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Key Performance Indicator (KPI) of Mosque Management in the State of Selangor: Records Management Perspective

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Abstract: The current research began with an understanding that there are no standards or adequate procedures to document sufficiently or effectively individual mosque history, memory and activities that have been implemented. It is also based on the belief, there is inadequate knowledge about the importance of such documentation, as well as limited resources available to document, preserve and maintain such materials. However, in 2010, the Selangor Islamic Religious Department (JAIS) has established the Key Performance Indicator (KPI) for the mosque management in achieving excellence and best services. This research appraised on the records management in six selected mosques in Selangor. These six mosques have been chosen as a sample in this study based on the current practices that they have carried out according to the key performance indicator (KPI) for mosque management in the state of Selangor. The objectives were (1) to identify the level of awareness among mosque officers and committee members on the importance of recordkeeping practices according to the National Archives Act 2003, (2) to gauge the level of awareness among mosque officers and committee members regarding on the Key Performance Indicator (KPI) of mosque management focusing on the filing system published by the Selangor Islamic Religious Department (JAIS), (3) to measure the level of awareness among mosque officers and the committee members regarding on the importance of records management practices, (4) to identify the record management activities in the mosques based on KPI and (5) to propose best practices for record management in mosques. The researcher used a mixed method approach in order to get the findings. Based on the results, the KPI for mosque management that had been implemented since 2010 has had a positive impact to the mosques. However, awareness of the National Archives Act 1966, National Archives Act 2003 and Treasury Instructions 150 among the mosque officers, especially from the six selected mosques remained lacking. But, the level of understanding of the KPI for mosque management was encouraging and most activities were carried out by following the given KPI. Given that Islam is the official religion of Malaysia, all records and activities especially relating to the development of Islam and knowledge should be preserved.

Keywords: Key Performance Indicator (KPI), Mosque management, National Archives Act 2003, Records management, Selangor Islamic Religious Department (JAIS)
Introduction to the study

According to Majid (1988), as cited by Siti Alawiyah (2007), Malaysia is a multi-religious country and Islam plays a significant role in society with Muslims constitute more than 50% of its population and are concentrated primarily in Peninsular Malaysia. This statement is indicated in the Federal Constitution, which recognises Islam as the official religion of the country while allowing other religions to be practised freely in Malaysia. Article 3 (1) of the Federal Constitution stipulates that “Islam is the religion of the Federation”. In addition, the involvement of the government in disseminating Islam and instilling Islamic values among Muslims is considerable. Government involvement, both at the federal and state levels, signifies the importance of Islam in shaping Malaysian society. Although, initially, mosques were meant for religious purposes, their functions have evolved according to the situation.

The word ‘mosque’ is derived from the Arabic term ‘masjid’ which means literally ‘sujud’ or prostration, the third position in Islamic ritual prayers. The mosque is the principal religious building in Islam, and paramount among its many functions is its role as a place for communal prayer. In Islam, prayer can be performed at any clean and pure place anywhere on this earth. Physically, a mosque is a place reserved for the worship of Allah as mentioned in the Qur’an, “And indeed the mosques are for (the worship of) Allah alone, so call not on anyone else besides Allah” (Surah Al-Finn 72: 18) (Mizan Hitam and Anuar Talib 2005).

In Malaysia, the number of mosque is 5,300 with 12,257 of madrasah or musolla (a place or small house used by Muslims for prayers, although not to establish the Friday prayer, and to study the Qur’an). Construction of mosques in this country is linked to the existence of Muslim settlements (Wan Muhammad Abdul Aziz, 2006).

Compared to other congregational places, a mosque should become a place that serves and supports their congregations and communities with a variety of inter-connected spiritual and also community services. Nowadays, a mosque administration should be equipped not only with up-to-date skills in fund-raising, legislative awareness and policy-making and in the development of managerial infrastructure but also in educational youth schemes in order to attract people, especially young generations. The skills involved are not just on how to attract people to come to the mosque, but also in terms of record management as the mosque dealing with a lot of activities daily. With the proper administration from all mosque officers, there will be no issues pertaining to record management. Nevertheless, things happened to be not as expected especially looking at the management of records and filing.

Problem statement

Records have played a significant role in human societies. Records are an integral part of any organisation. They provide evidence of and information about the transactions of individuals and organisations, documents used to hold individuals accountable for their actions, and ultimately serve as the foundation upon which societal memory is built. Among the records society produces, those created by individual groups are often significantly different from those of the dominant governing bodies (Evans, 2006).

