

## **IMPLEMENTATION OF REGULATION OF THE MINISTER OF RELIGION NUMBER 2 OF 2012 FOR ISLAMIC EDUCATION SUPERVISERS AT SCHOOLS IN THE DEPARTMENT OF EDUCATION IN SUKABUMI REGENCY**

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### **Abstract**

Regulation of the Minister of Religion (PMA) Number 2 of 2012 concerning Madrasah Supervisors and Supervisory Islamic Religious Education (PAI) at Schools, is a policy product issued by the Ministry of Religion which gave rise to a new nomenclature, amidst the regulations of School / Madrasah supervisors, namely supervisory functional positions. PAI on Schools. This regulation has implications for the implementation of PAI supervisor duties at schools. This research was motivated by the inadequate implementation of the activities of Islamic Education Supervisors at schools in the Sukabumi District Education Office. The focus of this research is the implementation of Regulation of the Minister of Religion (PMA) Number 2 of 2012 for Islamic Education supervisors at schools in the Sukabumi District Education Office. The purpose of this research is to find out about: 1) Implementation of PMA Number 2 of 2012 for PAI supervisors in the Education Office of Sukabumi Regency; 2) Problems faced by PAI supervisors at the Education Office of Sukabumi Regency in implementing PMA Number 2 of 2012, and 3) Efforts to improve in the future in implementing PMA Number 2 of 2012. This study used a qualitative approach with descriptive methods, data collection was carried out through interviews, observation and documentation study. This is to make a systematic, factual and accurate description of the phenomenon under study. The results of the research findings show: 1) The implementation of PMA Number 2 of 2012 for PAI supervisors at the Education Office of Sukabumi Regency is not running optimally; 2) The root of the main problems faced by PAI supervisors: Policy standards; Budget; Psychological burden; Coordination; and performance appraisal. 3) Improvement efforts are made by: Directorate of PAI by compiling a draft revision of PMA Number 2 of 2012; The Sukabumi District Education Office issues a SK to assign a school supervisor to the PAI supervisor; The Ministry of Religion of Sukabumi Regency has substantially increased the pattern of guidance; PAI supervisors increase creativity and motivation in carrying out their duties and supervisory functions. Recommendations for this study are addressed to the PAI Directorate of the Ministry of Religion of the Republic of Indonesia, in the form of: PMA Revision Number 2 of 2012 so that it is relevant to the regulations of school / madrasah supervisors; Review of Islamic Religious Education (PAI) supervisor nominations in schools; Adequacy of the budget for improving the quality of supervisors; and Strengthen coordination between related institutions.

**Keywords** : Implementation of Regulation; Supervisor; Islamic Religious Education

## A. INTRODUCTION

Attention government in the formation of a generation that has religiusitas very large, as stated in the 1945 Constitution (Version amendment) Article 31 paragraph (3), which reads: The government strives for and implements a national education system, which increases faith and piety as well as noble character in the framework of the intellectual life of the nation, which is regulated by law.

The presence of Islamic Religious Education (PAI) at schools is important in ensuring the quality of education in aspects of faith and piety and noble morals. In Government Regulation (PP) Number 19 of 2005 concerning National Education Standards in article 3 it states that: National Education Standards serve as the basis for planning, implementing and supervising education in the context of realizing quality national education.

In connection with school supervisor standards, in the Regulation of the Minister of National Education Number 12 of 2007 concerning Standards for School / Madrasah Supervisors in Article 1 paragraph (1) it reads: In order to be appointed as a school / madrasah supervisor, a person must meet the standards for school / madrasah supervisors that apply nationally.

Furthermore, in the Regulation of the Minister of Administrative Reform and Bureaucratic Reform (Permenpan RB) Number 14 of 2016 concerning Amendments to the Regulation of the Minister of State Apparatus Empowerment and Bureaucratic Reform Number 21 of 2010 concerning the Functional Position of School Supervisors and the Credit Score in Article 1 paragraph (2) reads: School Supervisors are Civil Servants (PNS) who are given full duties, responsibilities and authority by the authorized official to carry out academic and managerial supervision in educational units.

Based on Government Regulation Number 55 of 2007 concerning Religious Education and Religious Education, the Ministry of Religion issued a policy product in the form of Minister of Religion Regulation (PMA) Number 2 of 2012 concerning Madrasah Supervisors and Islamic Religious Education (PAI) Supervisory Funds at Schools. This regulation once the first regulation No d i Indonesia as the basis for recruitment supervisor Islamic Religious Education (PAI) at school, amid the impression of "marginalized" PAI her teachers at school.

