



Supervisory Management of RA/MI in Batang Sub-District, Batang District,  
Indonesia  
A Neoclassical Theory Perspective

Sukarno

State Islamic University K. H. Abdurrahman Wahid Pekalongan, Indonesia

<http://dx.doi.org/10.18415/ijmmu.v12i3.6772>

---

**Abstract**

This study aims to analyze the management of RA/MI supervisors in Batang Subdistrict using the neoclassical theory approach, which emphasizes the values of participation, job enlargement, bottom-up management, discovering the best possible person, creating the best possible work, and utilizing the best possible effect. The research employed a descriptive qualitative method with data collection techniques including observation, interviews, and documentation. The results indicate that RA/MI supervisors in Batang Subdistrict have implemented neoclassical theory principles in carrying out their duties. The supervisors not only perform administrative and academic supervisory functions but also act as facilitators, motivators, and strategic partners in improving education quality. Intensive coordination, active involvement of teachers and principals, as well as the use of adaptive strategies, are key to establishing an effective supervision system. These findings suggest that the neoclassical approach is relevant and applicable in enhancing the quality of educational supervision management at the level of basic religious education institutions.

**Keywords:** *Supervisor Management; RA/MI; Neoclassical Theory; Education*

**Introduction**

Education has an urgency in human life. Humans can develop well thanks to directed and sustainable education (Sulityorini, 2009: 221). In organizing quality education, educational institutions not only need competent educators, but also need supervisors who are able to dialogue, foster and assist the personal and professional growth of teachers (Aqib & Rohmanto, 2008: 187). Therefore, the presence of educational supervisors is very helpful in improving and developing the overall quality of education.

Education supervisors play a strategic role as teachers' partners in the implementation of learning. They not only provide evaluations but also act as coaches, motivators and facilitators who provide solutions to learning problems. Thus, supervisors are a key factor in helping educational institutions achieve their institutional goals (Saputra, 2016: 263). Supervisors as educational personnel are obliged to provide assistance to other educators, especially teachers and principals, and are therefore required to have professional qualifications in accordance with national standards (Habibullah, 2013: 46).

Furthermore, good educational supervision can improve the effectiveness of the learning process. The main task of supervisors is to assist teachers in carrying out the learning process optimally. This effectiveness has a direct impact on students' absorption of the material taught. Therefore, the success of supervisors is also reflected in the progress of the schools they supervise (Siahaan et al., 2006: 3). The quality of education achieved by schools is highly dependent on the professional capacity of supervisors in providing continuous coaching.

However, in practice, the implementation of the supervisory function still faces various challenges. Supervisors' qualifications and competencies have not been fully met and coaching activities such as training, seminars or workshops are rarely held. In some cases, supervisors are also not actively involved in training teachers, principals or other academic activities. This lack of involvement weakens the function of supervision, which should be collaborative and transformative. One of the impacts is a decline in the effectiveness of communication between supervisors and educators, even though communication is an essential factor in shaping a conducive and productive work climate.

In this context, neoclassical management theory provides a relevant and solutive perspective. Neoclassical theory, which developed in response to the limitations of classical management theory, emphasizes the importance of human relations in organizations. Figures such as Elton Mayo and Chester Barnard show that motivation, job satisfaction, interpersonal communication, and active participation are key in increasing work productivity. Elton Mayo through Hawthorne Studies showed that attention to employees' psychosocial conditions can improve organizational performance. Meanwhile, Chester Barnard emphasized the importance of effective communication systems and the role of participative leadership in organizations (Wibowo, 2014; Siagian, 2015).

Relationship or neoclassical theory was introduced in the 1930s pioneered by Barnard (1938), Elton Mayo (1933), Roethlisberger and Dickson (1939). The theory emphasizes the importance of social relationships caused by human relationships or interactions, as well as attention to employees and group processes that occur among members of the organization. All of that certainly requires an effective communication process (Theofaldy, 2013).

