

## Supervision of Hajj Guidance Groups in West Sumatra

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### Abstract

*The purpose of this study was to find out the methods used by the Regional Office of the Ministry of Religion of West Sumatra Province in managing Hajj Guidance Groups and the challenges faced in implementing it. A qualitative methodology, in the form of a field survey with a descriptive focus, was used in this research. The research findings show that there are five steps of supervision in the monitoring system: planning, establishing measurement of activity implementation, comparing implementation with standards, analyzing deviations, and corrective action. The challenge faced by the Regional Office of the Ministry of Religion of West Sumatra Province in guarding Hajj Guidance Groups is that it is far from Hajj Guidance Groups and there are still group that violate the rules. In carrying out optimal supervision, the Regional Office of the Ministry of Religion cooperates with the local district or city Ministry of Religion, both in relation to Hajj Guidance Groups operational permits and in the operational activities itself.*

*Keywords: Guidance Groups; Hajj; Supervision*

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### Introduction

Performing the Hajj is a truly awe-inspiring and honourable act. The Prophet Muhammad (peace be upon him) performed the Hajj only once, in the tenth year of the Hijri calendar. Yet at that time, he had frequently performed the Umrah and the Hajj every year (Abdullah, 2022). According to historical records, the Prophet Muhammad (peace be upon him) performed the Umrah three times, the last of which coincided with his first and final Hajj. Its official name is the Farewell Pilgrimage (Deswara, 2023) The Hajj is a form of worship that prioritises the ability and capacity of those who wish to perform it. The issue of ability refers to financial means and physical health, so that pilgrims can endure the hardships of the Hajj, which is often likened to a “lesser jihad” (Ashari et al., 2026). This condition of commitment is in accordance with the word of Allah in Surah Al-Imran [3]:97:

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their well-being in all aspects of life. The administration of the Hajj is not entirely out of the government's hands; there are institutions tasked with overseeing the Hajj to ensure its effective implementation and the achievement of its objectives. In the operations of any organization whether a religious institution or otherwise, a monitoring system is also necessary to oversee and guide activities so they run smoothly, such as the oversight conducted by the West Sumatra Provincial Office of the Ministry of Religious Affairs over the KBIH (Ishom, 2018)

Every year, the Hajj pilgrimage is marked by various issues that draw both praise and criticism from various quarters, expressed both verbally and in writing. The majority of the discourse that consistently surfaces centers on dissatisfaction with the organizers' management and the services provided. On the other hand, the government has made various efforts to improve managerial aspects, human resources, facilities and infrastructure, as well as operational procedures, through various innovations and enhancements. These efforts have even extended to the guidance system, which still exhibits bias, giving the impression that it is still in a trial phase (Hakim, 2024)

In the operations of an organization, religious institution, or other entity, a monitoring system is essential to oversee the implementation and direction of activities—such as the oversight conducted by the West Sumatra Provincial Office of the Ministry of Religious Affairs over KBIH to ensure that activities run smoothly. Oversight plays a crucial role in KBIH operations; it helps minimize potential errors. With the proliferation of Hajj and Guidance Groups each year, it is necessary for the Regional Office of the Ministry of Religious Affairs to establish a monitoring system to ensure the smooth performance of the pilgrimage by prospective pilgrims. Furthermore, it is evident that the Regional Office of the Ministry of Religious Affairs places a high degree of trust in the KBIH, and there are still uncertified guides providing manasik guidance to pilgrims.

The increasing number of KBIHs and their scattered distribution across the various regencies in West Sumatra have made it difficult for the Regional Office of the Ministry of Religious Affairs to oversee their operations. Furthermore, the issue of a two-year delay in the departure of Hajj pilgrims has resulted in pilgrims being rescheduled for the following year. Not only that, but on the ground, pilgrims come from diverse and heterogeneous backgrounds—in terms of education, occupation, and age which results in varying levels of understanding and reception of guidance materials.

Thus, it can be concluded that as the number of pilgrims with various issues increases,

the guidance provided by KBIHs becomes insufficient because, fundamentally, the guidance is provided in a general manner. Therefore, supervision of KBIH operations by the West Sumatra Provincial Office of the Ministry of Religious Affairs is crucial; if such supervision is conducted independently, the activities at the KBIH will be carried out with greater discipline. Additionally, the council meeting was postponed to next year due to an issue that caused the pilgrims' departure to be delayed for two years.

