Implementation of Policy for the Implementation of Islamic State Vocational School in the Ministry of Religious Affairs of The Republic of Indonesia

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ABSTRACT
Policy implementation of Islamic State Vocational School under the management of the Ministry of Religious Affairs of the Republic of Indonesia is expected to contribute to preparing high-quality, competent, and religiously characterized graduates. However, several challenges are faced, including resource limitations and curriculum inadequacies that do not align with the needs of the business and industrial sectors. The research aims to analyze the implementation of Islamic State Vocational School policy implementation and the obstacles encountered, with the subsequent design of an Islamic State Vocational School implementation model. The research uses a qualitative descriptive method with a case study approach. Data research was collected through interviews, observations, and document studies. The purposive sampling technique is employed; the selected informants are individuals who are directly or indirectly involved in the implementation of policies for Islamic State Vocational Schools. They possess the necessary competence, knowledge, insight, authority, or related expertise to manage these schools. The study includes eight informants categorized into three roles: policy makers, policy implementers, and policy recipients. Data analysis techniques use descriptive techniques such as data collection, data condensation, data presentation, and drawing conclusions. The research findings indicate: 1) The implementation of Islamic State Vocational School policy is not yet optimal from a resource perspective, encompassing deficiencies in budgetary, human resources, and infrastructure aspects; 2) Obstacles in the implementation of Islamic State Vocational School policy are identified in relation to the lack of government involvement in collaborating with other parties to create an ecosystem of relationships between vocational education institutions and the business and industrial sector; budgetary resource constraints leading to a shortage of certified professional human resources and infrastructure; poorly structured vocational education systems resulting in curriculum programs that are not in line with the needs of the business and industrial sector.

KEYWORDS
Implementation, Vocational School, Policy.

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1. Introduction
The era of the Industrial Revolution 4.0 is marked by increased connectivity, interaction, and the development of digital systems, artificial intelligence, and virtual technologies (Ekasari et al., 2021). Education is no longer solely focused on the transfer of knowledge but also on the development of adaptive skills, creativity, and problem-solving relevant to this digital era. Irianto (2017) identifies the challenges of Industry 4.0, including industrial readiness, a reliable workforce, ease of socio-cultural regulation, and job creation and diversification. Opportunities in Industry 4.0 include innovation ecosystems, a competitive industrial base, technology investment, and the integration of Small and Medium Enterprises (SMEs) and entrepreneurship.

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In addition to technological disruption, Indonesia faces the challenge of a demographic bonus expected to begin around 2025-2030. This phenomenon reflects an increase in the productive-age population, aligning with the vision of Indonesia Emas 2045. Strategic measures must be prepared by the government and stakeholders to harness the demographic bonus. First, by improving the quality of the productive or working-age human resources, and second, by ensuring the availability of a job market to absorb the abundant productive-age population (Sugiharto & Setiawan, 2015). The Masterplan for Acceleration and Expansion of Indonesia’s Economic Development reports that by 2030, Indonesia will need 113 million skilled workers (ADB, 2015, in Hartanto et al., 2019). However, the current condition is not supported by well-prepared human resources and labor. According to the IMD World Competitiveness Center, Indonesia ranks 56th out of 63 countries for technological readiness and digital innovation (Kompas.com, 2021, in Sudarma, 2022). The quality of Indonesian human resources and labor ranks fifth among ASEAN countries, behind Singapore, Brunei Darussalam, Malaysia, and Thailand (Sudarma, 2019).

In response, the government has implemented vocational education policies. Law No. 20 of 2003 states that Vocational High Schools (SMK) prepare their graduates to be independent and productive, equipping them with skills according to their chosen competencies. The government’s policy to increase the number of vocational high schools to a ratio of 70:30 over the next ten years indicates that SMKs are expected to address current and future problems.

However, the existing vocational education system has not yet become a solution. Data from the Central Bureau of Statistics (BPS) shows that the unemployment rate among SMK graduates in 2021 was 11.3%, the highest among other graduate levels (Pahlevi, 2021). SMK education should ideally address the unemployment issue facing the country. Furthermore, the mismatch between graduates’ skills and the demands of the business and industrial sectors is a public concern (Anita & Fadriati, 2022).