In the framework of educational supervision, the neoclassical theory approach directs supervisors not only to carry out administrative functions, but also to act as a companion who pays attention to the emotional and professional needs of teachers. Arifin's (2018) research shows that the effectiveness of educational supervision increases significantly if the approach used is based on humanistic and participatory principles. Sari & Nugroho (2020) also found that supervision that prioritizes open communication and emotional support for teachers has a positive impact on the quality of learning in madrasah.

One of the efforts to improve the quality of basic Islamic religious education supervisors has been carried out in Batang sub-district. Management for RA (kindergarten)/ MI (elementary school) supervisors in Batang sub-district, Batang district, which is under the auspices of the Ministry of Religious Affairs, has followed supervisory certification in the form of portfolio assessment, education and training and POKJAWAS (Supervisory Working Group) activities. Supervisors can find out about each other's performance, obstacles and the results of the activities that have been carried out. This is an activity carried out by supervisors to find out the performance of each work area and the quality grouping of supervisors in carrying out their duties. Thus, good communication relations are indispensable for organizational management, in this case the performance of POKJAWAS.

The supervisory management of RA/MI in Batang sub-district is interesting to be studied in depth in this perspective. It aims to find out to what extent the quality and performance of supervisors have reflected the principles of neoclassical theory in practice, as well as how the relationship between

supervisors and teachers and madrasah principals has an impact on the implementation of quality education. Thus, this study examines the supervisory management of RA/MI in Batang sub-district, Batang district, based on the human relations (neoclassical) approach, to identify best practices and challenges in an effort to improve the quality of education holistically.

This study aims to explain and analyze the supervisory management of RA/MI in Batang sub-district. The management theory used to analyze the data is neoclassical management theory. Data analysis is based on a combination of neoclassical theories of Elton Mayo and Hugo Munsterberg, namely, (1) Participation, which involves everyone in the decision-making process, (2) Job enlargement as opposed to specialization patterns, and (3) Bottom-up management that will provide opportunities for juniors to participate in top management decision making; (4) Finding the best possible person; (5) Creating the best possible work; (6) Using the best possible effect to motivate employees.

### ***Method***

This research uses a qualitative descriptive method. Qualitative is research that can be described in the form of words, and language in a natural context and by utilizing natural methods (Moleong, 2013). Qualitative research aims to gain insight into the construction of reality that occurs to be interpreted (Cropley, 2019: 10). The place chosen to conduct research is RA / MI in the Batang sub-district. The sources of research data are documents, informants, and events/activities. The data collection technique in this research is to use content/document analysis techniques, in-depth interviews, and events/observations. The data validity technique uses triangulation in the form of data source triangulation and method triangulation. Triangulation of data sources is intended to: (1) comparing observational data with interview results, (2) comparing what is said in public with what is said in private, (3) comparing interviews with the contents of a related document. The data analysis technique used in this research is interactive model analysis (Miles & Huberman, 1992: 16) which includes data collection, data reduction, data presentation, conclusion drawing/verification.

### ***Finding and Discussion***

The following is an analysis based on (1) Participation, which involves everyone in the decision-making process, (2) Job enlargement as opposed to specialization patterns, and (3) Bottom-up management which will provide opportunities for juniors to participate in top management decision-making; (4) Finding the best possible person; (5) Creating the best possible work; (6) Using the best possible effect to motivate employees.

### ***Participation***

The neoclassical theoretical approach to management emphasizes the importance of the human role in running the organization. One of the main principles is participation, which is the involvement of all members of the organization, including teachers, madrasah heads, and supervisors, in the decision-making process. In the context of RA/MI supervision in Batang sub-district, this principle can be seen when supervisors are not authoritarian, but build a two-way dialogue with teachers and madrasah principals in developing coaching programs, academic supervision, and learning evaluation. This will create a sense of ownership and shared responsibility for the quality of education.

## Job Enlargement

The division of labor is understood as a subject of human relations, not based on the isolation of workers but rather a specialization of work. RA / MI supervisors in carrying out their duties are easy to coordinate with fellow supervisors as well as vertically and horizontally. So, a forum was formed to facilitate coordination, namely POKJAWAS which was chosen from the members of the supervisors themselves and which had a term of office for 3 (Three) years. The number of PPAIs in Batang Regency is 15, spread across each sub-district.