The published education policy is of course aimed at providing *legal protection* for policy implementers, providing clear, directed and measurable work guidelines. Educational policy is the most important aspect in the education paradigm of a nation. Sanusi (2017:223) states that: "Education can be considered from the point of view of its face as a policy (*education as policies*). "

The presence of PMA Number 2 of 2012 in its implementation cannot be separated from the three ministries' authorities, namely the Ministry of Religion (Kemenag); Ministry of Education and Culture (Kemdikbud); and the Ministry of Administrative and Bureaucratic Reform (Kemenpan RB).

Nomen klatur'Pengawas Islamic Religious Education (PAI) 'only contained in the PMA No. 2 of 2012, as stated in No. 2 of 2012 FDI in Article 1 (4) that: Islamic Religious Education Supervisor, hereinafter referred to as PAI Supervisor at schools, is a Civil Servant Teacher whose duties, responsibilities and authorities supervise the implementation of Islamic Religious Education in schools.

Meanwhile, in the supervisory regulations issued by the Ministry of Education and Culture and the Ministry of Panic RB, both use the term school / madrasah supervisor, which refers directly to the educational unit rather than the name of a particular subject. This is as stated in the Regulation of the Minister of State for the Utilization of State Apparatus and Bureaucratic Reform Number 21 of 2010 concerning the Functional Position of School

Supervisors and their Credit Score in article 1 paragraph (2) and in the Copy of the Attachment to the Regulation of the Minister of Education and Culture Number 143 of 2014 concerning Guidelines Technical Implementation of School Supervisory Functional Positions and Credit Score in letter C Definition Number (2), reads: School Supervisors are School / Madrasah Supervisors with the status of Civil Servants (PNS) who are given full duties, responsibilities and authority by the authorized official to carry out **academic and managerial supervision** in educational units.

From several regulations regarding supervision above, it is very clear that there are fundamental differences related to the implementation of the authority of the PAI supervisor's duties and functions, namely the PAI supervisor is only authorized in **academic supervision** (the implementation of Islamic religious education in schools), of course this will have an impact on the work standards of PAI supervisors. The performance of a PAI supervisor will be seen from the results of a series of performance processes in accordance with the workload of the duties and functions of PAI supervisor. As stated in the Regulation of the Head of the State Personnel Agency (Perka BKN) Number 19 of 2011 concerning General Guidelines for Compiling the Needs of Civil Servants, that the workload is determined based on the duties and functions of organizational units which are broken down into details of tasks that are completed at a certain time.

Ideally, the presence of Regulation of the Minister of Religion Number 2 of 2012 as a regulation that covers the implementation of supervisory duties will bring a better working atmosphere for PAI supervisors.

However, the facts in the field from the results of the preliminary study prove that both the assignment and performance assessment of PAI supervisors at schools in the Education Office of Sukabumi Regency did not use PMA Regulation Number 2 of 2012. This was due to the school supervision rules used by the Sukabumi Regency Education Office was Permendikbud. 143 of 2019 and Permenpan RB Number 16 of 2016.

From the results of interviews conducted with the Head of the GTK Education Office of Sukabumi Regency and PAI supervisors, currently there are 19 Pai supervisors at the School of Education Office of Sukabumi Regency, consisting of 6 PAI supervisors for junior high school level, and 13 PAI supervisors at SD level. Of course, this has an effect on the implementation of supervisory duties, given the vast area of the Sukabumi Regency. Furthermore, it was discovered that the existence of PMA Number 2 of 2012 was only used as the basis for the appointment of PAI supervisors. And furthermore, because some of the rules contained in PMA Number 2 of 2012 are not in accordance with the regulations used by the education office of Sukabumi Regency, PMA Number 2 of 2012 is not used as a regulatory basis in the pattern of guidance and implementation of PAI supervisory duties and functions.

Based on the identification of the problems above, the formulation of the problem of this research is the weakness of PMA regulation Number 2 of 2012 concerning Madrasah Supervisors and Islamic Religious Education supervisors in schools in carrying out the duties and functions of PAI supervisors at the Sukabumi District Education Office. so that the authors feel interested in exploring in depth regarding: 1) How is the Implementation of PMA Number 2 of 2012 in implementing the duties and functions of PAI supervisors at schools in the Sukabumi District Education Office ?; 2) What are the problems faced by PAI supervisors at schools in the Sukabumi District Education Office in implementing PMA Number 2 of 2012 ?; and 3) What are the efforts in dealing with the problems of implementing PMA Number 2 of 2012 in implementing the duties and functions of PAI supervisors at schools in the Education Office of Sukabumi Regency?

