

Management of Lecturer Certification in Standardizing the Lecturer Profession Within the Ministry of Religious Affairs (Study on the Directorate General of Islamic Education)

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Abstract. This research is motivated by the phenomenon that there are still many PTKI (*Perguruan Tinggi Keagamaan Islam*) lecturers who still have not had the opportunity to take part in Educator Certification for Lecturers who until 2023 have not been certified as many as 16,349 lecturers or 41.67% of the total PTKI lecturers of 39,452 lecturers and the low quota of certification participants within the Directorate General of Islamic Education. In 2023, as many as 1,724 PTKI lecturers have been successfully certified, with 69% of them coming from Private PTKI (PTKIS) and 31% from State PTKI (PTKIN) based on data from the Ministry of Religion of the Republic of Indonesia. The research generally aims to describe and analyse the management of lecturer certification in effort to standardise the lecturer profession at the Directorate General of Islamic Education which includes management functions of planning, organising, actuating, and controlling. This research is a qualitative research with descriptive approach. The data collection techniques used are documentation, observation and interviews. The theoretical basis used: 1) Management Theory by George R. Terry; 2) Human Resource Management Theory; dan 3) Undang-undang (UU) Nomor 14 Tahun 2005 tentang Guru dan Dosen with all its derivative regulations. The results of the study illustrate that the implementation of lecturer certification does not have a strong legal basis after 2015 and in budgeting it has not received much attention even though it is mandatory. In the organisation there is a potential for delaying opportunities for universities that have met the requirements to become PTPS (*Perguruan Tinggi Penyelenggara Serdos*); Implementation of lecturer certification in general has fulfilled the provisions of the lecturer certification guidelines both managed by the Directorate of PTKI and those carried out by the Certification Implementation Committee located at PTPS and in controlling the implementation of certification using an internal approach carried out by elements in PTPS through the Quality Assurance Organization and the Inspectorate General of the Ministry of Religious Affairs and external approaches are the responsibility of external supervisory apparatus, the Audit Board of the Republic of Indonesia.

Keyword: Certification, Planning, Organising, Controlling, Actuating, Lecturer.

1 Introduction

Lecturers are one of the most important elements in the implementation of the *tri dharma perguruan tinggi* in higher education. Law No. 14/2005 on Teachers and Lecturers article 1 confirms that "Lecturers are professional educators and scientists

with the main task of transforming, developing, and disseminating science, technology, and art through education, research, and community service.” and lecturers are recognised as professional educators if they have a teaching certificate as confirmed in article 3 paragraph (2) of Law Number 14 Year 2005.

Therefore, the implementation of lecturer certification is very much needed, because the teaching certificate for lecturers will be obtained after the lecturer participates and has passed the lecturer certification. Possession of a teaching certificate is one aspect in fulfilling article 45 of UU Nomor 14 Tahun 2005 and article 2 of Government Regulation (PP) Number 37 of 2009 concerning Lecturers. Namely :

Lecturers must have academic qualifications, competencies, teaching certificates, be physically and mentally healthy, and meet other qualifications required by the higher education unit where they work, and have the ability to realize national education goals.

Furthermore, the requirements for obtaining a certificate as confirmed in UU Nomor 14 Tahun 2005 article 47 paragraph (1) jo. PP Nomor 37 article 3 as follows:

- (1) have work experience as an educator in higher education for at least 2 (two) years;
- (2) have an academic position of at least an expert assistant; and
- (3) pass the certification conducted by universities that organize educational personnel procurement programs at universities stipulated by the Government.

Possession of the teaching certificate, lecturers are declared as professional educators who have certain standards in order to carry out the obligations of lecturers as stipulated in UU Nomor 14 tahun 2005 article 60.

PTKI lecturers based on EMIS (Education Management Information System) are 39,452 lecturers, while those who have had teaching certificates for lecturers until 2023 are 23,013 or 58.33%, or lecturers who still have not had the opportunity to take Educator Certification for Lecturers are 16,349 lecturers or 41.67% of the number of PTKI lecturers.

One of the reasons researchers set the research location at the Directorate General of Islamic Education is that the Directorate General of Islamic Education has the largest educational responsibility in the Ministry of Religious Affairs which is also responsible for the implementation of educator certification for PTK (Pendidik dan Tenaga Kependidikan) lecturers.

From the background mentioned in the previous section, the research problem can be formulated that “How is the management (planning, organising, actuating and controlling) of Lecturer Certification in the Professional Standardisation of Lecturers at the Ministry of Religious Affairs?”

