

Human Capital and Policies on Professional Development of Islamic Education Teachers at the Department of Ministry Religion affair Yogyakarta

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Abstract

This research was aimed to identify the relevance of human capital concepts with policies on professional development of Islamic education teachers at the Department of Religion Yogyakarta. It was a qualitative study whose subject was PAIS section and teachers of Islamic education in Yogyakarta. The results showed that the relevance of human capital concept with the policies on professional development of Islamic education teachers accounts at the design of some event programs conducted by PAIS (School Islamic Education Institution) section and POKJAWAS through yearly cooperative meetings. These programs were aimed to develop Islamic education teachers — these programs targeted their knowledge, skills, and capability. The teachers of Islamic education become an outstanding resource in performing their profession as teachers of Islamic education.

Keywords: *Human Capital, Policies, Developing Teachers' Profession, Islamic Education*

Abstrak

Studi ini bertujuan untuk mengetahui relevansi antara konsep Human Capital dengan kebijakan pengembangan profesi guru pendidikan agama Islam pada Kantor Kementerian Agama Kota Yogyakarta. Jenis penelitian ini adalah kualitatif. Subyek penelitian adalah seksi PAIS (Pendidikan Agama Islam Sekolah), pengawas PAI, dan guru pendidikan agama Islam di Kota Yogyakarta. Hasil penelitian menunjukkan, Relevansi Konsep Human Capital dengan Kebijakan Pengembangan Profesi Guru Pendidikan Agama Islam terletak pada perumusan serangkaian program kegiatan oleh Seksi PAIS dan POKJAWAS melalui rapat koordinasi di setiap tahunnya. Kegiatan ini bertujuan untuk pengembangan guru Pendidikan Agama Islam. Program kegiatan dilakukan guna mengembangkan sisi pengetahuan, keterampilan, maupun kecakapan. guru pendidikan agama Islam dapat menjadi sumber daya yang unggul dalam menjalankan profesinya sebagai guru pendidikan agama Islam.

Kata Kunci: *Human Capital, Kebijakan, Pengembangan Profesi Guru, Pendidikan Agama Islam*

Introduction

Human resources have an essential role in a nation. An organization requires human resources to meet their goals. Human resources are identical to the term personnel, employee, human resources, and human capital.¹

High-quality human resources will support in achieving the goals of an organization or institution optimally. The quality of human resources sees through their work output such as when a job is completing.

Developing employees is aimed to keep and improve their competence in achieving organizational effectivity. Human resources in an organization must be well managed and developed to improve the chance of achieving the targeted goals. In a developed, complex organization, the leader does not need to perform all the jobs in the organization. The limited ability though, and energy demands delegation to the others.²

According to that, human resources can be human capital for the individuals and the organization or institution. This capital resources can have a role in improving productivity, effectiveness, and efficiency. Human capital in the form of knowledge, skills, and capability can be the main goal-achieving tool of an organization or institution.

The theory of human capital should not be intended only for human resource development in an organization or work institution of a company or an industry, but also in the education world, which is for teachers' professionalism. Therefore, a teacher would be able to achieve the expected educational goals more effectively.

Nowadays, teachers' professionalism is questionable. It is manifested in the teachers' capability in performing proper jobs or works professionally. In reality, the teachers' role in their work needs more attention. It is due largely to the fact that there were cases that destruct teachers' reputation.

¹ Jimmy Lumban Gaol, *A to Z Human Capital : Manajemen Sumber Daya Manusia*, cet. 1 (Grasindo, 2014), xvii, <http://onsearch.id/Record/IOSi.INLISooooo000646946>.

² *Ibid.*, hlm. 28.

In Jakarta, student victims were the victims of teacher's sexual assault. Jasra Putra, as the commissioner of KPAI, asks the government of Jakarta to evaluate school teachers due to the case of three children has a victim of sexually assaulted by a teacher at Junior High school (SMP) in Pasar Rebo, East Jakarta.³

The above case is an example of cases the break teachers' reputation. Teachers must be a role model for the students. Not only do they have to teach, but they also need to protect teachers' ethics, especially for Islamic education teachers, whose responsibility is more significant than a regular teacher. It is because the Islamic knowledge that the students get is not only merely just for science but take done in their daily life.