Based on the research results that have been conducted before, the researchers did not find the same research focus. however the researchers found several studies that had been conducted that were similar to what the researcher was about to research. First, research conducted by Manalu, SB, (2019) with the title Implementation of Regulation of the Minister of Religion of the Republic of Indonesia Number 02 of 2012 concerning Madrasah Superintendents and Supervisors of Islamic Religious Education at Schools in the Performance of Supervisors

of Islamic Religious Education (PAI) in Junior High Schools (SMP) Subulussalam City . The results showed that the implementation of the Regulation of the Minister of Religion of the Republic of Indonesia No. 02 of 2012 in terms of communication and bureaucratic structure has been successfully implemented at the Office of the Ministry of Religion of Subulussalam . Implementation The availability of funds for the implementation of supervision of Islamic Religious Education is still lacking. The performance of the Islamic Religious Education supervisor has increased in terms of the preparation of the supervision program and the reporting of the implementation of supervision, but the performance of the supervisor of Islamic Religious Education has not succeeded in increasing in terms of the implementation of supervision .

Furthermore, the results of Pramitha Devi's (2016) research entitled Critical Assessment of the Regulation of the Minister of Religion No. 2 of 2012 concerning Madrasah Supervisors and PAI Supervisors at Schools. The results of this study discuss PMA Number 2 of 2012 in synergy with Government Regulation Number 74 of 2008 which explains that supervisors consist of supervisors of educational units, supervisors of subjects or groups of subjects. Apart from that PMA no. 2 of 2012 still causes problems. So that PMA No. 2 of 2012 has changed with the issuance of PMA no. 31 of 2013, especially in the article regarding the period for collecting credit figures, there is a change from 3 years to 5 years.

While the theory underlying this research are: **1 ) The theory of Implementation of Policies Van Meter and Van Horn** . Van Metter and van Horn in Khan, AR ( 2016:5 ) suggest that policy implementation includes actions from public and private organizations that are intended to achieve goals that run linearly from a political decision. Van Metter and van Horn in Akib ( 2012:4) suggest that in implementation it is influenced by six interrelated variables, namely: (1) size and policy objectives, 2) policy sources, (3) characteristics or characteristics of implementing agencies / agencies, (4) ) communication between related organizations and communication of activities carried out, (5) the attitude of the executor, and (6) the economic, social and political environment. **2) Educational Supervision Theory** . According to Pawlas and Oliva (2007:24) that supervision is a form of service to teachers in an effort to improve and improve learning to produce high achieving students through professional guidance and guidance, both individually and in teacher working groups. Pawlas & Oliva, (2007: 24) put forward the concept model that there are three domains of supervisors, namely: 1) *Domains* (authority) in the form of : Teaching development; Curriculum development; and staff development; 2) *Roles* (role) of supervisors as: *Coordinator; Consultant; Group Leader; and Evaluators*; and 3) *Foundations* (basics) of supervision : *Supervisors must have* : (1) good characteristics / personality and (2) have adequate knowledge and skills.

## B. METHOD

This research uses a qualitative approach with descriptive methods, makes a systematic, factual and accurate description of the phenomena or the relationship between the phenomena being studied.

The basic principle of using the **qualitative descriptive** method is based on the opinion of Bogdan and Biklen (1998:4) : " *Qualitative research is descriptive*". Moleong (2007:11) emphasizes that in descriptive qualitative research the data collected is in the form of words, pictures, and not numbers. Then according to Creswell (2016: 4): "Qualitative research is methods to explore and understand the meaning - a number of individuals or groups that - are thought to come from social or human problems"

Data mining was carried out through observation, interviews, photoshoots, written snippets from documents at the research location which were arranged in a narrative manner, through the preparation, implementation and data collection stages. Data collection and observation activities were carried out within the Education Office and Ministry of Religion of Sukabumi Regency from June to September 2020. Meanwhile, the research subjects were: 1) Director of PAI; 2) Head of Education Office of Sukabumi Regency; 3) Head of Ministry of Religion of Sukabumi Regency; 4) Head of Section of PAI Sukabumi Regency; 5) Chairperson of PAI Pokjawas; 6) 19 PAI

Supervisors at the Education Office of Sukabumi Regency; and 7) Chairman of the MGMP and KKG PAI Sukabumi Regency. Furthermore, data analysis was carried out in the form of a series of data management activities from the beginning and throughout the research process. As stated by Bogdan and Biklen in Moleong (2007:248) that: *Qualitative Data Analysis* is an effort made by working with data, organizing data, sorting it into manageable units, synthesizing it, looking for and finding patterns, finding what is important and what is learned, and deciding what to share with other people.

In this study, data analysis was used according to the interactive model of the Data Analysis Components of Miles and Huberman, in Ilyas (2016: 94) that qualitative data analysis was carried out interactively and took place continuously (until the data was saturated) which included: (1) *data reduction* ; (2) *display data* ; and (3) *conclusion: drawing / verifying* (drawing conclusions and verification).

## C. RESULTS AND DISCUSSION

### Implementation of PMA Number 2 of 2012

From the results of interviews with the Director of PAI of the Ministry of Religion of the Republic of Indonesia, it can be explained that the application of PMA Number 2 of 2012 begins with the planning stage, the program implementation stage and the control stage in the form of monitoring and evaluation.