Field data indicates that vocational education faces challenges in providing adequate and quality learning and practice facilities, sufficient qualified, productive educators, adequate internships and practical work, and constraints caused by limited capacity for competency certification. The phenomenon in Indonesia also shows that vocational education has not yet achieved its goal of creating a generation with religious character and quality to meet the demands of industry and a complex economy. The high incidence of juvenile delinquency among SMK students, such as the brawls between students of SMK Korpri and SMK PGRI 2 in Sumedang, which resulted in one student’s death on March 10, 2023 (Mubarok, 2023), indicates issues of mental, character, and attitude among SMK students, influenced by a lack of character and religiosity education and a non-religious educational environment. This underscores the urgency of ISLAMIC STATE VOCATIONAL SCHOOL as an alternative vocational secondary education institution.

Several experts state that character education is essential in facing globalization challenges (Komara, 2018). Human resources lacking character will struggle in competition. Good character supports the progress of individuals, families, organizations, and nations. The era of President Jokowi’s administration prioritizes character strengthening. A national movement aims to create schools with ethical, responsible, and caring students. Schools must develop character education through learning processes, habituation, extracurricular activities, and collaboration with families and communities (Komara, 2018).

In Indonesia, character education includes nine basic pillars: 1) love for god and the universe; 2) responsibility, discipline, and independence; 3) honesty; 4) respect and courtesy; 5) compassion, care, and cooperation; 6) confidence, creativity, perseverance, and hard work; 7) justice and leadership; 8) kindness and humility; 9) tolerance, peace, and unity (mustoip, japar & zulela, 2018). However, the government has focused on five main characteristics: religiousness, nationalism, integrity, independence, and mutual cooperation (Ministry of Education and Culture, 2017). Religious character reflects faith in god, manifested in behavior that follows religious teachings, respects religious differences, promotes tolerance, and lives peacefully with others.

Given the need for quality, character-rich, and religious human resources, Islamic vocational education through Islamic state vocational schools is expected to produce quality and religious vocational secondary graduates. Unlike other vocational secondary education programs like general smks, Islamic state vocational schools emphasize character and religiosity. Islamic state vocational school has great potential to meet the demand for quality vocational education in Indonesia, addressing demographic bonuses and technological disruptions and producing skilled labor aligned with industry and business needs.

Besides producing competent graduates with a religious character, the implementation of Islamic state vocational schools is also seen as an effort to optimize Islamic educational units under the ministry of religious affairs. Historically, Islamic education in Indonesia has existed for over 100 years, predating the country itself. According to ulil amri syafri et al. (2023), Islamic education has grown from the community, not imposed by colonial rulers. Madrasahs, a hallmark of Islamic education, continue to thrive, with 84,933 madrasahs from ra, mi to ma across Indonesia, 93% managed privately by the community.
Despite the potential, the implementation of Madrasah Aliyah Kejuruan (MAK) faces several challenges. The unique Islamic and vocational approach must align with labor market demands and develop a responsive curriculum. Developing a MAK model that produces graduates with strong technical competence and moral values in line with Islamic principles is urgently needed (Syukur et al., 2020).

Challenges include ensuring the curriculum meets industry demands, aligning with workforce needs, and addressing resource constraints in facilities, equipment, and qualified teachers. Additionally, soft skills development, such as communication, leadership, and teamwork, often lacks attention in Islamic Vocational School curricula (Syafri et al., 2023).

Currently, Indonesia has only two State Islamic Vocational High Schools: Islamic State Vocational School 01 in Bolaang Mongondow Regency, North Sulawesi, and Islamic State Vocational School 02 in Ende Regency, East Nusa Tenggara, with around 321 students nationwide (Kemenag. id, 2023). Islamic State Vocational School 01 Bolaang Mongondow has 96 students and 12 teachers, with 70% of teachers lacking vocational certification, according to Indonesia’s National Qualification Framework (KKNI). Since its establishment in 2018, Islamic State Vocational School 01 has had an average of 34 graduates per year, with 12 alumni working, indicating a 35% employment rate and 23% working in their field of study.

