



Policy Analysis For the Determination of BIPIH For Indonesian Hajj Pilgrims in 2023

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ABSTRACT: The policy of determining Bipih (Hajj Travel Expenses) is a policy made by the Indonesian government to determine the costs to be paid by Indonesian Hajj pilgrims in carrying out Hajj in Mecca. This type of research was carried out using qualitative descriptive methods and analyzed using the SWOT method by utilizing secondary data in the form of Bipih increase policies in 2023 issued by the Ministry of Religious Affairs of the Republic of Indonesia. The source of the data can be found on the official website of the Ministry of Religious Affairs of the Republic of Indonesia, namely Kemenag.go.id and haji.kemenag.go.id. The government this year increased costs due to the imbalance in the value of benefits that have been going on starting from 2018 so that the policy of increasing Bipih in 2023 became the government's choice. Because the announcement period is very close to the announcement of the repayment of Bipih pilgrims, and this creates cons in the community. The increase in Bipih aims for the sustainability of the value of benefits for pilgrims who will depart in the coming years. Furthermore, it is advisable to do policy planning better and the Government through public relations must also provide information gradually and continuously to the public regarding the increase in Bipih.

Keywords : Hajj Policy, Bipih Hike, SWOT, Policy, Hajj



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INTRODUCTION

The implementation of Hajj in Indonesia is the responsibility of the Ministry of Religious Affairs through the Directorate General of Hajj and Umrah Implementation (Ditjen PHU) ([Haq, 2016](#); [Syarifudin, 2018](#)). The implementation of Hajj in Indonesia is regulated in Law No. 13 of 2008 concerning the Implementation of Hajj and Umrah. Every year, Indonesia sends Hajj pilgrims to the Holy Land of Mecca and Medina with a quota determined by the Government of Saudi Arabia.

The registration and selection process for prospective pilgrims is carried out through an online system operated by the Directorate General of PHU ([Ulya et al., 2020](#); [Widyasari & Fauzi, 2020](#)).

In addition, the Directorate General of PHU is also responsible for facilitating transportation, accommodation, and other needs during the pilgrims' stay in the Holy Land. During the Hajj, pilgrims are also accompanied by Hajj officers from Indonesia who are in charge of providing guidance and supervision. In addition to Hajj pilgrims, the Directorate General of PHU also regulates the implementation of Umrah, both individually and in groups. The registration and selection process for prospective Umrah pilgrims is carried out through the same online system as the registration of Hajj pilgrims. The organization of Hajj in Indonesia is very important because it is an obligation for Muslims who are able to carry it out. In addition, the implementation of Hajj also has a large economic impact because it involves many sectors, such as transportation, accommodation, and other services ([Foshammer et al., 2022](#); [Jurczak & Jurczak, 2021](#); [Renukappa et al., 2021](#)).

Financing for Hajj in Indonesia is mainly sourced from Hajj funds collected from each registered pilgrim. Pilgrims are required to pay Hajj fees, which consist of accommodation, transportation, and other services needed during the Hajj ([Arsyad, 2019](#); [Mahardika & Muhyi, 2019](#)).

In addition, the Government of Indonesia also provides subsidies to reduce the costs to be paid by Hajj pilgrims. This subsidy is given to economically disadvantaged pilgrims through the BIPIH (Hajj Implementation Fee) program regulated by the Ministry of Religious Affairs ([Aisyah & Sutrisno, 2018](#); [Umar, 2017](#)).

In this regard, the Indonesian government is committed to optimizing the management of Hajj funds so that these funds can be used effectively and efficiently to finance Hajj, improve the welfare of Hajj pilgrims, and improve the quality of services provided during the Hajj process ([Ruvalcaba-Gomez, 2019](#); [Schmidhuber et al., 2019](#); [Yarram et al., 2022](#)).

Every year, the cost of Hajj to be paid by pilgrims can change according to government policies and the current economic situation. The Indonesian government always strives to set the cost of Hajj that is affordable and in accordance with the quality of services provided during the Hajj. The government also provides subsidies for economically disadvantaged pilgrims through the BIPIH program.