The case of the victim's phenomenon does that teachers' professionalism is more attention to related productivity and competence. Many educational stakeholders such as headmasters and supervisor also facilitate teachers to join events that support the professional development of teachers. On the other hand, teachers are required to work optimally with all resources and potentials to improve educational quality through teaching. In line with this, some other stakeholders such the educational managers, also need to conduct teachers' professional development according to the policies set up by the Department of Religion.

The city of Yogyakarta known as the city of education and culture implies that teachers' competence to create students' moral and characters, needs more attention. The case is that justifies that Yogyakarta call Istimewa on Special Yogya with various problems such as chaos often happens in the street. It is pitiful because the actors of the chaos were school students. The following is a chaos case young criminality and conflict street (*Kliih*) by students in Yogyakarta:⁴

³ Ibnu Hariyanto, "3 Siswa Jadi Korban Pencabulan, KPAI Minta Kinerja Guru Dievaluasi," *Detik News*, 2018, <https://news.detik.com/berita/d-3810772/3-siswa-jadi-korban-pencabulan-kpai-minta-kinerja-guru-dievaluasi>.

⁴ Ahmad Syarifudin, "5 Pelaku Aksi Klitih di Jalan AM Sangaji Yogya Diringkus Polisi, Ternyata Mereka Masih Pelajar SMP," *TRIBUNJOGJA.COM*, 2017, <http://jogja.tribunnews.com/2017/12/22/5-pelaku-aksi-klitih-di-jalan-am-sangaji-yogya-diringkus-polisi-ternyata-mereka-masih-pelajar-smp>.

The Criminal Investigation Bureau of Police Sector of Jetis and Fighter Interceptor Unit of City Police Precinct of Yogyakarta successfully arrested five suspects of street stubbing by *Klitih*. He was reported the *klitih* on Thursday (21/1/20017) with Pitifully, the five arrested people were still at school age and were known to be students of SMP.

According to the above report, the actors of the chaos were school students who, in this case, became the primary attention of school teachers, demanding more guidance and counseling from particularly the Islamic education teachers. They should figure out a proper way to teach and guide their students to be people with outstanding and applaudable characters. Therefore, many programs from the Department of Education have been intended to evaluate teachers' productivity.

That condition is a task for schools especially the teachers of Islamic education. Teachers' professionalism must be gradually and continuously developed to improve their competence.⁵ Continuous professional development for teachers is indispensable to develop teaching-factory-based lessons and competency-based assessment).⁶

The Department of Religion Yogyakarta conducted sustainable professional development program (PPKB) in order to improve teachers' competence and productivity sustainably.⁷ It shows that the Department of Religion was responsive to Islamic education teachers' professional development. The Department of Religion is a regional office of the Ministry of Religion.

Therefore, research on the relevance of human capital concept with the policies on professional development for Islamic education teachers at the

⁵ Soeharto, Sukir, and Ariadie Chandra Nugraha, *Model Pengembangan Keprofesian Berkelanjutan Guru SMK Program Keahlian Ketenagalistrikan Menggunakan Multimedia Interaktif Berbasis Portal E-Learning*, 2014, <http://lppm.uny.ac.id/model-pengembangan-keprofesian-berkelanjutan-guru-smk-program-keahlian-ketenagalistrikan-menggunakan-multimedia-interaktif-berbasis-portal-e-learning-o>.

⁶ Endang Wuryandini, "Analisis Permasalahan dan Kebutuhan Pengembangan Keprofesian Berkelanjutan Guru SMK Bidang Keahlian Bisnis dan Manajemen Pascasertifikasi di Kota Semarang," 2014, <https://publikasiilmiah.ums.ac.id/xmlui/handle/11617/4829>.

⁷ Maryani, "Kemenag Siapkan Program Pengembangan Keprofesian Bagi Guru Madrasah," *Kemenag*, 2017, <https://www2.kemenag.go.id/berita/490037/kemenag-siapkan-program-pengembangan-keprofesian-bagi-guru-madrasah>.