Islamic State Vocational School 02 Ende, focusing on Multimedia and Software Engineering, has 251 students, but only 7 out of 102 alumni are employed, reflecting a mismatch between studied competencies and the local economy dominated by agriculture and fisheries. The agricultural sector significantly contributes to NTT’s economy, accounting for 29.31% of the 2023 GDP (BPS NTT, 2024).

These observations indicate that Islamic State Vocational School policies are not yet fully effective. Therefore, this study investigates the implementation of Islamic State Vocational School policies by the Ministry of Religious Affairs in Indonesia, focusing on two main areas. Firstly, it examines the processes and mechanisms employed by the Ministry to enact these policies, evaluating how well the policy intentions align with actual practices on the ground and their effectiveness in meeting both educational goals and vocational training needs within the Islamic educational framework. Secondly, the study identifies and analyzes barriers that may affect the acceptance and success of these policies.

2. Literature Review

A review of the literature on the implementation of educational policies reveals that most studies employ qualitative methods, while some use quantitative approaches. These studies generally highlight that policy implementation is not yet optimal, facing various obstacles related to human resources, budget constraints, and subpar government performance. The theoretical gap reflects different focuses in understanding policy implementation. Studies using policy implementation theories and models by Meter and Horn, Grindle, Mazmanian and Sabatier, and Edwards III indicate a theoretical gap in applying implementation dimensions across different research contexts. Research in Public Administration often emphasizes the success or failure of policies based on how well programs are executed with support from resources and bureaucratic structures. Conversely, studies in Government Science, including this research, also consider aspects of authority and how governmental functions operate within policy implementation.

Empirically, previous research tends to reveal that elements of policy execution, such as schools, have not optimally implemented the policies. Although some studies have touched on the roles and performance of the government, the aspects of policy executors and recipients, as well as the suitable conceptual models for specific research contexts, have not been extensively explored. Hence, this research aims to fill the gaps by describing and analyzing relevant aspects that have not been addressed in previous studies, particularly within the context of Government Science. This research underscores that the practice of governance in implementing public policy involves not only administrative execution but also political processes, role execution, and functions based on formal normative authority.

To analyze the implementation of policies regarding the management of Islamic State Vocational Schools by the Indonesian Ministry of Religious Affairs and the associated obstacles, this study employs the policy implementation model proposed by Edwards III. This model posits that the success of policy implementation depends on four main dimensions: communication, resources, disposition, and bureaucratic structure. By using this approach, a more comprehensive analysis can be conducted to understand how policies are implemented and what obstacles hinder their implementation.

3. Methodology

The research conducted falls under the category of field research, utilizing a qualitative case study approach. Data collected for this study include both primary and secondary sources. The purposive sampling technique is employed, as defined by Sugiyono...
(2019), where samples are chosen based on specific criteria, particularly those who are most knowledgeable about the research topic. In this context, the selected informants are individuals who are directly or indirectly involved in the implementation of policies for Islamic State Vocational Schools. They possess the necessary competence, knowledge, insight, authority, or related expertise to manage these schools. The study includes eight informants categorized into three roles: policy makers, policy implementers, and policy recipients.

The policy maker is the Secretary-General of the Ministry of Religious Affairs of the Republic of Indonesia, who plays a crucial role in shaping the overarching policies affecting religious education nationwide. The policy implementers include five individuals: the Director General of Islamic Education at the Ministry of Religious Affairs, responsible for national-level policy oversight; the Head of the Regional Office of Religious Affairs in Ende District, East Nusa Tenggara, who implements these policies at the regional level; the Head of the Curriculum & Evaluation Sub-Directorate and the Head of Facilities & Infrastructure Sub-Directorate, both of whom manage curriculum standards and school infrastructure respectively within the Directorate General of Education; and the Head of Institutional & Cooperation Sub-Directorate, who oversees institutional relationships and collaborations within the Directorate General of Islamic Education. The policy recipients are represented by the Head of State Islamic Vocational High School 02 in Ende, East Nusa Tenggara, and a teacher from the same school, providing a ground-level perspective on the effectiveness and impact of these policies on educational practices and school operations. Each of these informants offers a unique viewpoint on the policy landscape, encompassing conceptualization, implementation, and practical application in educational settings.