Evans (2006) added in the article, church as non-profit organizations, face many challenges in maintaining records effectively owing to lack of funding, inadequate staff, inappropriate and limited storage, unestablished knowledge of record-keeping practices and limited institutional commitment. The demands on churches to comply with legal mandates for record-keeping have sometimes resulted in their failure to appreciate the crucial value of records that provide historical and theological evidence of church
functions and activities. Many records have ended up in state and federal funded archival repositories or at colleges and universities. This also happen to mosques’ environment.

Even in mosques, many issues arise owing to improper record management. Basically, a mosque is one of the institutions that actively conducts its activities and collects fund every day. However, many problems exist especially in the management of mosque funds, minutes of meetings, activities and no specific personnel. As stressed by Anita et al. (2009), the problems related to the management of the mosque fund are owing to lack of systematic record-keeping and improper management of cash flow. Therefore, the usage of the fund does not appear transparent as the public does not know its sources and how the money has been utilised.

On the other hand, Zawiyah M. Yusuf (2005) focused that the knowledge contained in records must be captured in the organisation’s memory if they are to be managed and shared for the organisation’s prosperity. However, the awareness of managing records has not been on a par with the increasing acknowledgement of the benefits they have received worldwide. Information technology developments in the last two decades have created problems and opportunities for record personnel. The materials that now need to be controlled and managed extend beyond the traditional paper based records to web pages and multimedia. The rapid change in technology necessitates that the record management function be prepared for a new wave of demands in terms of the way information is managed and recorded.

Currently, public records enable government administration, facilitate delivery of services to citizens, document the rights and responsibilities of both government and citizens, provide legal documentation, serve as evidence of the government’s work, and provide material for future research.

In 2010, JAIS established the KPI to enable the mosque management to achieve excellence and provide best services. The convention on mosque management in 2009 concluded with a resolution to produce a KPI for Selangor state mosques. Generally in Selangor, many activities and events are conducted by the mosques either weekly, monthly and some even daily. Each mosque will have its own administration and management. Basically, there is no specific person or department to manage the records. Mosques are required to maintain the significant personnel record of an officer especially where it affects the officer’s career progression, benefit entitlement, and this has financial or legal implications for the next generation (Roslan Mohamad, 2007). However, whether the mosques actually carry out record management practices remains unknown. Therefore, this study seeks to identify the record-keeping practices existing in selected mosques in Selangor and the experiences of these mosques as well as the understanding of the importance of keeping records in accordance with the National Archives Act 2003 and guidelines of JAIS. It is also based on the belief that there is inadequate knowledge about the importance of such documentation, as well as limited resources available to document, preserve and maintain such materials.

Objectives of Research

The objectives of this study were to facilitate a deeper understanding of how these institutions within the Muslim community maintain their institutional memory and to generate better practices for the future generation.

i. To identify the level of awareness among mosque officers and committee members of the importance of record management practices according to the National Archives Act 2003

ii. To gauge the level of awareness among mosque officers and committee members of the KPI focusing on the filing system published by JAIS

iii. To measure the level of awareness among mosque officers and committee members of the importance of record management practices
iv. To identify the record management activities in the mosques based on KPI
v. To propose best practices for record management in mosques

Literature Review

Based on the researcher’s reading, no single research has been conducted earlier related to the record management practices in mosques in Malaysia or other countries. Although several seminars have been conducted by academic institutions such as Universiti Teknologi Malaysia (UTM), Universiti Teknologi MARA (UiTM) and University of Malaya (UM) on mosque management, many of them were more focused on the function, management, architecture, types of records, etc. Only a few discussed the record management issue but focused only on the management of financial records, rather than the whole concept.

According to Hasan Bahrom (2007), a mosque is an important institution in society. Mosques and Muslims cannot be separated. In history, the mosque is the pulse of a community as a whole. Mosques not only are specific religious institutions, but have a larger and more important role in the community. As a grassroots movement of community institutions, mosques should be managed properly and systematically, and have enough manpower to handle their records and their activities in developing human resources. In general, Muslims are always willing to give donations so long as it is associated with the institution of the mosque. One aspect that needs to be seen is if the increase in the number of mosques would require funding. Therefore, the management of the mosque not only has to plan the activities, but also plan how to obtain the financial resources to fund such activities.