Department of Religion Yogyakarta is essential. The definition of a human capital concept can be related to the education world through its relevance to the policy development on the Islamic teaching professionalism.

Human Capital Concepts on Islamic Education in POKJAWAS Yogyakarta.

There are various terms from experts about human capital. For example, Chr. Jimmy L. Gaol defined human capital as knowledge, expertise, ability, and skills that make people as an asset or capital for a company.⁸

Then Samagaio & Rodrigues stated,⁹

“human capital as knowledge/skills as opposed to experience/education, and that specific human capital attributes (task-relatedness) affect organizational success more than general human capital (low task-relatedness) does. In knowledge-based organizations such as reporting, human capital is an important source of innovation and strategic renewal.”

Meanwhile, according to Matthewman,¹⁰

Human capital is the sun of knowledge, skills, experience, and other relevant workforce attributes that reside in an organization’s workforce and drive productivity, performance, and achievement, of strategic goals.”

According to the above definitions, human capital is an asset of the organization Institution or a company. It is because its existence can benefit the organization or company to achieve its goals.

Fitz-enz stated that there are three aspects of preparing human resources as human capital. These include understanding costumers’ (society’s) need in public sector, setting up competences and human resource roles in conducting their jobs as a public servant, and developing capability

⁸ Lumban Gaol, *A to Z Human Capital: Manajemen Sumber Daya Manusia*, hlm. 696.

⁹ Lantip Diat Prasajo, Amirul Mukminin, and Fitri Nur Mahmudah, *Manajemen Strategi Human Capital Dalam Pendidikan* (Yogyakarta: UNY PRESS, 2018), hlm. 38.

¹⁰ Lumban Gaol, *A to Z Human Capital: Manajemen Sumber Daya Manusia*, hlm. 696.

chain continuous concerning human resources quantitatively and qualitatively to support their roles.¹¹

Mayo stated that there are five components of human capital. The first component is own capability, which includes knowledge, skills, experience, networks, and capability of achieving success, development potential, and everything they bring into work from other sides of their life. The second component is individual motivation, which includes aspiration, ambition, support, work motivation, and productivity. The third component is leadership, includes the visual clarity of the top managers and their ability to communicate the vision and to behave accordingly. The fourth is the organizational climate, which includes organizational culture, primarily related to freedom of innovation, openness, flexibility, and respects to a behavior. The fifth component is workgroup effectiveness, which includes support, mutual respects, sharing in vision and shared values.¹² Each component has different roles in creating human capital for an organization which eventually determine the value of the organization.

Professional Development of Islamic Education Teachers by POKJAWAS

The policy of professional development of Islamic education teachers in the Department of Ministry Religion affair in Yogyakarta, PAIS section makes assisted by Evaluators' working unit (POKJAWAS). PAIS section is the section whose job is to manage Islamic education teachers at schools. This section also maps the staff's activities including teachers' data recording and teachers' service regarding performing their duties. Islamic education supervisors assist the working mechanism of PAIS in managing Islamic education.

The management of Islamic education teachers related to professional development cannot be done directly by the PAIS section independently. The education supervisors assist PAIS section as a functional resource of the Department of Religion Yogyakarta. The main task of the education supervisor is to control and to give useful advice for Islamic education

¹¹ Lantip Diat Prasoj, Amirul Mukminin, and Fitri Nur Mahmudah, *Manajemen Strategi Human Capital Dalam Pendidikan*, hlm. 41.

¹² *Ibid.*, hlm. 43.

teachers in order for them to comprehensively accomplish their jobs including teaching and its administrations. The teaching administration, in turn, affects teachers' career regarding their incentives. The management often faces problems. The teachers of Islamic education are not only chosen from the Department of Ministry Religion affair but also other department specialization Indonesia policy. The department of ministry education and culture also selects Islamic education teachers for SMP and SMA for teaching PAI. The Department of Ministry Religion affair still handles the teachers' training on its project. It becomes an obstacle especially when PAIS gives service related to the budget proposal.