4. Results and Discussion

4.1 Implementasi Kebijakan Penyelenggaraan Islamic State Vocational School

4.1.1 Communication

In the context of the communication dimension of policy implementation, it is crucial that policies are understood and executed by stakeholders. For policies to be effectively implemented, they must first be communicated and understood by the stakeholders involved. The communication efforts by the Ministry of Religious Affairs have been relatively well-directed, but it is also important to consistently clarify the policies. The Minister of Religious Affairs Regulation No. 60 of 2015, which amends Regulation No. 90 of 2013 on the Implementation of Madrasah Education, particularly in the General Provisions (Article 1), provides a clearer and more precise foundation regarding the principles of madrasah education. This amendment strengthens the legal basis and policy direction for madrasah education. The Ministry of Religious Affairs ensures that information related to the development of vocational education, especially in Islamic State Vocational Schools, is meticulously prepared and disseminated through official communication channels.

Feedback from several informants regarding the policy transmission aspect indicates that the transmission of policies related to the management of Islamic State Vocational Schools has been effective. These policies have been communicated not only to the policy implementers but also to the policy recipients, including schools, students, and the community, through accessible digital platforms. The practice of policy communication has been well-executed, with regional policy implementers understanding the substance of the policies conveyed by the central government, in this case, the Ministry of Religious Affairs. The consistency of communication has been adequately maintained, thereby supporting the smooth implementation of the policies for Islamic State Vocational Schools. This aligns with Edwards III's (1980) assertion that both internal and external communication plays a crucial role in ensuring that information is well-disseminated and that there is a clear understanding of the policies to be implemented.

4.1.2 Resources

According to Edwards III (1980), even if the policy content has been communicated clearly and consistently, implementation will not be effective if the implementers lack the resources to execute it. These resources can be in the form of human resources, such as the competence of the implementers and financial resources. The first aspect of the resource dimension is budgetary resources, which are a crucial foundation for the implementation of the Islamic State Vocational School policy. Data condensation related to the budgetary resource aspect indicates that, fundamentally, policy implementation has been supported by budgetary resources, as its management is conducted by the government, which is obligated to provide funding for the operation and implementation of the Islamic State Vocational School. However, the budget needed is still considered insufficient to support the further development of the Islamic State Vocational School.

The informants’ statements illustrate that the allocation of the budget for the operational policy of the Islamic State Vocational School is being managed as best as possible to ensure sufficiency. However, to maximize operations and meet the needs for infrastructure development, as well as the enhancement of the capacity and quality of educational personnel, the budget remains inadequate.

Another crucial aspect within the resource dimension is human resources (HR). Policy implementation will not succeed without the support of human resources of sufficient quality and quantity. The quality of human resources pertains to skills, dedication,
professionalism, and competence in their respective fields, while quantity relates to whether the number of human resources is sufficient to cover all target groups. Human resources significantly influence the success of implementation, as policy implementation will proceed slowly without competent human resources.

Several informants' statements indicate that the human resources aspect of implementing the Islamic State Vocational School policy has not been adequately fulfilled. The shortage of vocational teachers who are appropriately skilled and certified is compounded by budget constraints, as madrasas cannot allocate funds to facilitate teachers accessing necessary training programs.

Regarding infrastructure, another component of the resource dimension, data condensation, reveals that this aspect has not been adequately met. Informants' statements about the infrastructure of the Islamic State Vocational School 02 in Ende are corroborated by field observations, where researchers found that some facilities, such as practical tools, are inadequate in terms of specifications. In terms of quantity, the number of practical tools is insufficient, requiring students to take turns using them, which hinders the effectiveness of teaching and learning activities.

According to Meter and Horn (1975), the success of policy implementation heavily depends on the ability to utilize available resources. Human resources are the most critical factor in determining the success of policy implementation. Every stage of implementation requires qualified human resources appropriate for the tasks dictated by the policy, set apolitically. Besides human resources, financial resources and time are also crucial for the success of policy implementation. Policy resources, including funds or other incentives, are as important as communication. These resources facilitate the execution of a policy. A lack of or limited funds or other incentives in policy implementation significantly contributes to policy failure. Similarly, Grindle (1980) argues that access to resources is a crucial factor in policy implementation. The success of a policy depends on the efficient management of these resources.