Jones in Arwildayanto, et al. (2018:83), defines that the implementation of education policy has three main stages, namely *organization, interpretation, and application* . At the planning stage, the Directorate of Islamic Education as an institution that has the authority in the implementation of PMA Number 2 of 2012 in Supervision of Islamic Education in Schools, takes strategic steps in the form of: (1) Preparation of technical guidelines; (2) Budget and time planning; (3) Structural and personnel arrangement. In preparing the budget and timing in implementing PMA Number 2 of 2012, it is based on a program that has been compiled in the form of guidelines for the supervision of PAI, which has been legalized based on the Decree of the Director General of Education (Kepdirjen Pendis) Number: 2001 of 2012 concerning Guidelines for Supervision of Islamic Religious Education ( PAI) In the 2012 Schools which were compiled as a reference for related parties in the regions: (1) Regional Offices of the Provincial Ministry of Religion throughout the Republic of Indonesia; (2) Provincial Education and Culture Offices throughout the Republic of Indonesia; (3). Ministry of Religious Affairs in regencies / cities throughout the territory of the Republic of Indonesia; (4) District / City Education and Culture Office throughout the territory of the Republic of Indonesia; (5). The Working Group for the Supervision of Islamic Religious Education (POKJAWAS PAI) in Provinces throughout the Republic of Indonesia; (6) Regency / City Islamic Education Supervisory Working Group (POKJAWAS PAI); (7) Schools in each region; (8) Islamic Education Teachers in Schools.

From the results of interviews the author has conducted with officials of the Sukabumi Regency Education Office, it can be concluded that in general the implementation of PMA Implementation Number 2 of 2012 in the implementation of the duties and functions of PAI supervisors at schools in the Sukabumi Regency Education Office is not going well. The main reason is because of the rules contained in PMA No. 2 of 2012 are not in accordance with the regulations referred to by the Education Office of Sukabumi Regency, namely Permenpan RB No. 14 of 2016, Permendiknas No. 12 of 2007 and Permendikbud No 143 of 2014. Some of the inappropriate regulations include: 1) Main Duties of Supervisors; 2) Supervisory competency standards ; and 3) The workload of supervisors.

Based on the results of interviews with junior high school PAI supervisors, they carry out PAI supervision activities only at the MGMP forum, and do not have the authority to direct coaching to schools, because on the other hand they have also received SK as school supervisors (supervisors) who have authority in academic supervision and managerial out of context as the supervisor of PAI. Likewise with PAI supervisors at the

elementary school level, they already have SK as school supervisors. However, SD level PAI supervisors can still carry out PAI supervision properly. The Decree (SK) as a school supervisor given to PAI supervisors is carried out as a solution to the inadequacy of fulfilling the performance of PAI supervisors so far which has an impact on inhibition of promotion.

As a result, if PAI supervisors implement the provisions of PMA No. 2/2012 in supervisory activities, the PAI supervisor's performance assessment will not be fulfilled and will have an impact on the supervisor's career development itself. However, from the results of interviews with the heads of the MGMP and KKG PAI SD, it was found that the professionalism of PAI supervisors in their supervisory activities was still carried out well. Meanwhile, the information obtained from the results of interviews with PAI supervisors and observations made, the PAI supervision activities that have been carried out so far (according to PMA Regulation No.2 of 2012) are solely because they are still related to the professional allowance which is still managed by the Ministry of Religion. And this is recognized by the Ministry of Trade of Sukabumi Regency, that this condition is natural as long as PMA Regulation No.2 of 2012 is not immediately synchronized with other regulations.

Currently the implementation of PMA No. 2 of 2012 for PAI supervisors at schools in the Sukabumi District Education Office, as if its function is part of the academic supervision of school supervisors (supervisors). So that without the PMA No. 2 of 2012, PAI supervisors from the Sukabumi District Education Office continue to carry out their duties as school supervisors.

## **Problems faced in the Implementation of PMA Number 2 of 2012**

### **1) Standard policy**

When the size and policy objectives are too ideal (utopian), it will be difficult to realize (Agustino, 2019:13). The regulations used when the appointment of PAI Supervisors at schools in the Sukabumi Regency Education Office are PMA Number 2 of 2012, but in implementing their supervisory duties and functions, it turns out that they use Permendikbud 143 of 2014 and Permenpan RB Number 14 of 2016 as school supervisors. This is clear evidence that the result of the policy standards regarding the duties and functions of school supervisors for PAI supervisors in PMA Number 2 of 2012 is unrealistic for the education office environment and contradicts Permenpan RB Number 14 of 2016 concerning Amendments to Regulation of the Minister of Administrative Reform. State and Bureaucratic Reform Number 21 Year 2010 Regarding the Functional Position of School Supervisors and Credit Score, make the implementation performance of PMA policy Number 2 of 2012 based on the facts in the field is declared unsuccessful.