Moreover, the academic supervision conducted by the supervisor of the Islamic education supervisor aims to identify the productivity of Islamic education, from which teachers develop monitoring skill for the development of human resources. The supervisors are functional workers that are obliged to directly go to schools in order to do the training for Islamic education teachers. Therefore, PAIS section and Islamic education teacher supervisor have coordinative relations. PAIS section would not conduct the training without letting the supervisors know and vice versa except for simple, incidental teaching training such as teaching methods in the class. The policies on the professional development of the teachers cannot be spontaneously planned based on the work meetings or coordinative meetings either at the internal of PAIS or POKJAWAS. The designing process into three, the first third of the gross budget, two third of the flexible budget, and fixation. The arrangement of event programs for 2018 prepares in 2017. The arrangement of event programs for 2019 prepares in 2018. Coordinative meeting of PAIS and the supervisors are in mid-April 2018.¹³

PAIS section designs policies on professional development of Islamic education teachers in several stages. The design stages involve POKJAWAS as the stakeholder of Islamic education who knows more about the reality in the field. Therefore, the policies made will be adjusted with the needs of the teachers so that it takes expected that the procedures for the policy design can result in actual policies.

¹³ Kaharuddin Noor, "The Head of PAIS" (2018).

When designing policies for the teachers' professional development, collaboration is important between PAIS, POKJAWAS, and teachers. As the policies' target is the teachers of Islamic education teachers, the policies need to be established by the Department of Religion based on the need of the teachers. Therefore, the teachers also need to be active to convey any complaint they face for their betterment.

Management of teachers and their professional development are two main parts that PAIS section needs to pay attention, in assistance of the supervisors. The professional development takes in improving human resources continuously specially to boost their competitiveness. Among the programs that PAIS section and POKJAWAS can do is a professional teacher training. Professional means objective. The training for the Islamic education teachers either selected by PAIS or POKJAWAS Department of Religion. Policies management of Islamic education teachers' professional development through PAIS section requires attention for the teachers' professional development. PAIS section cannot design the policies and conduct the teacher training without assistance from Islamic education evaluators. In designing and managing policies, there are three parts, planning, action, and evaluation.

Kaharudin Noor, as the head of PAIS section, stated that there are three stages in accomplishing policy plans, the first third, middle two third, and the whole at the end. After the decision and approval of the team, the design will report to the head of the department in three stages of management, budgeting or planning, action, and evaluation.

Human Capital in Teachers' Professional Development POKJAWAS project

As a professional, an Islamic education teacher should be able to develop according to their potentials, including their knowledge, skills, and capabilities. Quality education results from outstanding and competent teachers. Islamic education teachers are potential human resources that can be managed by the education managers. Therefore, PAIS section and the supervisors conduct the development of human resource for Islamic education teachers in order for them to develop their potentials that include

knowledge, skills, and capabilities. This achievement is called the capital of Islamic education teachers.

PAIS section and POKJAWAS, as a working unit form the department of religion Yogyakarta, need to empower the Islamic education teachers to conduct their primary task and function professionally. It is because Islamic teaching is delivered through and by the Islamic education teachers. The teachers require not only skills in teaching and conveying the materials, but other competence such as leadership and social skills so that they can be the role models for all students. Therefore, the Islamic education teachers are demanded to have the competence that includes pedagogy, personal, social, professional, and leadership, hence the competence is reflected within the individuals of the teachers.

The policies on teachers' professional development at the Department of ministry Religion affair Yogyakarta creates new programs for Islamic education teachers designed by PAIS section in cooperation with POKJAWAS. The program takes managing in three stages, planning, action, and evaluation. Planning results from proper scientific analysis from PAIS section and POKJAWAS in cooperative meetings. The action is conducted based on the planning. If some part of the planning is not objective to the target, revision on the plan does conduct that the activities planned will be objective too. The last is the evaluation, which is the process of reevaluating the activities that have been done to be the reference for the next year programs.