Ahmad Zaharudin Sani Ahmad Sabri and Mohd Rasul Mohd Noor (2007) mentioned in their paper that a mosque plays a vital role in spreading Islam. Its role is not restricted only to application in matters relating to the obligation of Fardhu Ain (the seeking of knowledge demanded of every Muslim individual) alone, but includes various fields of human existence whether for duniawi (worldly) or ukhrawi (afterlife) success. Good cooperation and human resources are contributing factors to the effectiveness of the planned mosque in the modern environment. Thus, this paper set forth a review of documentation about the role and importance of human resource management in the management of mosques in order to realise the government’s aspirations of a united Muslim community as a means of achieving progress in accordance with the principles of Islam Hadhari. The actual role of the mosque in Islam is not merely for prayers and studying the Qur’an, but includes being: (1) the symbol of administration and governance; (2) a university centre of human development; (3) knowledge heritage; (4) parliament for the Islamic state; (5) source of news and information to be submitted to the state; (6) religious symbol; (7) mysticism; (8) the basis of unity of the ummah.

Another paper discussed the function of the mosque as a community centre and also knowledge centre. According to Aminuddin Ruskam (2007), as an institution of higher learning in the mosque, Masjid Sultan Ismail (MSI) has a major and important role to institutionalise the process of implementing Islam as a religion in human life care administered in the context of human development. The administration of MSI includes activities for staff, students, libraries, tithe and donation counters, hadanah (custodial rights) and kindergartens. MSI understands that the function of a mosques and pengimaranah process is to gather worshippers to remind them of the functions and responsibilities and prepare for the building of human capital and intellectual generation with integrity and identity based on Islam as a pillar of life. As a platform of knowledge and social responsibility, MSI prepares the young generation who are willing to serve the development of religion, nation and state. Shaharom T.M. Sulaiman (2003) also mentioned the
mosque plays a vital role not only as a congregational place, but also as a centre of administration, education and also in spreading Islamic education and knowledge.

The paper, “Financial Management: Demonstrate Accountability of State Mosque in Peninsular Malaysia” presented by Siti Alawiyah Siraj et al. (2007) states that in general, the mosque's financial resources consist of the provisions of the state or federal government and donations received from the public (sadaqah). Government allocations are used to finance the cost of maintaining control of the mosque and religious activities. Financial management of the government's allocation is managed by the State Treasury in collaboration with the State Islamic Religious Department. Financial management practices at the mosque include budgets, revenue receipts, the use of funds and reporting. Basically, the study found that the state mosques have a good system of internal control aspects of budgeting and reporting. In managing the financial records, a guideline that can be used to conduct record management practice is the Treasury Act 150.

Under the Treasury Instruction 150, all classes of books, accounting records and financial records are to be kept carefully at least during the financial period. Before the books and records are destroyed, prior approval must be obtained from the Accountant General or the State Accountant / Treasurer and such application shall be copied to the National Archives to provide additional information on the number of records to be destroyed in the measurement of metres or square metres, or cubic metres. Approval of the National Archives and the Secretary General of the Treasury or the state financial authorities must be obtained prior to destroying books and financial records.

In Malaysia, the management of records is under the control of the National Archives of Malaysia, which declared as the federal archives, for the purpose of providing guidelines in the creation, acquisition, storage and preservation of records and providing facilities for references, research and other purposes. The functions of national archives are:

1. To identify, acquire, document and preserve national treasures.
2. To provide reference and research facilities to government departments and the public.
3. To provide expertise and advice to government departments on the systematic management of records.
4. To disseminate information to the public through exhibitions, publications, seminars, forums, workshops, quizzes and other outreach activities.

In accordance with Section 1 of the National Archives Act 2003, ‘public records’ mean records officially received or produced by any public office for the conduct of its affairs or by any public officer or employee of a public office in the course of his official duties and includes the records of any government enterprise and also all records which, on the coming into operation of this act, are in the custody or under the control of the National Archives of Malaysia established under the National Archives Act 1966 [Act 511]. In other words, public records cover any recorded information relating to the entire department's duties or daily work.

Therefore, the administration of records in mosques will also be no exception whereby mosque records provide evidence by which the people have determined themselves as the mosque parish (qaryah), monitored the growth of their communities, and established their professions, funding, education and, for some, their very identity. The mosque has been a place where public events could be held accountable for their actions, a place that provides information upon which society can build its collective memory. This private institution serves a specific group of individuals and their interests. In order to demonstrate their
responsible management of the records that the congregation has entrusted to their care, a heightened accountability to preserve the mosque institution trust by providing adequate documentation is required. Finally, mosques have traditionally assumed a leadership role in their communities especially for Muslims to instill Islamic values.