1.1 Literature Review

Considering the formulation of the problem, several theories are put forward as follows:

1. Management

George R Terry (1977: 4) defines management with “*managment is a distinct process consisting of planning, organizing, actuating, and controlling performed to determine and accomplish stated objectives by use of human being and other resources.*”. Futhermore, Planning is formulated that “*Planning is the selecting and relating of facts and the making and using of assumptions regarding the future in the visualization and formulation to proposed of proposed activities*

believed necessary to achieve desired result". (Terry, 1977: 173), next related to organising "*Organizing is the establishing of effective behavioral relationships among persons so that they may work together efficiently and gain personal satisfaction in doing selected tasks under given environmental conditions for the purpose of achieving some goal or objective.*" (Terry, 1977: 264). Next Actuating "*Actuating is getting all the members of the group to want and to strive to achieve the objectives of the enterprise and of the members because the members want to achieve these objective.*" (Terry, 1977: 371). Controlling suggested that "*Controlling is determining what is being accomplished, that is evaluating the performance and, if necessary applying corrective measure so that the performance takes place according to plans.*" (Terry, 1977:481).

2. Human Resource Management

Lecturer certification is a stage in human resource management, Weihrich & Koontz (1994: 356) explain employee management is "*Staffing is defined as filling, and keeping filled, positions in the organization structure. This is done by identifying work-force requirements, inventorying the people available, and recruiting, selecting, placing, promoting, appraising, planning the careers of, compensating, and training or otherwise developing both candidates and current job-holder so that they can accomplish their tasks effectively and efficiently.*"

Noe, et al. (2010: 86-90) suggests that in the practice of human resource management there are six menus, which are summarised in the following table:

Table 1. Menu of Practical Human Resource Management Options

Job Analysis and Design		
Few tasks	↔	Many tasks
Simple tasks	↔	Complex tasks
Few skills required	↔	Many skills required
Specific job description	↔	General job description
Recruitment and Selection		
External sources	↔	Internal sources
Limited socialization	↔	Extensive socialization
Assessment of specific skills	↔	Assessment of general skills
Narrow career paths	↔	Broad career paths
Training and Development		
Focus on current job skills	↔	Focus on future job skills
Individual orientation	↔	Group orientation
Train few employees	↔	Train all employees
Spontaneous, unplanned	↔	Planned, systematic
Performance Management		
Behavioral criteria	↔	Results criteria
Developmental orientation	↔	Administrative orientation
Short-term criteria	↔	Long-term criteria
Individual orientation	↔	Group orientation
Pay Structure, Incentives, and Benefits		
Pay weighted toward salary and benefits	↔	Pay weighted toward incentives

Short-term incentives	↔	Long-term incentives
Emphasis on internal equity	↔	Emphasis on external equity
Individual incentives	↔	Group incentives
Labor and Employee Relations		
Collective bargaining	↔	Individual bargaining
Top-down decision making	↔	Participation in decision making
Formal due process	↔	No due process
View employees as expense	↔	View employees as assets

Jackson, Schuler and Werner (2011: 4-11) training and development has several strategic interests such as improving recruitment and retention; increasing competitiveness; using new technology; improving customer service; ethics training; knowledge management and corporate learning; mergers and acquisitions.

3. Policy Framework

- a. *Undang-undang (UU) Nomor 20 Tahun 2003 tentang Sistem Pendidikan Nasional* places lecturers as educators on par with teachers, *widyaiswara* and others who participate in organising education, allowing other laws and regulations to be formulated in elaborating the existence of lecturers. *Undang-undang (UU) Nomor 14 Tahun 2005 tentang Guru dan Dosen* and *Undang-undang (UU) Nomor 12 Tahun 2012 tentang Pendidikan Tinggi*. Also the derivative regulations of the Act.
- b. Efforts to provide provisions and competencies development to carry out the main task of transforming, developing, and disseminating science, technology, and art to students and / or the community through education, research and community service, which are confirmed in the articles and their derivatives. Including the implementation of the lecturer certification policy and most importantly the Guidelines for Implementing Lecturer Certification.
- c. Religious Higher Education is the responsibility of the Ministry of Religious Affairs, *Peraturan Pemerintah (PP) Nomor 46 Tahun 2019 tentang Pendidikan Tinggi Keagamaan*. Article 3 states that the Minister of Religious Affairs has the responsibility, duty, and authority over the implementation of Religious Higher Education.

2 Method

The method used in this research is descriptive qualitative. This method is used to describe the behaviour, thoughts, or feelings of a group or individual. This research aims to describe the data obtained both in the form of literature data obtained from library research and those obtained in the field which is the object of research.

The data collection techniques used in this study, among others, are:

a. Interview

This technique is used to explore data in the form of the background of the establishment of educator certification policies for lecturers in Islamic religious universities; the implementation of educator certification for lecturers in Islamic Religious Universities; efforts of the Ministry of Religious Affairs leaders to minimise problems. It can be done by face-to-face interview, or over the phone recorded using a recording device.

This interview was used to collect data from the Director General of Islamic Education, Director of Islamic Higher Education, officials and employees at the Directorate of Islamic Higher Education.

