within the Regional Office of the Ministry of Religious Affairs in Gorontalo Province can also be analyzed using the sequence model. In

general, the performance management process of the Regional Office aligns with the sequence model of Armstrong and Baron 1998, except for the second step. This step involves the development of business plans for each department or division, which in the author's view are oriented toward profit. Meanwhile, the Regional Office is a non-profit organization that provides public services rather than pursuing profit. The performance management process at the Regional Office of the Ministry of Religious Affairs in Gorontalo follows the sequence proposed by Armstrong and Baron. This process begins with formulating a strategic plan, agreeing upon performance through the signing of performance contracts, realizing performance by implementing all programs and activities, monitoring the implementation of programs, conducting reviews and providing feedback—both on a small scale through internal unit meetings or working group discussions, and on a larger scale through work meetings involving a greater number of participants.

CONCLUSIONS

Performance management must be a matter of serious concern for every organization, whether profit-oriented or non-profit. The Regional Office of the Ministry of Religious Affairs in Gorontalo, as a government institution responsible for providing public services in the field of religion, has implemented performance management processes in accordance with the theories proposed by experts. However, it must be acknowledged that the performance management process within the Regional Office of the Ministry of Religious Affairs in Gorontalo has not yet been fully applied. This is mainly because performance management theories are generally based on profit-oriented corporate settings, whereas the Regional Office of the Ministry of Religious Affairs is entirely a non-profit organization dedicated to serving the community without pursuing material gain. The ongoing bureaucratic reform launched by the government should also extend to the domain of performance management. In this way, the objectives of any organization can be realized more effectively. The Regional Office of the Ministry of Religious Affairs, without exception, must apply the principles of performance management with greater discipline and consistency to achieve the vision and mission of the Ministry of Religious Affairs.

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