**4.1.3 Disposition**

Edwards III explains that the term “disposition” refers to the drive, motivation, and inclination of policy actors to earnestly implement a policy (Widodo, 2010: 104). This ensures that the goals intended by the policy can be effectively realized. Disposition here indicates the enthusiasm and earnestness of policy actors in implementing the established policy.

The third important factor in public policy implementation is the disposition or attitude of the implementers. For policy implementation to be effective and unbiased in practice, policy implementers must know what is to be executed and have the ability to carry it out (Edwards III, 1980).

Informants' statements illustrate that each stakeholder and involved party has high motivation towards the policy implementation of the Islamic State Vocational School. This is also supported by direct observations showing the high spirit and dedication of teachers and school staff in conducting the MAK program. They are seen working hard to create a conducive learning environment relevant to the students' needs and actively collaborating with local governments and other related institutions to improve the quality of vocational education in the region.

Regarding the positive attitude aspect within the disposition dimension, data condensation reveals that there is a positive attitude in the implementation of the Islamic State Vocational School. There is a widespread positive attitude in the implementation of the Islamic State Vocational School. The involved parties, including local government, schools, teachers, the community, and even parents, show a high spirit of collaboration. They agree to work together to create an educational environment that meets the needs of the current industry and job market. With this positive attitude, the Islamic State Vocational School is believed to significantly contribute to preparing young generations to become competent and competitive workers in the future. Observations show a positive attitude and high commitment from the administrators and students of the Islamic State Vocational School in implementing the policy. Collaborative attitudes, active participation, openness to change, and commitment to common goals are key factors in the successful implementation of the Islamic State Vocational School.

**4.1.4 Bureaucratic Structure**

Bureaucratic structure is one of the critical factors in the implementation of billboard policy. According to Edwards, there are two main characteristics of bureaucracy: standard operating procedures (SOPs) and fragmentation (Winarno, 2014:206). Widodo explains that organizational structure plays a very significant role in the smooth implementation of policies. Therefore, an inefficient bureaucratic structure often becomes an obstacle in policy implementation (Widodo, 2010: 106). Bureaucratic structure encompasses various aspects such as organizational structure, allocation of authority, and inter-unit relationships.
Data condensation indicates that the implementation of the Islamic State Vocational School policy has a well-structured bureaucracy. Regarding the aspect of standard operating procedures in the bureaucratic structure dimension, data condensation shows that the SOPs for the policy implementation of the Islamic State Vocational School are accommodated in the Minister of Religious Affairs Regulation No. 66 of 2016 on the Implementation of Madrasah Education. Additionally, fragmentation in the bureaucratic structure dimension is considered an important aspect that supports the successful implementation of the policy. Data condensation shows that there is a clear division of authority and responsibilities in the administration of the Islamic State Vocational School.

According to Edwards III’s (1980) model, the bureaucratic structure is the fourth factor influencing the success of public policy implementation. Even if there are resources, implementers understand their tasks and are willing to carry out the policy; a weak bureaucratic structure can hinder policy implementation. Cooperation is essential in complex policies, so if the bureaucratic structure is not conducive, resources will become ineffective and can obstruct policy execution.

4.2 Obstacles to the Implementation of the Islamic State Vocational School Policy

Based on data condensation, several factors can hinder the implementation of the Islamic State Vocational School policy, including the lack of collaboration between schools, the government, industry, and other stakeholders. Strong and synergistic collaboration among various parties is key to enhancing the effectiveness of the implementation of the Islamic State Vocational School policy. Schools, as educational institutions, must work closely with local governments, industry, and other stakeholders to achieve common goals in advancing vocational education. However, there is often a gap or lack of communication between these parties, which can impede policy implementation by obstructing the exchange of information, resources, and necessary support.