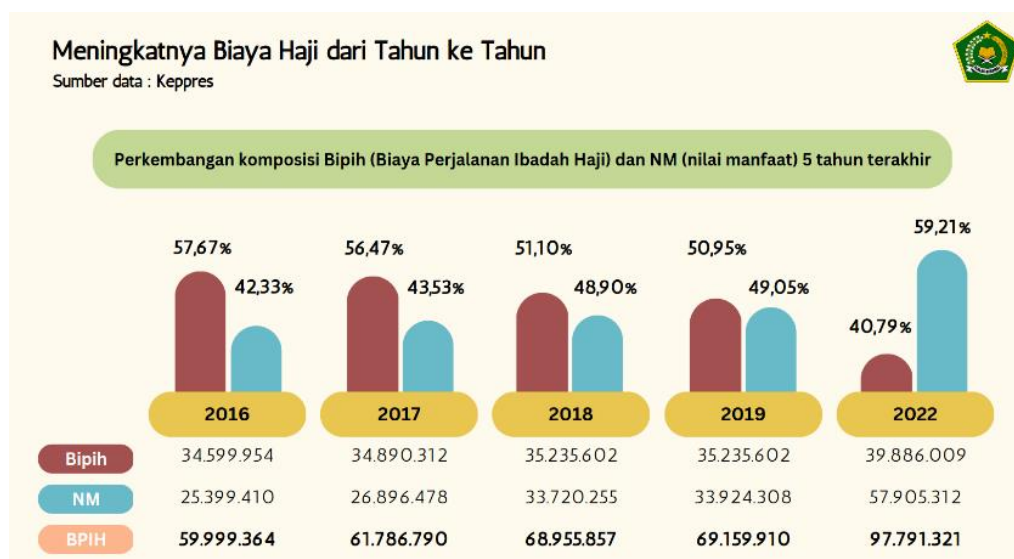


Figure 1. Increase in Hajj Cost from the last 5 Years

The policy of determining Bipih (Hajj Travel Expenses) is a policy made by the Indonesian government to determine the costs to be paid by Indonesian Hajj pilgrims in carrying out Hajj in Mecca. This bipih consists of various types of costs, such as transportation costs, accommodation, food, and so on (Haq, 2016; Syarifudin, 2018; Zhuo et al., 2022).

Considering the Bipih Repayment Process by Hajj candidates which will be opened from April 11 to May 5, 2023. Meanwhile, the proposal made by the Ministry of Religious Affairs will be carried out on January 19, 2023 through the Monkey Meeting with Commission VII of the House of Representatives of the Republic of Indonesia (Ulya et al., 2020; Widyasari & Fauzi, 2020).

Compared to the previous year, the proposed BPIH 2023 increased by IDR 514,888.02. However, compositionally, there is a significant change between the Bipih component that must be paid by the congregation and the component whose budget is allocated from the value of benefits (optimization).

Following from the official website of the Ministry of Religious Affairs of the Republic of Indonesia, according to the Minister of Religious Affairs BPIH 2022, it amounted to IDR 98,379,021.09 with a composition of Bipih of IDR 39,886,009.00 (40.54%) and a benefit value (optimization) of IDR 58,493,012.09 (59.46%). Meanwhile, the Ministry of Religion's proposal for BPIH 2023 is IDR 98,893,909.11 with a composition of Bipih of IDR 69,193,734.00 (70%) and a benefit value (optimization) of IDR 29,700,175.11 (30%) (Ulya et al., 2020).

The components charged directly to the pilgrims are used to pay: 1) Flight Costs from Embarkation to Saudi Arabia (PP) amounting to Rp33,979,784.00; 2) Makkah Accommodation Rp18.768.000,00; 3) Medina Accommodation Rp5,601,840.00; 4) Living Cost Rp4.080.000,00; 5) Visa Rp1.224.000,00; and 6) Masyair Service Package Rp5.540.109,60

The BPIH component formulation policy, said the Minister, was taken in order to balance the amount of the burden on the congregation with the sustainability of the BPIH benefit value fund

in the future. According to the minister, the imposition of Bipih must maintain the principle of *istitha'ah* and liquidity for the implementation of Hajj in the following years ([Widyasari & Fauzi, 2020](#)).

This makes speculations that are present in the community diverse, the emergence of pros and cons is also ignored as well as cornering the government, especially the Ministry of Religious Affairs ([Arsyad, 2019](#)).