According to Syaiful Sagala, human capital is the efforts of empowering human resource potential in an organization and a nation to improve the quality and productivity of the government for the sake of society's prosperity.¹⁴ In the context of professional development of Islamic education teachers, PAIS section and POKJAWAS Department of Religion Yogyakarta conduct this by designing new event programs for the teachers. The management through PAIS section and POKJAWAS is a method of

¹⁴ Syaiful Sagala, *Human Capital: Membangun Modal Sumber Daya Manusia Berkarakter Unggul* (Bandung: Alfabeta, 2017), vii, <https://books.google.co.id/books?id=xBVNDwAAQBAJ&printsec=frontcover&dq=Syaiful+Sagala,+Human+Capital&hl=id&sa=X&ved=oahUKEwj82KDC7drfAhXafCsKHYS8CQYQ6AEIKTAA#v=onepage&q=Syaiful+Sagala%2C+Human+Capital&f=false>.

human capital management applied by the Department of Religion Yogyakarta.

The teachers of Islamic education, as human resource, are developed through services from PAIS section and POKJAWAS in the form of yearly new event programs. The Islamic education teachers can get lessons from many programs designed by PAIS section in cooperation with POKJAWAS so that they can do their task as teachers professionally.

In the concept of human capital, the resource has a role in making the individuals capable of being professional. With their potentials, they are expected to play essential roles in serving the society based on their needs. In the context of teachers' professional development through PAIS section in cooperation with POKJAWAS at the Department of Religion Yogyakarta, the event programs are arranged based on coordinative meetings intended for the Islamic education teachers to be able to develop their potentials. Ahmadi Sholihin, as an Islamic educational supervisor, stated that although there are teachers with great teaching performance but not good in administrations. Also, some teachers are good at administrations but not good for teaching. Teachers only teach how to Islamic knowledge only.¹⁵

According to the interview, POKJAWAS assumed that it needs to conduct training and services for the professional development of the Islamic education teachers in order for the teachers to conduct their duties as teachers and to be good administratively. The Islamic education teachers must obey this. They need to conduct their task as professionals competent in giving service, not only to the students but also to PAIS section for teacher's certification. In line with that, Ali Shofa, as a staff of PAIS section, education management section stated that the consequence for the teachers who do not meet the qualifications is the ceased incentives. The ceased incentives include a functional incentive or teacher's professional incentives.¹⁶

Therefore, professional development of Islamic education teachers, in this case, human capital, is conducted through the PAIS section and POKJAWAS by designing yearly event programs to develop their teaching profession. Teachers' professional development gives conducting event

¹⁵ Ahmadi, "The Supervisor of Islamic Education" (2018).

¹⁶ Ali Shofa, "PAIS Staff Section Educational Management" (2018).

programs for Islamic education teachers to broaden their knowledge, skills, and capabilities. Similar to the event program on teaching and research curriculum of Islamic education (PAI K-13), for teachers of senior high schools and vocational high schools, it is intended for developing the knowledge and skills in line with the curriculum done. In order to strengthen the capabilities of Islamic education teachers, in the yearly coordinative meeting, there is a cooperative meeting program (KKG) for elementary school teachers, and MGMP for senior and junior high schools, and vocational schools.

Nevertheless, according to some of the Islamic education managers, sometimes KKG and MGMP do not work due to the lack of appreciation from the Islamic education teachers. Darowi, as the head of KKG SD in Gondokusuman, stated that the purpose of KKG is to make better teachers. However, several reports indicated that some teachers did not obey the lesson plan (RPP). The teachers can share RPP in KKG.

Nonetheless, the teachers themselves are not active at KKG.¹⁷

The above interview showed that sometimes KKG and MGMP forum are not appreciated by the Islamic education teachers. However, according to PAIS section and POKJAWAS, to improve teachers' competence, they are facilitated with cooperative meeting KKG and MGMP, expecting that it helps them to gain their potentials and hence, improving their professionalism in Islamic education.