**Key Performance Indicator (KPI) – Mosque Management in the State of Selangor**

The key performance indicator (KPI) for management of state mosques stemmed from the results of the resolution of the Selangor State Mosque Convention held in 2009. The goal is to enhance and uphold the mosque as an institution par excellence with a 5-star ranking, thus making the mosque a ‘forum for transformation of the ummah’ (Jabatan Agama Islam Selangor, 2010).

Fourteen (14) objectives have been outlined for the purpose of the mosque management achieving excellence and providing best services. Each objective contains 100 points, which make up a total of 1,400 points. The objectives are divided into three, namely, administration, basic amenities and pengimarah (organisation of activities to draw people to the mosque) as follows:

**a) Administration**
- Prepare and display the complete, clear and current mosque organisational chart and committee members.
- Convene regular meetings of officers and mosque committee.
- Prepare periodic financial statements.
- File system management that is efficient and neat.
- Participation of all officers and mosque committee members in training courses.
- Ensure that families of officers and committees are committed to the teachings of Islam.
- Take the necessary steps to the welfare of officers and committees of the mosque.
- Management of land endowments, charitable bodies and muslim cemeteries.

**b) Basic amenities/facilities**
- Provide complete infrastructure and facilities.
- Ensure landscaping of the mosque.

**c) Pengimarah**
- The presence of prayer in congregation by having a proper and complete education system, covering all aspects.
- Organise events to celebrate the greatness of Islam.
- Make the mosque as a centre for dispensing services and advice to the public.
- Work with the qaryah and other various parties in organising charitable work.

**Methodology**

A mixed method approach was used. The researcher used the qualitative and quantitative methods in order to obtain the findings due to the small sample size and also some of the questions need in depth explanation from the respondents. Quantitative research relies primarily on the collection of quantitative data, qualitative research relies on the collection of qualitative data and mixed research involves the combination of the quantitative and qualitative methods or paradigm characteristics (Johnson and Christensen, 2003).
Population and Sampling

This study focused on mosques only in Selangor. The six mosques selected in this study have made significant contributions to the public especially in the Klang Valley. The study selected 6 mosques based on the following recommendations by JAIS:

- Active in conducting its activities
- Recognised as the ‘best mosque’
- Located within the Klang Valley
- Be the main mosque in its area
- The mosque committee is committed and knowledgeable about the KPI

These mosques are therefore particularly relevant to the current research and manage by Mosque Management Division under JAIS. Its function is to manage 359 mosques and 1,621 surau and prepare sermons. The target population consisted of the JAIS officer and the mosque officers. Twelve (12) respondents from six mosques were involved in this study. The mosques are namely:

Table 1
List of selected mosques

<table>
<thead>
<tr>
<th>Name</th>
<th>Address</th>
<th>Phone number</th>
</tr>
</thead>
<tbody>
<tr>
<td>Masjid As Salam, Puchong Perdana</td>
<td>Masjid As Salam Puchong Perdana, Persiaran Puchong Perdana, 47150 Puchong, Selangor Darul Ehsan</td>
<td>03-8062 4864</td>
</tr>
<tr>
<td>Masjid Al-Khairiyah, Taman Sri Gombak, Gombak</td>
<td>Jalan SG 7/1, Taman Seri Gombak, 68100 Batu Caves, Selangor Darul Ehsan</td>
<td>03-6185 5033</td>
</tr>
<tr>
<td>Masjid Jamek Al-Amaniah, Gombak</td>
<td>Masjid Al-Amaniah, Gombak, 68100 Batu Caves, Selangor</td>
<td>-</td>
</tr>
<tr>
<td>Masjid Jamek Samadiah, Pelabuhan Klang</td>
<td>Masjid Jamek Samadiah Pelabuhan Klang Persiaran Raja Muda Musa, 42000 Pelabuhan Klang, Selangor</td>
<td>03-3166 6636</td>
</tr>
<tr>
<td>Masjid Al-Munawwarah, Seksyen 27, Shah Alam</td>
<td>Masjid al-Munawwarah, Seksyen 27, 40000 Shah Alam</td>
<td>03-5192 2334</td>
</tr>
<tr>
<td>Masjid Kota Damansara</td>
<td>Masjid Kota Damansara, Jalan Sepah Puteri 5/21, Kota Damansara, 47810 Petaling Jaya, Selangor Darul Ehsan</td>
<td>03-6148 1136</td>
</tr>
</tbody>
</table>

The study was carried out through survey and also interview which was conducted in Malay language. The survey questions were submitted to JAIS and mosque officers while the interview was conducted only for the JAIS officer from the Mosque Management Division who was responsible for the management of mosques in Selangor.