POKJAWAS has a room or office in the Ministry of Religious Affairs of Batang Regency. The composition of POKJAWAS above is also at the same time a division of labor for each supervisor in a broader sub-field, namely at the district level, all of which are coordinated by the Chairperson of POKJAWAS and for other sub-fields submitted to each member arranged in the management. For example, for overall reporting and evaluation activities of all programs from supervisors throughout the Batang Regency, information can be requested from Drs. H. Agus Nugroho, M.Pd.I. Meanwhile, the social sector and cross-sectoral cooperation are carried out and implemented by Purwoto, S.Ag., M.Pd. and so on.

Once a month POKJAWAS coordinates and evaluates with all supervisors at the kecamatan level. The aim is to see whether the work programs that have been prepared have been carried out properly. Every evaluation and coordination activity will find out whether the program is running well or not and whether each administrator is doing their job according to the instructions and technical and existing provisions or not. During the evaluation activities, reporting will be carried out in order to find out whether the programs that have been prepared are running well or not. Reporting is carried out by supervisors to the Madrasah Education Section as the sub-section in charge. These activities are carried out regularly, namely monthly reports containing activities that have been carried out for one month. Then the semester report, which is every six months to evaluate all Work Programs (Proker) whether it goes according to what has been planned or not. Furthermore, an annual report is carried out which includes the entirety of all existing programs whether they have run according to the provisions and also become a reference for the next year's program.

To measure the success or participation of the community (the community here is educators) can be seen from the benchmark of a teacher or educator in carrying out activities that have been programmed and can also be seen from the reporting he does both monthly, semester and yearly. In POKJAWAS, the reporting activities are carried out by Drs. H. Agus Nugroho, M.Pd.I. as the person in charge of reporting which will certainly minimize overlapping reports from supervisors because it has been coordinated by one person. The composition of the POKJAWAS above is certainly to reduce overlapping and also avoid overlapping work. So that all tasks can be carried out according to their duties and functions because they are in accordance with the abilities of each personnel.

## Finding the Best Possible Person

In finding the best possible person, there is a recruitment process for Islamic religious education supervisors. Procurement of RA/MI supervisors will always be pursued because it is to replace the position of supervisor if there is a retirement or if it is possible to add supervisors in sub-district areas where the number of madrasahs does not match the ideal supervision. Similarly, Madrasah Education Sie proposes the distribution of RA/MI supervisors to meet the needs of supervisors in the field, both new and old supervisors, to change the atmosphere of Madrasah Education Sie sometimes rotate supervisors or change the work location of supervisors throughout the kecamatan in order to get refreshment.

The recruitment or procurement of RA/MI supervisor candidates is conducted continuously to meet the needs of supervisors in the field. The strategy taken by the Madrasah Education team is to propose teachers who meet the minimum requirements to become supervisors to the Regional Office of the Ministry of Religion of Central Java Province every year to take the RA/MI Supervisor exam or selection, and those who pass the exam will be made available as a reserve when the appointment of RA/MI supervisors is needed (Interview with the Chairman of POKJAWAS, H. Makmuri, M. Pd.). For those who pass at the provincial level, their appointment will be immediately proposed according to the needs by the Head of the Ministry of Religion Office of Batang Regency after considering the suggestions and inputs from the Head of the Madrasah Education Section and POKJAWAS (Supervisory Working Group). RA/MI supervisors are functional positions assigned to oversee educational activities within their working area. Therefore, the input from the RA/MI Supervisor must be well maintained so that they can carry out their duties optimally.