The impact of not synchronizing the provisions of PMA Number 2 of 2012 with Permenpan RB Number 14 of 2016, resulting in not fulfilling the performance assessment of PAI supervisors at the Education Office of Sukabumi Regency. The cause is a lack of work load fulfillment and no implementation of main managerial tasks, as demanded by Permenpan RB Number 14 of 2016.

### **2) Budget**

Mazmanian and Sabatier in Tilaar and Nugroho (2016:215-216), Agustino (2019:146), Tachjan (2006:59) suggest that the accuracy of the allocation of sources of funds is a variable of policy capacity to structure the policy implementation process.

With the limited budget from the Ministry of Religion, and the limited authority for the education office for the guidance and involvement of PAI supervisors, the PAI supervisors at the Sukabumi District education office rarely participate in quality improvement training activities, so this has an effect on the quality in the implementation of tasks and functions for supervisors. PAI Education office of Sukabumi Regency. The limited

budget in the implementation of PMA Number 2 of 2012 is a major contribution to the failure of policy implementation.

### **3) Psychological Burden**

Lysaght in Cain (2007:2) suggests a point of view regarding psychological burden in relation to work. He divides into three broad categories from the definition of workload, namely a) the amount of work and things to be done, b) time and certain aspects of time that must be considered by workers and c) subjective psychological experiences experienced by a worker.

Furthermore, according to Gibson (2011:230), the factors that influence the performance of an employee are: Individual factors, individual factors that affect a person's performance are mental and physical abilities and skills, background and demographics of the individual. Organizational factors, in the form of organizational resources, type of leadership, rewards, organizational structure and job design. And psychological factors, in the form of individual mindsets on work, attitudes, personality, learning and motivation.

This was the case with PAI supervisors at the Sukabumi District Education Office. In implementing supervisory activities, PAI supervisors in the Education Office are faced with a difficult situation. This is mainly due to the existence of two patterns of guidance between the Ministry of Religion and the Education Office with their respective regulatory footholds.

Furthermore, in carrying out tasks in the field, there is a special psychological burden experienced by PAI supervisors. This feeling of discomfort usually arises when providing guidance to schools, where in the school there are supervisors who also have the duties and principal of academic and managerial supervision. In addition, there was an impression among some school principals that the existence of PAI supervisors only carried out academic supervision, especially for Islamic Religious Education (PAI) teachers, had no effect on school management, so this condition sometimes disturbed the psychological aspects of PAI supervisors in carrying out supervisory activities. .

### **4) Coordination**

Coordination is the key word in policy implementation. Mulyasa (2017:213) explains that coordination is a process of integrating activities carried out by employees from various institutional units so that they can run in harmony and harmony, so that the overall objectives of the institution can be realized optimally.

PMA Number 2 of 2012 concerning madrasah supervisors and PAI supervisors at schools is a top down policy, so that the coordination pattern in the formulation of policies is absolutely the responsibility of the decision maker, which in this case is the Central Ministry of Religion.

The problem regarding coordination between institutions related to PMA Number 2 of 2012 has arisen since the socialization was carried out, not all districts / cities have accepted the presence of PMA Number 2 of 2012, one of the reasons for rejection is that the Regional Government cannot immediately appoint PAI supervisors because it must be adjusted to the existing budget, they also saw irregularities in the provisions contained in PMA Number 2 of 2012 which contradicted Permendikbud No 143 of 2014 and Permenpan RB No 14 of 2016 regarding regulations for school supervisors.

Thus the main problem of coordination in the implementation of PMA No.2 of 2012 is at the decision-making level, namely the Central Ministry of Religion.

### **5) Performance Appraisal**

From Vroom's *expectancy* theory in Dessler & Chhinzler (2016: 274) that Motivation = (E × I × V), where (E) represents Expectancy, Intermediation (Instrumentality (I)), and Valence (V). If (E) or (I) or (V) is zero or insignificant, then there will be no motivation, which can be interpreted as:

*First*, if the PAI Superintendent of the Sukabumi District Education Office does not have expectations that the implementation of Islamic Education supervisory duties and functions results in performance or is recognized for their performance, then the motivation to carry out their duties and functions as PAI supervisors will not occur. In this case, the direct supervisors of the PAI supervisors from the Sukabumi District Education Office must be able to ensure that the PAI supervisors have the qualifications and competencies and believe that the PAI supervisors can do the job. In this case, the direct supervisor of PAI at the Education Office of Sukabumi Regency is the head of the Education Office, and the standards used in the guidance pattern are regulations outside PMA Number 2 of 2012, so it can be ascertained that there is no work motivation in carrying out the duties and functions of PAI supervision. .