Findings
The researchers have conducted qualitative and quantitative survey. Interview were conducted in order to support and to provide greater elaboration on the KPI by the JAIS officers in charge of administering the mosques. Meanwhile, the second method was questionnaire. The questionnaires distributed to the mosque officers received positive responses. The first questionnaire was distributed to a JAIS officer involved in preparing the KPI from the early stage in order to obtain his approval of the suitability and validity of the questionnaire design. The total respondents for the sample of this study were twelve and all of them answered and returned the questionnaire, which meant a response rate of 100%.

Based on the questionnaires returned, it may be concluded that:

- The level of awareness among mosque officers and committee members of the importance of record management practices according to the National Archives Act 2003 was low. Most of the respondents had a poor understanding of the National Archives Act 2003.

- The level of awareness among mosque officers and committee members of the KPI focusing on the filing system published by JAIS was high. Most of the respondents had an excellent understanding of the KPI and had implemented it in managing their mosque operations.

- The level of awareness among mosque officers and the committee members of the importance of record management practices in the mosque were high.

- The record management activities were conducted systematically based on KPI.

After analysing the data gathered in this area, the researcher determined that the KPI for mosque management that had been implemented since 2010 has had a positive impact to the mosques. However, awareness of the National Archives Act 1966, National Archives Act 2003 and Treasury Instructions 150 among the mosque officers especially from the six selected mosques remained lacking. But, the level of understanding of the KPI for mosque management was encouraging and most activities were carried out following the given KPI. The training on record management remained relevant due to the response that most of the respondents agreed it was important to have training in record management to ensure overall success of the organisation. Finally, the researcher determined the best record management practices that could be applied to improve mosque services.

**Recommendations for future research**

Based on the findings, the researcher recommends the following suggestions that would be beneficial for other researchers in order to ensure the successful implementation of KPI practices:

1. The implementation of KPI should be expanded to other states as currently only Selangor has done for its mosque administration.
2. The interview process should be involve not only JAIS officers, but also mosque officers and members of the qaryah as certain matters cannot be achieved via survey questions alone and required some clarification.
3. The scope of research should be widened, not only to focus on the mosque, but should include all musolla (surau) under the mosque administration. This is because a musolla also plays a vital role in keeping the records of its community which become historical value to the community and also they have their own activity.
4. Mosque Management of JAIS should play a role and initiative to approach the state archives in helping them to improve the records management practices in mosque. Given that Islam is the official religion of Malaysia, all records and activities especially relating to the development of Islam and knowledge should be preserved.

Suggestions

1. All mosque officers, and not only certain positions like *Nazir* and secretary, should know and learn about the KPI in order to implement the KPI successfully in Selangor mosques.
2. JAIS should increase the rewards and incentives for implementation of KPI practices such as:
   i. Increase the allocation to the mosque which achieves the target in KPI
   ii. Bestow the award not only for the best mosque but also for staff who have applied the KPI successfully
   These will encourage other mosques to make improvements especially relating to KPI.
3. JAIS should apply the KPI roadmap as a strategy to measure the level of KPI practices in mosques.

Despite the constraint of time and its specific scope, this research has come up with some conclusions:

1. Future studies could involve at least 30% of the total number of mosques and researchers could conduct in-depth interviews with mosque officers where in the current study, the interview was conducted only with the JAIS officer. Such an approach could provide greater insights into the effectiveness of implementing the system.
2. Further research could be conducted to investigate the other issues and success factors in the implementation of KPI in mosques in Selangor as well as in other states.
3. It is also hoped that this research will be a stepping stone and a promotional kit to promote the KPI to all mosques in Selangor.

Conclusion

Since this research is considered as pilot research on the record management practices in a mosque environment, it was not intended to be ambitious. It simply outlines several pertinent issues regarding awareness of the National Archives Act 2003, KPI for mosque management focusing on the filing system published by JAIS, importance of record management practices and the activities carried out relating to records management which was based on six mosques in the Klang Valley area as the case study.
References


Malaysia, Act of Parliament, No 44 of 1966, National Archives Act,1966