Based on an interview with the Head of Penmad, namely H. Munif, M.Pd., the selection of RA/MI Supervisors in accordance with the researcher's interview with the Madrasah Education staff of the Office of the Ministry of Religion of Batang Regency was carried out in accordance with the conditions determined by the government in the Regulation of the Minister of National Education (PERMEN DIKNAS) number 12 of 2007, namely, 1) Have a minimum of bachelor's education (S1) or diploma four (D-IV) education from accredited universities, 2) RA/TK teachers certified as educators as RA/TK teachers with at least eight years of work experience in RA/TK or RA/TK principals with a minimum of 4 years of work experience to become RA/TK supervisors. Teachers of SD/MI certified educators as SD/MI teachers with a minimum of eight years of work experience in SD/MI or SD/MI principals with 4 years of work experience to become SD/MI supervisors, 3) Have a minimum rank of piñata group III/c., 4) Be at least 50 years old, since being appointed as an education unit, 5) Fulfill competencies as supervisors of education units and functional training of supervisors in institutions determined by the government, 6) Pass the selection of supervisors of educational units.

### **Creating the Best Possible Work**

Creation is understood by neo-classical organizational theory as the degree of intensity of delegation, authority, delegation, authority and responsibility. In carrying out the duties and coordination, the RA/MI Supervisor coordinates it under the auspices of the Madrasah Education section of the Ministry of Religion of Batang Regency.

The Madrasah Education Section is in charge of managing activities related to the management of madrasahs. Madrasah management is related to the head of the madrasah, teachers, students, administrative staff whose tasks in the field are carried out by the RA/MI Supervisor. Madrasah Education Supervisor is also in charge of managing the RA/MI Supervisor.

In the functional planning activities of RA/MI supervision in Batang District, the participation of various parties is very important to achieve maximum results. This process began with the formation of a work program making team consisting of madrasah heads and daily administrators of the Madrasah Ibtidaiyah Working Group (KKMI) and the Raudhatul Athfal Working Group (KKRA) in Batang District. In this area, there are 6 Madrasah Ibtidaiyah (MI) and 13 Raudhatul Athfal (RA) that are actively involved in the formulation and implementation of work programs. After the work program is prepared, the next activity is the implementation of coordination meetings consisting of monthly meetings, end-of-semester meetings, and annual meetings.

Monthly meetings have several important objectives, including conveying information and activities from the Madrasah Education Section (Kasi Penmad), conveying student activities, providing managerial guidance to the heads of MI and RA, receiving reports, conveying appeals related to health

protocols, and evaluating activities that have been carried out for a month. The end of the semester meeting aims to evaluate madrasah activities and student activities, follow up on activities that have not been carried out optimally, and evaluate all activities in one semester.

Meanwhile, the annual meeting is a forum for a thorough evaluation of all madrasah work programs and student activities that have been carried out for one year. The creation of the work program is carried out at the beginning of the school year and becomes the basis for the implementation of activities for the next year. After the work program is determined, regular meetings, monitoring, and supervision are carried out every month by the Supervisor of Islamic Religious Education (PPAI) of Batang District to ensure that the implementation of the program runs well. The entire process of implementing this work program is a joint responsibility between PPAI and KKMI, which collaborate in an effort to improve the quality of RA and MI education in the Batang District area.

The implementation of the Work Program (Proker) meeting began with a briefing by the RA/MI supervisor and then continued with a question and answer or coordination with the Heads of RA/MI about the existing obstacles so that later a good solution and solution for the progress of MI/RA would be found. The implementation of meetings or coordination of activities is carried out at Madrasah or Borrow Places at KUA of each sub-district from the supervisor. In the implementation of the meeting, proposals will be produced which will later be used as a Work Program.

In the implementation of the Work Program (Proker) or the preparation of the Work Program, the community is involved in this case, which is usually represented by the respective Madrasah Committee. Proposals from the Madrasah Committee will be studied together with KKMI and the Supervisor so that it becomes an ideal Work Program for Madrasah and RA. After the Proker preparation meeting is completed, there will be implementation in the field which will be carried out by the Head of Madrasah and teachers. This is so that the indication of the success of these programs will be seen in students which can be seen from the achievements and abilities of the students. Thus, it can be used as a benchmark for whether the program that is prepared and planned has been successful or not. In addition, community satisfaction will also be obtained when parents receive reports on learning outcomes from their children.