*Second*, Vroom's theory shows that PAI supervisors from the Education Office of Sukabumi Regency must see the instrumentality of the implementation of their duties and supervisory functions, PAI supervisors must be confident in their perception that successful performance will generate rewards. In this case, the performance of PAI supervisors from the Education Office of Sukabumi Regency must understand very well that their performance can develop their official career and get an award in the form of a promotion from the results of the credit score assessment on the items of PAI supervision activities that have been carried out. However, the fact is inversely proportional, PAI supervisors understand the opposite that by carrying out their duties and functions as PAI supervisors, it is not a reward in the form of performance recognition and career advancement, but there is a rejection of the results of their performance in carrying out their duties and functions as PAI supervisors. In this case there is an effort from the Sukabumi Regency Education Office by issuing a managerial supervision assignment letter in the implementation of supervisory duties whose credit score can be assessed.

*Third*, the reward itself must have value for the PAI supervisors at the Education Office, the reward for their performance achievement must be a special value in developing the profession and competence of PAI supervisors. In this case, the supervisor of the PAI supervisory functional officer must consider the preferences of each PAI supervisor for the performance achieved, so that the principles of performance appraisal are properly applied and can produce satisfaction and value for the PAI supervisor of the Sukabumi District Education Office. Even though in theory, promotion is a form of appreciation for performance achievement, in fact it is not *given*, it is not as easy as imagined, it still requires proactive efforts from the PAI supervisor himself, in the form of suggestions for improvements and so on. Ideally, in the performance appraisal system, PAI supervisors are no longer busy pursuing and proposing promotions. Administrative managers or the staffing department of the Education Office must optimize the data on the results of the performance of the PAI supervisors who have entered.

### **Efforts to Improve Implementation of PMA Number 2 of 2012**

From the results of the interview it can be concluded that there have been several efforts made by both the Directorate of Islamic Education and the Education Office of Sukabumi Regency in overcoming the existing problems. The most beneficial effort for PAI supervisors at the Education Office of Sukabumi Regency was the issuance of an assignment decree as a school supervisor, so that obstacles to promotion due to unfulfilled managerial supervision and fulfillment of workloads can be resolved. Furthermore, efforts to improve PMA policy standards No.2 of 2012, have been revised several times by the PAI Directorate but until now there have been no results, this is because a good understanding is needed within the ministry of religion itself, because it involves the existence of madrasah supervisors, as well as a common perception across ministries, especially Kemenpan RB, BKN and Kemdikbud.



Furthermore, regarding the limited budget in the Ministry of Religion, the program of activities does not run well. Efforts made by PAI Pokjawas to overcome budget constraints in improving the quality of PAI supervisors, by establishing partnerships, both with the Bandung Religious Education and Training Center, as well as with other parties who have the capacity to improve the quality of PAI supervisors. While the efforts made in overcoming psychological problems, PAI supervisors strive to improve services, and change the "marginalized" mindset to become motivation to carry out creative and innovative supervisory activities, so it is proven by the emergence of several PAI supervisors who have become resource persons in education office activities.

PAI supervisors at the Sukabumi District Education Service School, come from outstanding teachers and principals. So that the efforts made are not in terms of overcoming the competency problems of PAI supervisors, but in the policy aspects and the impact of the implementation of PMA No.2 of 2012 itself.

Problems experienced by PAI supervisors in Sukabumi Regency related to performance appraisal are merely the impact of the inconsistency of the existing regulations in PMA Number 2 of 2012. Regarding competence and implementation of supervisory duties, PAI supervisors have met targets and performance appraisal standards. PAI supervisors at the Sukabumi District Education Service School, come from outstanding teachers and principals. So that the efforts made are not in terms of overcoming the competency problems of PAI supervisors, but in the policy aspects and the impact of the implementation of PMA No.2 of 2012 itself.

From the results of interviews regarding the Implementation of Regulation of the Minister of Religion Number 2 of 2012 for Supervisors of Islamic Religious Education at Schools at the Sukabumi District Education Office, the problems faced in its implementation and the efforts made in overcoming these problems the researcher then reviewed the policy model proposed by Van Metter and Van Horn. In detail, the variables of the implementation of the Van Metter and Van Horn models of public policy are described as follows:

## 1. Policy Standards and Objectives

When the size and policy objectives are too ideal (utopian), it will be difficult to realize (Agustino, 2019:13). The regulations used when the appointment of PAI Supervisors at schools in the Sukabumi Regency Education Office are PMA Number 2 of 2012, but in implementing their supervisory duties and functions, it turns out that they use Permendikbud 143 of 2014 and Permenpan RB Number 14 of 2016 as school supervisors. This is clear evidence that the result of the policy standards regarding the duties and functions of school supervisors for PAI supervisors in PMA Number 2 of 2012 is unrealistic for the education office environment and contradicts Permenpan RB Number 14 of 2016 concerning Amendments to Regulation of the Minister of Administrative Reform. State and Bureaucratic Reform Number 21 Year 2010 Regarding the Functional Position of School Supervisors and Credit Score, make the implementation performance of PMA policy Number 2 of 2012 based on the facts in the field is declared unsuccessful.