Several previous studies on this oversight system have yielded diverse findings and enriched the analysis of the oversight system. A number of studies have been conducted based on indicators related to the oversight and implementation of the Hajj and Umrah pilgrimages (Hasugian & Asmuni, 2025). In carrying out oversight, there is cooperation between the regency/city Ministry of Religious Affairs offices and the provincial Ministry of Religious Affairs regional (Etriana Ety, 2018). Supervision is carried out through SISKOHAT at the Regional Offices of the Ministry of Religious Affairs to monitor the regular Hajj registration process. Supervision is conducted in accordance with Ministerial Regulation No. 8 of 2018 (Marina, 2019). Supervision is the process of determining whether operational activities in the field are in line with established objectives (Marina, 2019).

Based on this description of the phenomenon, it is important to study the oversight system implemented by the West Sumatra Provincial Office of the Ministry of Religious Affairs and to identify the challenges faced in carrying out this oversight; this is essential for ensuring the smooth conduct of the Hajj pilgrimage.

## **LITERATURE REVIEW**

### **Supervision**

Supervision is a managerial activity that involves ensuring that an organization is heading in the right direction or following a set of predetermined objectives. Managers identify the root causes of problems before correcting them and steering the organization back on track. Supervision is the process by which leaders check to see whether the results of their subordinates' work align with established plans, directives, objectives, or policies. However, the term "control" is often used to convey the concept of supervision, and this includes the idea of plans and standards based on managerial intentions and objectives. These standards can take the form of quotas, targets, or rules for monitoring performance (Glendoh, 2000).

Supervision is the process of monitoring all organizational activities to ensure that all activities are carried out in accordance with established plans. In summary, supervision

is an action taken to ensure that programs or activities are carried out as specified and achieve the established objectives. Supervision is conducted repeatedly to monitor and correct all activities being carried out. It serves as a tool to measure whether activities are being carried out effectively and as a control mechanism to ensure that objectives are met. (Mutakallim, 2016) The role of oversight encompasses more than one activity or task. However, the management board's objective is to gain a comprehensive view of the integrated balance of work across units. Given the growing trend toward decentralization, oversight can serve as a technique for measuring the overall efforts of top managers in supervising all planning and coordination within partially autonomous divisions (Phan et al., 2023).

According to Handoko, monitoring indicators include establishing standards (planning) and setting performance standards (planning)—that is, as units of measurement that can serve as benchmarks for evaluating the performance of employees currently on duty. These standards enable employees to submit reports to their superiors and allow other employees to read and understand them in order to assess the extent to which activities have been carried out. The following methods are used to measure the implementation of activities: observation, oral and written reports, automated techniques, inspection tests, or sample collection. This stage of the supervision process is crucial: comparing performance against standards and analyzing deviations. To ensure errors are not repeated in the future and to prevent significant financial losses, deviations arising from a specific process within a task must be evaluated, explained, and subsequently corrected. If corrective actions are necessary, they can be adjusted or improved in conjunction with other corrective measures. Changes to the initial standards—which may have been set too high—measurements of implementation, and the ways in which deviations are analyzed and interpreted are all examples of necessary corrections (Hani, 2012).

The purpose of supervision is to determine whether the tasks carried out in the field are in accordance with or consistent with the agreed-upon and established plans. Supervision has the primary objective of ensuring that the results obtained are consistent with what was previously established, so that activities can be carried out properly. In this way, the objectives set by an organization can be fully realized. Thus, broadly speaking, the purpose of supervision is to foster efficiency and effectiveness in every activity and to ensure that plans are carried out as intended. Therefore, the function of supervision is to assist the entire management team in fulfilling their responsibilities effectively by conducting analyses, evaluations, and providing recommendations and reports on the activities being reviewed (Saepuloh, 2024).

## **Hajj Guidance Group**

Hajj Guidance Group is a Saudi Arabian Islamic social-religious institution that operates as the confidential arm of its parent legal entity to guide prospective Hajj pilgrims through the Hajj rituals (Undang-Undang Penyelenggaraan Ibadah Haji dan Umrah, 2008). In accordance with the Minister of Religious Affairs Decree No. 317 of 2002 on the Organization of the Hajj, which designates KBIH as the foundation for official non-governmental bodies to carry out oversight, it is the duty of religious social organizations to provide guidance. In this regard, Hajj Guidance Group is required to provide guidance to pilgrims both in Indonesia and in the Holy Lands (Keputusan Menteri Agama Republik Indonesia Nomor 108 Tahun 2007 Tentang Pembentukan Panitia Penyelenggaraan Ibadah Haji Tingkat Pusat Tahun 1428 H/2007 M, 2007).