The absence of solid collaboration between schools, the government, industry, and other stakeholders can lead to a lack of mutual understanding regarding labor market needs and industry demands. Consequently, the educational curriculum may not align with market demands, limiting students’ access to internship or practical work opportunities in the industry, which are crucial components of vocational education. Additionally, there may be insufficient support and resources from the government and industry to enhance facilities, equipment, and curricula in vocational schools. The lack of coordination in student training and development programs between schools and industry can reduce the relevance and competitiveness of Islamic State Vocational School graduates in the job market. This issue highlights that the government’s role in fostering collaboration with various elements, both cross-sector and with parties outside the government, has not been optimal.

To improve collaboration in the implementation of the Islamic State Vocational School policy, the following steps can be taken. First, a forum or regular and structured communication mechanism between all relevant parties should be established. Second, active participation from all stakeholders in the planning, implementation, and evaluation process of the Islamic State Vocational School policy should be encouraged. Additionally, collaborative activities such as seminars, workshops, or student exchange programs between schools and industry should be organized. Furthermore, internship or practical work programs involving active participation from the industry should be developed. Finally, incentives or stimuli should be provided to industry participants supporting vocational education, such as workforce training or grant funding for facility development in vocational schools.

Another obstacle in implementing the Islamic State Vocational School policy is the lack of adequate infrastructure. Islamic State Vocational School 02 Ende faces challenges in terms of physical facilities, including incomplete laboratories and limited supporting facilities such as libraries, computers, or multimedia equipment, which can hinder the effective learning process. This infrastructure shortage can affect the quality of vocational education for students, making it less effective in providing the necessary skills and competencies required by the workforce.

Besides infrastructure, budget constraints are also a significant obstacle in policy implementation. Islamic State Vocational Schools often face funding limitations to finance operational activities, including the provision of supporting facilities and training for teachers and school staff. These budget constraints can hinder vocational schools’ efforts to improve education quality and provide optimal learning experiences for students.

Moreover, the shortage of certified human resources (HR) teachers is another barrier to the implementation of the Islamic State Vocational School policy. Qualified and certified vocational teachers are essential for providing quality education to students. However, there is a lack of teachers with the qualifications and competencies that meet industry or job market needs. This can impede vocational schools’ efforts to offer relevant and competitive education programs.

The lack of infrastructure and resources poses serious obstacles to the implementation of the Islamic State Vocational School policy. Without adequate infrastructure and sufficient budget support, vocational schools will struggle to provide a conducive learning environment and quality education programs. Additionally, the shortage of certified HR teachers can hinder vocational
schools' ability to deliver education that is relevant and aligned with job market demands. Therefore, further efforts are needed to improve and enhance infrastructure, budget resources, and teacher qualifications to support the implementation of the Islamic State Vocational School policy.

5. Conclusion
The implementation of the Islamic State Vocational School policy is not yet optimal from the perspective of resources, which includes deficiencies in budgetary resources, human resources, and infrastructure. The obstacles identified in the implementation of this policy are related to the lack of government role in fostering collaboration with other parties to create a synergistic ecosystem between vocational education institutions and the business and industrial sectors; insufficient budgetary resources, leading to a shortage of certified professional human resources and inadequate infrastructure; and an underdeveloped vocational education system resulting in curricula that do not align with the needs of the business and industrial sectors.

To address the suboptimal implementation of the Islamic State Vocational School policy from a resource perspective, it is recommended that the government formulate mechanisms and efforts to open funding opportunities beyond those sourced from the state budget (APBN) of leading sector stakeholders. Alternative funding, such as corporate social responsibility (CSR) contributions and cross-sectoral government aid, such as support from the Ministry of Education and Culture (Kemendikbud) to the Ministry of Religious Affairs (Kemenag) or the utilization of Zakat funds for vocational education financing, should be considered for optimization.

Regarding the obstacles in policy implementation, it is advised that the government optimizes its efforts to open opportunities for cross-sectoral collaboration and partnerships, such as between the Ministry of Religious Affairs, the Ministry of Education and Culture, the Ministry of Trade, the Ministry of Manpower, and the Ministry of Industry, as well as collaboration with non-governmental entities, including the private sector. In cross-sectoral collaboration, the government should consider synchronizing the duties and authorities related to the same domain, such as vocational education management, between the Ministry of Education and Culture and the Ministry of Religious Affairs.

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