The stages of public policy determination may vary depending on the context, environment, and object of the policy being discussed ([Rachmawati & Rahayu, 2019](#); [Wijaya, 2019](#)). However, in general, there are several stages that are commonly carried out in the process of determining public policy, including:

1. Problem identification: The first step in public policy setting is to identify the problem or issue that needs to be addressed. Identification of this problem can be done through situation analysis, literature review, or consultation with various related parties.
2. Agenda: Once a problem is identified, the next step is to put together an agenda to fix or address the problem. This agenda must be clear and directed, and involve the participation of various parties concerned.
3. Policy analysis: This stage involves analyzing various policy alternatives that can be taken to address the problems that have been identified. This analysis should include an assessment of the social, economic, and environmental impacts of each policy alternative.
4. Decision making: After a policy analysis, the next step is to make a decision on which policy to take to address the identified issues. This decision must be based on careful analysis and involve the participation of various parties concerned.
5. Policy implementation: This stage involves the process of implementing policies that have been taken. The implementation process must pay attention to relevant aspects and involve various related parties.
6. Policy evaluation: The final stage is the evaluation of policies that have been implemented. This evaluation should include an assessment of the effectiveness, efficiency, and social, economic, and environmental impacts of the policies that have been taken. The results of the evaluation can be used to improve or update the policies that have been taken.

Overall, the stages of public policy determination are complex processes and involve various related parties. This process must be carried out in a transparent and participatory manner to ensure that the policies taken can meet the public interest and provide benefits to the community at large.

Hasty public policy setting can lead to a lack of public trust in the government. This is because policies taken quickly without considering all relevant aspects tend to be ineffective and can harm the community.

Public mistrust can arise because people feel that the policies taken do not pay attention to their interests, or because they feel that the policy-making process is not transparent and does not

involve their participation as citizens. This can damage relations between government and society and cause social tensions.

To avoid a lack of public trust, policymakers must ensure that policies are based on careful analysis and take into account input from various relevant parties. In addition, transparency and openness in the policy-making process can also help to increase public trust in the government. Thus, the government can build better relations with the community and increase the effectiveness of the policies taken.

In determining this Bipih policy, the Indonesian government needs to conduct a SWOT analysis to determine the strengths, weaknesses, opportunities, and threats in implementing this policy. SWOT analysis can assist the government in planning and deciding on the right Bipih determination policy, so as to maximize benefits for Indonesian Hajj pilgrims.

Some factors that can affect the Bipih determination policy include the state of the Indonesian economy, Hajj operational costs in Saudi Arabia, and other factors related to the implementation of Hajj. Therefore, SWOT analysis can assist the government in making the right decisions in determining Bipih that suits the conditions and needs of Indonesian Hajj pilgrims in 2023 ([Hill et al., 2019](#); [Kotler et al., 2016](#); [Lorange & Vancil, 2018](#)).

METHOD

The type of research conducted is descriptive qualitative by utilizing secondary data in the form of the 2023 Bipih increase policy issued by the Ministry of Religious Affairs of the Republic of Indonesia. The source of the data can be found on the official website of the Ministry of Religious Affairs of the Republic of Indonesia, namely [Kemenag.go.id](#) and [haji.kemenag.go.id](#). In addition, this study also used additional data sources such as official press releases from the Ministry of Religious Affairs and news published in local and national media in the period January to February 2023 ([Miles, 2007](#); [Moleong, 2006](#); [Muhtarudin, 2021](#); [Purwanto, 2020](#)). The Bipih hike policy will be analyzed using SWOT analysis, a strategic planning tool often used in Hajj policy programs in Indonesia. This SWOT analysis can help decision makers in better understanding the strengths, weaknesses, opportunities, and threats associated with the Hajj policy ([Nggini et al., 2019](#); [Prayitno, 2017](#); [Susanti, 2021](#)).