### **Bottom-up Management**

Structural management is understood by neo-classical organizational theory as a place to eliminate friction and conflict between different functions or harmonize between staff and lines in achieving organizational goals through participation, junior boards, bottom-up management, recognition of individual freedom, and better communication. The Supervisor of MI/RA Batang District during the process of carrying out duties always provides direction and guidance to the object of supervision on a regular and continuous basis. As for the RA/MI supervision process itself, it is carried out by the Head of Office which is delegated to the Head of Madrasah Education to run it. The Head of Madrasah Education conducts supervision and briefings are carried out once a month which is usually carried out in the hall of the Office of the Ministry of Religion of Batang Regency. The objects that are supervised and carried out are about managerial in the field and the preparation of administrative reporting so that it can be orderly.

The process of carrying out the duties of an RA/MI Supervisor which is so many and extensive certainly needs to be managed by the Madrasah Education Supervisor so that the RA/MI Supervisor can carry out his duties properly. The management carried out is by maintaining human resources (HR), improving welfare and facilities and infrastructure to support supervisory performance. RA/MI supervisors carry out their performance to improve the quality of education by compiling monthly and annual Work Programs.

## **Use of the Best Possible Effect to Motivate Employees**

According to this theory, it is necessary to pay attention to individual differences including managerial skills, human types and supervisory functions, and the creation of effective communication. There are several best possible forms for RA/MI Supervisors, including the following.

### **Improving the Quality of Human Resources (HR)**

The Ministry of Religion tries to maintain the quality of Human Resources (HR) starting from the recruitment of supervisors, because before being included in the selection of supervisors at the Regional Level of the Ministry of Religious Affairs of the Province, teachers who are included to take part in the selection have been known their competence through the report of the RA/MI Supervisor in the sub-district area and proposed to the Madrasah Education sie at the Regency Ministry of Religion Office. Improving the quality of human resources (Human Resources) is carried out by delegating RA/MI Supervisors to seminar or training education activities held by the Regional Office, but in this case the RA/MI Supervisors cannot participate because there is only one representative in each district. This is because the budget of the committee is very limited so that not all RI/MI Supervisors can follow it.

In this case, it is an agreement that the RA/MI Supervisors who participate in the activity must provide information to their district colleagues so that all Supervisors but get new knowledge or information that can help in their performance. The submission of RA/MI Supervisors in training is to improve the quality of RA/MI Supervisor human resources so that they increase knowledge, performance methods in the implementation of PPAI tasks so that they can be carried out optimally.

### **Improvement of Suggestions and Infrastructure**

The improvement of supporting facilities and infrastructure is always tried by the Ministry of Religion but this is very minimal because it returns to a limited budget so that it is not biased to the maximum, in accordance with the performance tasks of the RA/MI Supervisor which is so many and extensive that it requires performance support facilities, namely books as performance guidelines, ATK, computers, filling, cabinets, workspace, operational vehicles and things that support its performance. But as said by the Madrasah Education staff, there are only 7 vehicles available in the district even though the number of regions is 15, thus the equal distribution of vehicles as work facilities cannot be applied in the field. Meanwhile, the facilities or facilities and infrastructure to support the performance of RA/MI Supervisors are far from perfect. The workspace is so limited even though the Supervisor's task is to hold a meeting with the madrasah for that the Supervisor takes steps by using the KUA (Office of Religious Affairs) or madrasah classroom as a meeting room.

### **Improved Well-Being**

In addition to improving the quality of human resources and providing adequate facilities and infrastructure, what needs to be considered is the welfare of RA/MI Supervisors. Henceforth, the Supervisor will receive certification allowances in his position. Of the many Supervisors at the Ministry of Religion of Batang Regency, they have participated in certification through portfolio assessment and all have received certification allowances.

The RA/MI supervisor in carrying out his duties is responsible to the Head of the Regency Religious Ministry in the field of personnel administration and the implementation of ministry policies. RA/MI Supervisors have a Working Group called POKJAWAS (Supervisory Working Group) consisting of RA/MI Supervisors throughout Batang Regency, Pokjawas is formed based on KMA which has a three-year service period. The Chairman of the Working Group was elected in a complete meeting

attended by the Head of the Office of the Ministry of Religion of the Regency, the Head of the Madrasah Education Section, the Head of the Early Education Section and Islamic Boarding School and all RA/MI Supervisors who were subsequently equipped with management as needed.