There are three key roles in Hajj planning: guidance, service, and protection of prospective Hajj pilgrims, as stipulated in Law No. 13 of 2008 on the Organization of the Hajj. KBIH is a guidance group that has been authorized by the Director General of Hajj and Umrah (PHU) to provide guidance to Hajj pilgrims, in accordance with Decision of the Director General of Hajj and Umrah (PHU) No. 59 of 2019. KBIH is responsible for providing Hajj guidance to prospective pilgrims, with a minimum of 45 pilgrims each year for three consecutive years (Yanti, 2025). Because the relationship between KBIH and pilgrims is patron-client in nature, standardizing KBIH to improve administrative practices is essential. When pilgrims are dissatisfied, their legal options include the rights they have as consumers. KBIH is tasked with assisting prospective pilgrims who will perform the Hajj in the holy city of Mecca. The time required to complete this orientation varies by institution. However, the average duration of the orientation is five to six months.

## **Research Methodology**

This study falls under the category of field research (file research). The research methodology employs a qualitative approach, featuring carefully crafted and structured descriptive words and sentences, from data collection through to the interpretation and reporting of the research findings (Ibrahim, 2018). If you want to examine and uncover the meaning of an event or phenomenon through a deeper understanding of the issue under study, use a qualitative approach (Muri, 2014). Since this study describes the supervision system of the West Sumatra Provincial Office of the Ministry of Religious Affairs regarding KBIH, it employs a qualitative approach. The study began on July 26, 2022, and is scheduled to be completed in 2023. This research was conducted at the West Sumatra Regional Office of the

Ministry of Religious Affairs. Data for this study were collected through observations at the West Sumatra Regional Office of the Ministry of Religious Affairs, as well as interviews with officials from the West Sumatra Regional Office of the Ministry of Religious Affairs and the Hajj Guidance Task Force. The data analysis techniques used in this study include data categorization to reduce the vast amount of data obtained, which is rich in various information, as well as data presentation and verification (drawing conclusions).

## **Results And Discussion**

The process of identifying differences or similarities between current operational activities in the field and the established plan for achieving predetermined objectives is referred to as monitoring. The monitoring system process consists of five stages that must be completed to achieve the predetermined objectives; the purpose is to facilitate the implementation of the monitoring process, including the establishment of performance standards (planning). These performance standards (planning) serve as a benchmark against which results are compared during the monitoring process.

Among these is, first, the standard for strategic planning. Strategic planning is designed to achieve objectives, ensuring that the oversight system is implemented in accordance with the plans established by the Hajj Administration Division of the West Sumatra Provincial Office of the Ministry of Religious Affairs. Additionally, strategic planning serves to minimize risks that may arise during the ongoing oversight process. The strategic planning carried out by the Hajj Organizing Division of the West Sumatra Provincial Office of the Ministry of Religious Affairs is governed by a law enacted by the central government, ensuring that the oversight strategies for all Regional Offices of the Ministry of Religious Affairs are uniform. Next is the establishment of budget standards; prior to the implementation of oversight, a budget must be established to meet financial and other requirements. Moreover, preparing this budget helps ensure the smooth implementation of the oversight activities to be carried out. All activities conducted by the Regional Office of the Ministry of Religious Affairs require a budget to ensure they are fully realized. The planning and preparation of the operational budget for the Hajj and Umrah programs at the Regional Office of the Ministry of Religious Affairs in West Sumatra Province are conducted on an annual basis.

Second, determining how to measure the implementation of activities, planning, or setting implementation standards will be futile if there is no distinct method to measure actual implementation. The success of the Hajj will be measured by how well the activities are

carried out, including how frequently monitoring is conducted during the implementation period and who the participants are. The determination of metrics for monitoring activities at the West Sumatra Provincial Office of the Ministry of Religious Affairs regarding KBIHs, in terms of the monitoring timeframe, involves holding meetings between KBIH representatives and the Regional Office's PHU division at a designated location for educational activities and the provision of information regarding work programs and related regulations, as well as conducting on-site inspections to monitor KBIH performance.