In strategic planning of Hajj policy, SWOT analysis can help the government and relevant stakeholders to evaluate existing policies and plan new policies. This analysis can help them in determining the right strategic steps to achieve their goals in organizing Hajj, such as improving the quality of Hajj services, improving the welfare of Hajj pilgrims, or reducing Hajj costs. In addition, SWOT analysis can also help the government and stakeholders involved to identify new opportunities and threats in organizing Hajj, so that they can be better prepared and able to face environmental changes that occur. In this case, the use of SWOT analysis can help the government and relevant stakeholders to formulate more effective and efficient policies in organizing Hajj, as well as helping them to improve and improve their performance in meeting the needs of Hajj pilgrims. ([Ngurah et al., 2021](#))

RESULT AND DISCUSSION

From the summary submitted by the Director General of Hajj and Umrah Implementation, it was found that problems if the Hajj Bipih is not increased in 2023, then (1) The composition of the percentage of the benefit value is not balanced with the cost of Bipih, (2) The sudden increase in Masyair service fees increases in Hajj 2022 so that it uses the value of benefits, because the pilgrims have made payments, (3) The cost of Hajj basically increases every year, but because there is a benefit value, pilgrims can pay repayment costs stably, for example in 2018-2019 with a difference of approximately Rp.200,000,-, (4) This increase in Bipih is to maintain the stability of the value of benefits. If the stability of Bipih continues, it will erode the cost of benefits for pilgrims in the coming year and eventually the value of benefits for pilgrim subsidies will run out, pilgrims will pay in full with the high cost of Hajj in the coming year, and (5) Inflation against the dollar and the increase in foreign services and airlines are also the cause of the cost of Hajj rising.



Figure 2. Infographic on the distribution of BPIH in 2022

Furthermore, in January 2023, the government proposed a Hajj Travel Fee (BPIH) of IDR 98.8 million, which in reality is not much different from BPIH in 2022. The government's proposal was then used as the basis for discussion by the BPIH Working Committee (Panja). The discussion process included various actions such as field surveys, both conducted in Indonesia and in Saudi Arabia, aimed at verifying some of the components and costs proposed by the government. It is expected that from this process the best BPIH formula will be obtained. After that, the BPIH calculation process begins.

In the context of BPIH, calculation means the calculation of financing, costs, or expenses needed and considered reasonable in the implementation of Hajj. Before giving approval to the proposal submitted by the Government, the DPR must carry out the process carried out by the BPIH Panja. It is stipulated in the Regulation that approval from the DPR must be declared within a maximum of 60 days after receiving the BPIH proposal from the Ministry of Religious Affairs as a representative of the government. After almost a month passed, on February 15, 2023, the Government and Commission VIII of the House of Representatives agreed to set the amount of BPIH 1444 H / 2023 M for regular Hajj pilgrims at an average of IDR 90,050,637.26. This amount is around Rp8 million lower than the Government's initial proposal of Rp98,893,909.11 ([Ulya et al., 2020](#)).

This decrease is due to the BPIH Working Committee (Panja) has agreed to carry out a number of efficiencies. These efficiencies include a decrease in the budget for lodging or hotel accommodation used in Makkah, a reduction in the frequency of catering consumption services to twice from the previous three times, a change in the dollar exchange rate from an initial estimate of Rp15,300 to Rp15,150, a reduction in aircraft charter costs from USD33,950 to USD32,743, and a decrease in living costs from SAR1,000 to only SAR750.

The government believes that the Benefit Value fund should be maintained because it is not only the property of the pilgrims who will perform the Hajj, but also the rights of the 5 million pilgrims who are waiting for their turn. In recent years, BPKH has only been able to provide a maximum of Rp 7.1 trillion for the Value of Benefits. However, two years of cancellation of the departure of Hajj pilgrims provides benefits for BPKH by being able to save the balance of the Benefit Value up to IDR 15 trillion in the last two years of 2020 and 2021. If you look at the nearly two trillion balances used in 2022 to pay for Mashair's rising costs and other shortfalls. Based on the agreement made by Commission VIII, almost Rp 2 trillion of the balance will be taken this year. The government considers that it cannot continue to run a deficit scheme of Rp2 trillion per year because in the next five years the balance can run out if BPKH yields do not increase significantly. In 2027, it is predicted that there will be two departures of pilgrims to the holy land, so that doubling the Benefit Value budgeting is also needed. The government realizes the need to maintain justice and the continued use of Value Benefit funds because millions of pilgrims are still waiting for their turn. Therefore, the government proposes a BPIH composition of 70%:30%. Looking at this composition, the range of Benefit Value funds that will be needed is only around Rp5.9 trillion, which is still below the threshold of the maximum allocation provided by BPKH. In the House of Representatives in Commission VIII also agreed that it is important to maintain the continuity of the use of Benefit Value funds. However, they also want to ensure that Bipih does not overburden pilgrims. Therefore, the government and Commission VIII of the House of Representatives agreed to set the Hajj Travel Fee (Bipih) at Rp49,812,700.26 (55.3%) and the use of Benefit Value funds at Rp40,237,937 (44.7%).