The impact of not synchronizing the provisions of PMA Number 2 of 2012 with Permenpan RB Number 14 of 2016, resulting in the failure to fulfill the performance assessment of PAI supervisors from the Education Office of Sukabumi Regency. The cause is a lack of work load fulfillment and no implementation of main managerial tasks, as demanded by Permenpan RB Number 14 of 2016.

In implementing Regulation of the Minister of Religion Number 2 of 2012 concerning Madrasah Supervisors and Supervisors of Silam Religion education, it has clear standards and goals / objectives. Especially for the supervisors of Islamic Religious Education, the implementation standards have been arranged in detail in the 2012 PAI Supervisory Guidelines. However, some of the rules contained therein regarding competence, main tasks and workload are not relevant to the rules set out in Permndikbud Number 143 of 2014 and Permenpan RB Number 14 of 2016. So that it cannot be fully implemented in the implementation of the duties and functions

of the PAI supervisor in the education office of Sukabumi Regency. This suggests that it lacks strength at the analysis and policy formulation stages.

## **2. Resource**

In the implementation of PMA No. 2 of 2012 for PAI supervisors at schools in the Education Office of Sukabumi Regency, there are 3 resources that influence the implementation of PMA No.2 of 2012. (1) limited quality improvement budget (2) limited human resources, the number of PAI supervisors is not proportional to the number existing schools, as well as (3) infrastructure, both related to the PAI supervisory room and transportation facilities given the vast geographical conditions of Sukabumi Regency.

## **3. Characteristics of the implementing organization**

There is an 'anomaly' in the implementation of PMA No. 2 of 2012. Because there are several agencies involved in it, namely; Ministry of Religion, Local Government including the Sukabumi District Education Office, in this case each institution requires strong synergy. This regulation concerns institutions outside the Ministry of Religion, so it is necessary to have a common perception in its implementation. Meanwhile, at the regional level, especially in the Sukabumi District Education Office, the characteristics of the institution are certainly different from that of the Sukabumi Regency Ministry of Religion, and they cannot 'force' their response to PMA Regulation No. 2 of 2012. The reality in the field is that the Sukabumi District Education Office, from the leadership to the staff, does not really understand PMA No.2 of 2012. So it is proven that this condition makes it difficult for the successful implementation of PMA No. 2 of 2012.

## **4. Communication and coordination between related organizations**

In the implementation of PMA No. 2/2012, the implementers have communicated and coordinated between various related parties. Coordination is carried out vertically and horizontally. Vertically in carrying out activities the executor coordinates from a higher level, namely the central level, in this case the Directorate of Islamic Education, the Regional Office of the Ministry of Religion of West Java and the Ministry of Religion of Sukabumi Regency. Meanwhile, horizontally, because PMA No.2 of 2012 concerns the Ministry of Education and Culture and local government-owned educational institutions, in this case the Education Office, the coordination is cross-sectoral, at the central level the Directorate of PAI coordinates with the Ministry of Education and Culture, for the Provincial level, the Regional Office of the Ministry of Religion of West Java. coordinate with the West Java Provincial Education Office, and at the district level, the Sukabumi District Religious Affairs Office coordinates with the Sukabumi District Education Office. The formation of PAI supervisors from the Education Office of Sukabumi Regency is evidence of the success of horizontal coordination at the regional level.

However, there are problems related to coordination at the central level, the irrelevance of some of the regulations in PMA Number 2 of 2012, which is evidence of weak communication and coordination in formulating policies.

## **5. The disposition or attitude of the implementers**

Internal implementers at the Ministry of Religion generally accept the policies listed in PMA No. 2 of 2012. The formation of PAI Supervisors from the Education Office of Sukabumi Regency is an indicator used as a reference for measuring the success of the PAI supervisor recruitment program at the Sukabumi Regency Education Office. However, to position the Sukabumi District Education Office as the implementer of PMA policy No.2 of 2012 is certainly irrelevant. In the next stage, after the problem of unfulfilled performance arose, there was a little 'reluctance' from the PAI supervisors for the Sukabumi District Education Office in implementing PMA Regulation No.2 of 2012 in carrying out their duties. The orientation of the PAI supervision task at schools in the

Sukabumi Regency Education Office which has been carried out so far is solely the demand for professionalism as school supervisors and assurance of the quality of Islamic Religious Education without being affected by the existence of PMA No.2 of 2012.