The Hajj and Umrah Guidance Group / KBIH serves as an extension of the Provincial Regional Office of the Ministry of Religious Affairs and the Regency or City Office of the Ministry of Religious Affairs in providing guidance to prospective pilgrims performing the Hajj. Regardless of the dynamics surrounding the development of KBIH and the various controversies it has faced, there are several matters closely related to the pilgrims, and KBIH bears the moral responsibility to provide educational materials and guidance to prospective pilgrims. While initially the Regional Offices of the Ministry of Religious Affairs issued KBIH operational permits, these permits are now issued by the Director General of Hajj Administration, while the Regional Offices of the Ministry of Religious Affairs only make recommendations and conduct accreditation.

During the stage of determining the implementation of activities, it was evident that through this phase, the PHU of the Regional Office of the Ministry of Religious Affairs in West Sumatra Province had fulfilled its duty to provide education and information to all KBIHs throughout West Sumatra Province, along with guidance. These activities help ensure that the KBIH carry out their duties in accordance with the guidelines established by the Hajj and Umrah Administration of the Regional Office of the Ministry of Religious Affairs. Along with the provision of education and information regarding this work program, these efforts help foster orderly and safe Hajj Guidance Groups.

Third, monitoring the implementation of activities: Monitoring of KBIH activities by the Regional Office of the Ministry of Religious Affairs is conducted in two ways: first, by observing the operational activities of KBIH; and second, by collecting reports related to issues encountered by the monitoring team or by KBIH itself. To achieve the outlined objectives—ensuring the successful organization of the Hajj and Umrah pilgrimages and enhancing the piety of prospective pilgrims— In accordance with the provisions outlined in Law No. 8 of 2009, the Regional Office of the Ministry of Religious Affairs in West Sumatra Province provides guidance to or collaborates with KBIH and oversees departures, operational documents, and other important documents.

In addition, they may submit reports to the regional office of the Ministry of Religious Affairs in West Sumatra Province, which will review them and issue an operational authorization letter for the pilgrims' departure. In carrying out their supervisory duties, the provincial and regency offices of the Ministry of Religious Affairs work together. Supervision is conducted in accordance with or based on applicable laws and regulations or in accordance with decisions made by the Ministry of Religious Affairs of the Republic of Indonesia. The smooth implementation of monitoring operations can be achieved by properly executing this stage. This implementation assessment stage evaluates whether the oversight activities carried out comply with established standards or plans. Based on the results of interviews presented by the sources, the oversight conducted by the Regional Office of the Ministry of Religious Affairs aligns with established standards or plans, although various unforeseen issues still arise. This implementation assessment can help guide corrective actions for future activities.

Fourth, a comparison of implementation against standards and an analysis of deviations: The oversight activities at the Regional Office of the Ministry of Religious Affairs in West Sumatra Province are conducted in accordance with established standards, such as carrying out activities in line with the strategic plan agreed upon and decided by the PHU at the Regional Office of the Ministry of Religious Affairs, and utilizing oversight budget funds appropriately in accordance with the established budgetary standards. At this stage, the Regional Office of the Ministry of Religious Affairs will identify any issues that arise.

From the stage of comparing implementation against standards and analyzing deviations, it can be seen that the implementation of oversight activities strives to align as closely as possible with the previously established standards. This process of comparing implementation against standards and analyzing deviations has given rise to various controversies in the conduct of oversight, as there is a need to align with established standards or plans, while the actual implementation of an activity is inevitably subject to various issues arising both internally (Regional Office) and externally (KBIH).

Fifth, corrective actions were taken based on the oversight conducted by the Regional Office of the Ministry of Religious Affairs, which ensures that oversight activities comply with established standards. During these oversight activities, various violations committed by KBIH were identified; however, the Regional Office of the Ministry of Religious Affairs addressed these violations in accordance with the

regulations of the Ministry of Religious Affairs of the Republic of Indonesia. The sanctions imposed on KBIH for violations are as follows: issuance of a warning or reprimand along with guidance; temporary suspension of the operating license; and revocation of the operating license.