Every policy must have consequences, as well as the Bipih agreement which is lower in value than proposed by the government. This policy also has an impact on increasing the use of the Benefit Value fund itself. Initially, the use of Benefit Value funds was only around Rp5.9 trillion, but the result of the agreement reached Rp8.09 trillion. With the postponement repayment policy in 2020 without additional financing, additional Benefit Value funds of IDR 845 billion are needed,

bringing the total to IDR 8.9 trillion. This shows that the composition of Biph and Value Benefits is strongly influenced by political and justice factors. This situation is highly dependent on BPKH's ability to produce optimal Benefit Value songs. If BPKH does not succeed in increasing, then this policy could potentially deficit up to Rp2 trillion needs to be reviewed, as proposed by the government. (Ulya et al., 2020)

SWOT Analysis

SWOT analysis can help the government and relevant stakeholders to identify new opportunities and threats in the implementation of Hajj, so that they can be better prepared and able to face environmental changes that occur. In this case, the use of SWOT analysis can help the government and stakeholders involved in formulating more effective and efficient policies in organizing Hajj, as well as helping them to improve and improve their performance in meeting the needs of Hajj pilgrims. (Nggini, 2019)

Strength

- With the increase in BPIH, the value of benefits will be stable and dynamically adjust the cost of Hajj to the basic composition of the percentage, not the nominal value of the rupiah.
- With the policy of increasing BPIH in 2023 by the Government, this is to maintain the continuity of the value of benefits for pilgrims who will depart in the coming years.
- Increase awareness of the importance of maintaining the sustainability and composition of the benefit value, so that the increase in BPIH becomes a natural thing to perform Hajj, with a percentage of BPIH value that is greater than the value of benefits

Weakness

- Lack of preparation time to announce to the congregation
- The legal basis for BPIH is not yet strong and is currently still in the process of coordination.
- A percentage of BPIH composition that is too large will make it difficult for pilgrims to find repayment costs.

Opportunity

- The stability of the value of long-term benefits will make it easier for pilgrims to make repayments
- The congregation will be more open-minded because of the dynamic composition of the percentage of BPIH and the value of benefits disseminated by government public relations
- There will be other innovations that appear in this regard such as repaying repayment fees periodically which will coordinate with BPS
- Not only the increase in costs, but Hajj services in the future will go hand in hand and get better, such as mattresses in mina, expanded toilets, transportation and so on.

Threats

- Many pilgrims are opposed to this policy because of the lack of insight related to the composition of the value of benefits and BPIH paid against the increase in Hajj costs which increase significantly every year

- The announcement time that is too tight with repayment makes the congregation less prepared in preparation for repayment at a considerable cost
- There is a stigma that the value of benefits has been exhausted and cannot be used
- The lack of trust of pilgrims in the government due to poor preparation related to this very significant increase in Hajj costs.

CONCLUSION

The government this year increased costs due to the imbalance in the value of benefits that have been going on starting from 2018 so that the policy of increasing Bipih in 2023 became the government's choice. Because the announcement period is very close to the announcement of the repayment of Bipih pilgrims, thus creating cons in the community. The increase in Bipih aims for the sustainability of the value of benefits for pilgrims who will depart in the coming years.

Suggestion:

The government's policy to increase Bipih in 2023 has reaped pros and cons among the public, this has also made public trust decrease in the government, especially the Ministry of Religious Affairs and BPKH as the manager of Hajj funds. Further recommended.

1. Plan well in advance so that pilgrims and the public can understand the increase by not speculating badly with the government.
2. The government through public relations must also provide information gradually and continuously to the public regarding the increase in Bipih.

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