According to Agung, individual competence is the sum of knowledge, talents, skills, and attitudes.¹⁸ These four results from individual capability, individual motivation, leadership, work-ground effectiveness, and organizational climate. It related to the above, PAIS section which cooperates with POKJAWAS that manage the Islamic education teachers. The management is expected to improve Islamic education values, which, in this case, is the individual competence.

Through the event program planned, the Islamic education teachers participate in a set of events designed by PAIS section and POKJAWA every

¹⁷ Darowi, "Islamic Education Teacher SD N Terbangsari" (2018).

¹⁸ Syaiful Sagala, *Human Capital: Membangun Modal Sumber Daya Manusia Berkarakter Unggul*, hlm. 233.

year. The education supervisors monitor does Their capabilities. Once there is something to fix, the supervisor will conduct training. Moreover, whenever it is essential, the supervisor will collaborate with PAIS section to conduct event programs for the teachers. The examples of this are the teaching and curriculum evaluation program, technical training in making exam questions, and sustainable professional development program. The latter was intended to train the teachers to construct exam questions with simultaneous guidance from PAIS section and POKJAWAS.

Other than the program with the theme “Improving insights and skills for Islamic education teachers,” PAIS section also designed a program with a purpose of creating a healthy organizational climate such as coordinative meeting – MGMP and KKG. The forum is conducted to improve teachers’ creativity through MGMP and KKG. The teachers of Islamic education would form a team for the program. Through the event program, PAIS and POKJAWAS only give suggestion and guidance if needed. Based on the program, Islamic education teachers are guided to have their organizational climate to develop their professionalism.

Besides, PAIS and POKJAWA also design event programs aimed to motivate and entertain Islamic education teachers to improve their mutual friendship and to build an organizational culture among them. Quranic recitation competition (MTQ), for example, is conducted yearly. Therefore, the event program designed at the Department of Religion Yogyakarta through PAIS in coordination with POKJAWAS is aimed to improve the teachers’ skills and to motivate them to make more efforts for their professionalism, to train them leadership skills, to build organizational cultures good for the development or their professionalism.

According to the above discussion, it is apparent that the policy of the Department of Religion Yogyakarta concerning developing the professionalism of Islamic education teachers through PAIS section in collaboration with POKJAWAS is relevant to the concept of human capital. It is evident from the event program for teachers of Islamic education that is aimed to improve teachers’ professionalism and Islamic Education.

In the concept of human capital, the productivity of human resources can be measured to improve professionalism at work. The measurement from

the human capital concept is expected to give some added values regarding knowledge, capabilities, and skills. The measurement in human capital concept is conducted generally using some instruments such as recruiting new employees or rotated jobs, education and training and giving rewards. The human capital quality will appear from the measurement instrument. Regarding the policy for developing Islamic education teachers, PAIS section and POKJAWAS, as the stakeholder of Islamic education conduct services and training for the teachers with great attention on the indicators set up as supervision instruments.

The management of Islamic education teachers through PAIS and POKJAWAS is ordering to develop the teachers' professionalism. In POKJAWAS, the management is giving guidance and teaching supervision.¹⁹ The indicator for good teachers is their ability to teach in order and to have discipline administration skills. In line with the management is applying teaching rotation for PAIS section in collaboration with POKJAWAS with the purpose of determining the event program for professional development to improve the competence of Islamic education teachers. It is the relevance of human capital concept with the policy of developing Islamic education teachers' professionalism at the Department of Religion Yogyakarta.

Conclusion

The policy regarding professional development of Islamic education teachers at the Department of Religion Yogyakarta is managed by PAIS section in collaboration with Supervisor Working Unit (POKJAWAS). The manifestation of the policy made by these two sections is the designs of event programs including planning, action, and evaluation. The policy on professional development of Islamic education teachers is relevant to the concept of human capital. This correlation is apparent through a set of the yearly event programs. PAIS section and POKJAWAS conduct coordinative meetings to determine the event programs for the teachers' professional development with regards to their knowledge, skills, and capabilities. Therefore, the teachers of Islamic education can be an outstanding resource in their profession, which is to teach Islamic education.

¹⁹ Ahmadi, "The Supervisor of Islamic Education."

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