## **6. Social and political environment**

Geographically, the scope of the duties of PAI supervisors at schools in the Sukabumi District Education Office is very broad. So that the conditions become a challenge for the task of PAI supervisors. On the other hand, the culture of the people of Sukabumi Regency is a farmer and religious community, so that religious life is inherent in the people of Sukabumi Regency, the number of Islamic boarding schools and madrasah diniyah institutions are indicators of the sustainability of a strong religious culture.

This has an impact on the political culture of the Sukabumi Regency government, as evidenced by every vision and mission made in it is always oriented towards increasing religious nuances for the people of Sukabumi Regency. So that this condition becomes its own supporting power in the implementation of PMA No. 2 of 2012. Since the emergence of this regulation, the local government of Sukabumi Regency has immediately welcomed and at the same time facilitated the formation of PAI supervisor candidates from the Sukabumi Regency Education Office.

Apart from being based on the theory put forward by Van Metter and Van Horn, the researcher also examines the theory of educational supervision. Based on the views of Pawlas and Oliva (2017:34) , there are three domains of supervisors, namely: 1) Authority in teaching development; 2) curriculum development; and 3) Staff development. This view is in line with this as stated in the Regulation of the Minister of State for the Utilization of State Apparatus and Bureaucratic Reform Number 21 of 2010 concerning the Functional Position of School Supervisors and their Credit Score in Article 1 paragraph (2) and in the Copy of the Attachment to the Regulation of the Minister of Education and Culture Number 143 2014 concerning Technical Guidelines for the Implementation of School Supervisory Functional Positions and their Credit Score which states that School Supervisors are Civil Servants who are given full duties, responsibilities and authority to carry out academic and managerial supervision in educational units.

Academic supervision is the area of the task of supervising teachers in improving learning and curriculum, while managerial supervision is the area of oversight of the management of educational units.

Meanwhile, the main duty of Islamic religious education supervisors at schools is only to focus on Islamic Education teachers and the implementation of Islamic religious education learning at schools. Of course there are many limitations and psychological burdens for PAI supervisors in exploring in carrying out their roles and functions as supervisors of Islamic Religious Education in schools. And this condition is an indicator of not optimal implementation of PMA No. 2/2012 for Pai supervisors at schools in the Education Office of Sukabumi Regency.

## **D. CONCLUSIONS**

In general, the implementation of Regulation of the Minister of Religion (PMA) Number 2 of 2012 concerning Madrasah Supervisors and PAI Supervisors for PAI supervisors at the Education Office of Sukabumi Regency has not been effective.

Implementation of Regulation of the Minister of Religion (PMA) Number 2 of 2012 concerning Madrasah Supervisors and PAI Supervisors at schools for PAI supervisors at schools in the Sukabumi District Education Office, is carried out through the planning, implementation and supervision stages. At the planning stage, in the

form of drafting technical guidelines, budget planning and structuring / personnel arrangements can be implemented even though it is not optimal. At the implementation stage, in the form of socialization and coordination, implementation of coaching, implementation of main tasks and supervisory functions and budget realization are not implemented optimally, while in the aspect of performance appraisal it cannot be applied to PAI supervisors at the Education Office of Sukabumi Regency. Meanwhile, in the Supervision stage, through monitoring and evaluation it was carried out well, although the follow-up plans were not optimally realized. The problems faced in implementing Regulation of the Minister of Religion (PMA) Number 2 of 2012 concerning Madrasah Supervisors and PAI Supervisors at schools for PAI supervisors at schools in the Sukabumi Regency Education Office are related to unrealistic policy standards, especially regarding workload, main tasks, authority and performance appraisals; limited budget; PAI supervisors experience psychological pressure, weak coordination and inadequate performance appraisals which hinder the career development of PAI supervisors at schools in the Sukabumi District Education Office.

Solutions and future improvement efforts in implementing regulation of the Minister of Religion (PMA) Number 2 of 2012 concerning Madrasah Supervisors and PAI Supervisors in schools for PAI supervisors at the Sukabumi District Education Office, namely: the Directorate of PAI revised PMA Number 2 of 2012 to address policy standards , although not yet done; efforts to strengthen the budget, efforts to increase the competence of supervisors to cope with the psychological burden of PAI supervisors, and intensity of coordination. The efforts of the Sukabumi District Education Office related to the problem of evaluating supervisor performance by issuing a managerial assignment decree for PAI supervisors.

The results of this study recommend especially to the Directorate of Islamic Religious Education (PAI); 1) review of PMA No. 2 of 2012 involving the relevant ministries; 2) review the existence of PAI supervisors that have emerged between the functional positions of school supervisors and madrasah supervisors; 3) To optimize the role of the Ministry of Religion in the management of religious education, the PAI directorate proposes the recruitment of PAI teachers and one-stop PAI supervisors by the Ministry of Religion.

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