This corrective action phase enables an evaluation of the implementation of oversight activities. It addresses the specific measures to be taken to ensure better and more effective oversight in the future. Although the oversight process conducted by the Regional Office of the Ministry of Religious Affairs in West Sumatra Province has proceeded smoothly, there are still several improvements to be implemented to enhance future oversight activities. The goal of these corrective actions is to ensure the smooth conduct of the Hajj and Umrah pilgrimages, with a particular focus on the KBIH as the institution responsible for providing materials related to the pilgrimage rituals for prospective pilgrims.

In carrying out its supervisory duties, the West Sumatra Regional Office of the Ministry of Religious Affairs also faces challenges; implementing activities inevitably involves various obstacles and does not always yield optimal results, as what is actually carried out in the field may not align with expectations. To achieve perfection in the organization of the Hajj and Umrah pilgrimages, supervision by the Regional Office of the Ministry of Religious Affairs over the operations of the KBIH is absolutely essential, because the proper and effective oversight by this agency will help prospective pilgrims understand the sequence of rituals to be performed in the Holy Land. For an activity to be carried out effectively and in accordance with its established objectives, a supervision system from the overseeing agency is certainly necessary. A supervision system that functions perfectly will facilitate the smooth execution of the activity. Furthermore, implementing a specific supervision system is accompanied by various challenges, some of which may occur beyond one's control or unexpectedly.

The following are some of the challenges faced by the West Sumatra Provincial Office of the Ministry of Religious Affairs in overseeing KBIHs: long distances, as KBIHs are spread across all regencies and cities in West Sumatra Province. There are still violations committed by KBIHs in their operations; these violations can include charging excessive fees to prospective pilgrims, as well as the use of KBIH-branded personal items. A KBIH must have clear guidelines or prohibitions that must be followed. The Regional Office of the Ministry of Religious Affairs of West Sumatra Province also faces these challenges in overseeing KBIHs. The following are the strategies implemented by the

Regional Office to address issues within the oversight system: Holding meetings with parties associated with KBIHs, during which the Regional Office provides guidance and education to KBIH leaders and relevant stakeholders. Providing direct guidance to KBIH leaders and imposing appropriate sanctions for violations committed, such as suspending permits, revoking operating licenses, or imposing fines.

The monitoring function in every activity becomes increasingly important as an organization grows and becomes more complex. This is due to the high number of errors and the need to evaluate the results of activities carried out without effective management of organizational operations. Despite the fact that the monitoring process is crucial because it influences future planning, it is often not carried out adequately. Enhancing accountability and transparency are the goals of oversight. If there are discrepancies or inconsistencies between implementation and planning, oversight essentially emphasizes objective corrective actions.

This definition of supervision includes guiding or coordinating actions so that resources are not wasted. Corrective actions can be taken immediately if there are deviations or obstacles in the process. To achieve good results, supervision is carried out throughout the management process. This indicates that through the supervision established in plans and programs, the division of tasks and responsibilities, as well as their implementation and evaluation, are constantly monitored and guided to ensure compliance with regulations. If errors or irregularities occur, the Regional Office of the Ministry of Religious Affairs will investigate the causes and seek solutions to the issues. This supervision enables an evaluation of KBIH's performance in providing services and guidance to Hajj and Umrah pilgrims. Consultations and discussions between the Hajj and Umrah Organizer (PHU) of the Regional Office of the Ministry of Religious Affairs and KBIH leadership serve as another form of oversight. The performance and guidance systems of KBIH are discussed, along with future performance plans, so that the findings can serve as guidelines for future actions and enhance the effectiveness of KBIH's guidance efforts.

## **Conclusion**

The Regional Office of the Ministry of Religious Affairs for West Sumatra Province has established a sound oversight system that serves as a benchmark for conducting oversight activities regarding Hajj Guidance Groups / KBIH throughout West Sumatra Province. To ensure optimal oversight, the Regional Office of the Ministry of Religious

Affairs collaborates with the local regency or city offices of the Ministry of Religious Affairs, both regarding KBIH operational permits and the KBIH's operational activities themselves. In carrying out oversight activities for KBIHs, the Regional Office of the Ministry of Religious Affairs of West Sumatra Province faces several challenges, including the great distance to the locations of the KBIHs and ongoing violations committed by KBIHs in their operations. However, despite the challenges faced in carrying out this oversight, the Regional Office of the Ministry of Religious Affairs has strategies to minimize or address these challenges.

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