In this case, the Pokjawas is tasked with planning, describing, and functionally supervising supervisory tasks at the District Level and organizing the improvement of the quality of supervisors through discussions, workshops, and sending Supervisors to meetings organized by the Region of the Ministry of Religion or the Religious Education and Training Center, thus the Pokjawas also supervises the quality of RA/MI Supervisors so all supervisors have the right to assess their peers to improve the quality of human resources. (Interview with supervisor). The Madrasah Education Section also conducts supervision so that the quality of RA/MI Supervisors can be properly guaranteed.

### **Conclusion**

Analysis of the management of RA/MI supervisors in Batang sub-district based on the neoclassical theory approach shows that the management of educational supervision does not only depend on formal structures and hierarchical authority, but also prioritizes participatory, humanistic, and coordinative aspects. The six principles of neoclassical theory, namely participation, job enlargement, bottom-up management, finding the best possible person, creating the best possible work, and using the best possible effect, have been implemented in supervisory practice.

Supervisors not only act as controllers, but also as facilitators, motivators and collaborative partners for madrasah heads and teachers. Through the POKJAWAS forum and regular coordination with various stakeholders, supervisors are able to create a work environment that is conducive, transparent and oriented towards improving the quality of education. Thus, the neoclassical theory approach in RA/MI supervisory management has proven to be relevant and effective in encouraging the professionalism of supervisors and the successful implementation of educational programs at the madrasah level.

### **References**

- Arifin, Z. (2018). Efektivitas supervisi pendidikan berbasis pendekatan humanistik terhadap peningkatan mutu pembelajaran di sekolah dasar. *Jurnal Manajemen Pendidikan*, 9(2), 112–124.
- Aqib, Z., & Rohmanto, E. (2008). *Membangun Profesionalisme Guru dan Pengawas Sekolah*. CV.Yrama Widya.
- Cropley, A. (2019). Introduction to qualitative research methods. In *A research handbook for patient and public involvement researchers*. Zinātne. <https://doi.org/10.7765/9781526136527.00012>.
- Habibullah, A. (2013). Kinerja Pengawas Pendidikan Agama Islam. *EDUKASI*, 11(06), 46–64.
- Miles, M. B., & Huberman, A. M. (2009). *Analisis Data Kualitatif* (T. R. Rohidi (ed.)). UI-Press.
- Moleong, L. J. (2013). *Metodologi Penelitian Kualitatif*. Remaja Rosdakarya.
- Saputra, M. A. (2016). Kompetensi Pengawas Madrasah dan PAI di Kabupaten Bone, Sulawesi Selatan. *Al-Qalam*, 18(2). <https://doi.org/https://doi.org/10.31969/alq.v18i2.80>.
- Sari, D. P., & Nugroho, M. S. (2020). Pendekatan human relation dalam supervisi pendidikan di madrasah. *Jurnal Kependidikan Islam*, 8(1), 75–89.

- Siagian, S. P. (2015). *Teori dan praktik kepemimpinan*. Jakarta: Rineka Cipta.
- Siahaan, A., Ida, Semua, Cerita, Yang, Tlah, Dalam, Satu, Cinta, & Kita. (2006). *Manajemen Pengawas Pendidikan*. Quantum Teaching.
- Sulityorini. (2009). *Manajemen Pendidikan Islam Konsep Strategi dan Aplikasi*. Teras.
- Theofaldy, B. (2013). Alur Komunikasi Vertikal dalam Meningkatkan Semangat Kerja Pegawai di Kantor Dinas Pendapatan Daerah Kota Samarinda. *Jurnal Ilmu Komunikasi*, 1(3), 319–334.
- Wibowo. (2014). *Manajemen kinerja*. Jakarta: Rajawali Pers.

### Copyrights

Copyright for this article is retained by the author(s), with first publication rights granted to the journal.

This is an open-access article distributed under the terms and conditions of the Creative Commons Attribution license (<http://creativecommons.org/licenses/by/4.0/>).