The table below presents the results of the interview regarding the gap in lecturer certification between PTKI and non-PTKI institutions:

Table 2. Gap Lecture Certification

Aspect	PTKI	Non-PTKI	Disadvantages / Gap
Number of lecturers	39,452 lecturers	Data varies depending on the institution	Not relevant for comparison
Uncertified lecturers	16,349 (41.67%)	Data not available from interviews	Relatively high in PTKI
Certification quota	Limited, only a few thousand per year	More flexible and often increased	PTKI experiences quota limitations
Access to certification	Limited, with priority given to permanent civil servant (PNS) lecturers	Relatively easier for lecturers at major higher education institutions	PTKI lecturers find it more difficult to obtain opportunities
Funding and incentives	Depends on the Ministry of Religious Affairs; funding is often limited	Supported by the Ministry of Education and Culture, including LPDP assistance programs	PTKI receives less financial support
Impact on career	Certification affects allowances and promotion opportunities	Similar, but with more alternative competency development programs	Gap in access to professional development opportunities

The data collected certainly covers all aspects of the research, which includes aspects of environmental analysis, strategy formulation, strategy implementation and also its monitoring and evaluation.

In practical terms, data collection through interviews can be detailed as follows:

- 1) The process of preparing the Directorate General of Islamic Education's strategic planning, the preparation of budget planning at the Directorate General of Islamic Education, the preparation of the lecturer certification budget with the resource person as the head of the Directorate General of Islamic Education's planning team. Located in the office of the Directorate General of Islamic Education, Lapangan Banteng Barat Number 3-4, Central Jakarta, and some using mobile phone communication;
- 2) Implementation of educator certification for lecturers was obtained from the resource person Head of the Sub-Directorate of Personnel, Directorate of Islamic Higher Education (Dit. PTKI) by taking place at the office of the

Directorate General of Islamic Education, Lapangan Banteng Barat Number 3-4 Central Jakarta and several times using communication tools;

- 3) General information about Dit. PTKI, including budget information, information on the names of Dit. PTKI with the resource person of the Head of Administration of the Directorate. PTKI at the office of the Directorate General of Islamic Education, Lapangan Banteng Barat Number 3-4, Central Jakarta, also using communication tools.

b. Documentation study.

This method is used to explore data related to information on educator certification for lecturers in PTKI, data on Ministry of Religious Affairs policies related to educator certification for lecturers in PTKI.

Documents that are expected to be collected are related to documents on the implementation of educator certification for lecturers at PTKI such as vision and mission which are used as a reference in preparing strategic plans, programs outlined in the strategic plan and budget of the Ministry/Institution or often referred as RKA-KL, technical instructions, decision letters and other documents related to educator certification for lecturers at PTKI.

c. Observation

This method is used to observe directly to the research location that has been determined in the previous section, namely the Directorate General of Islamic Education.

Some indicators that can be used to measure the gap in lecturer certification between PTKIs and non-PTKIs:

Table 3. Measure Lecture Certification

Indicator	Measurement Variable	Instrument Used
Number of lecturers	Total number of PTKI and non-PTKI lecturers	Data from PDDIKTI, Ministry of Religious Affairs (Kemenag), Ministry of Education and Culture (Kemendikbud)
Number of certified lecturers	Number of PTKI and non-PTKI lecturers who have obtained certification	Data from Kemenag, Kemendikbud, private/public universities (PTS/PTN)
Certification percentage	Proportion of certified lecturers compared to the total number of lecturers	Statistical calculation
Certification quota	Number of certification quotas provided for PTKI and non-PTKI	Data from Kemenag and Kemendikbud
Difficulty level of certification	Processes and obstacles in obtaining certification	Interviews and questionnaires
Policy support	Scholarship programs, training, and government incentives	Policy studies and interviews
Quality and impact of certification	Impact of certification on lecturers' careers and teaching quality	Surveys conducted with lecturers and students

Data was collected using quantitative methods, surveys and questionnaires, interviews and case studies, statistical analysis, and comparative analysis

Certification Gap Index

It can be calculated using the following formula:

$$\text{Indeks Kesenjangan} = \left(\frac{\text{Persentase Dosen Non-PTKI yang tersertifikasi} - \text{Persentase Dosen PTKI yang tersertifikasi}}{\text{Persentase Dosen Non-PTKI yang tersertifikasi}} \right) \times 100\%$$

If the result is high, it indicates a significant gap between PTKI and non-PTKI institutions.

$$\text{Indeks Kesenjangan} = \left(\frac{75 - 58.33}{75} \right) \times 100 = 22.22\%$$

Simulation Data Measurement Results

Table 4. Measurement Results

Category	Total Number	Certified	Not Yet Certified	Certification Percentage
PTKI Lecturers	39,452	23,103	16,349	58.33%
Non-PTKI Lecturers	120,000	90,000	30,000	75.00%

This means there is a 22.22% gap between PTKIs and non-PTKIs in terms of faculty certification.

3 Result and Discussion

3.1 Result

This research was conducted at the Directorate General of Islamic Education of the Ministry of Religious Affairs, an echelon I unit that has responsibility for the certification of PTKI lecturers, as well as the certification of lecturers at Religious Universities (Christian, Catholic, Hindu and Buddhist) in the Ministry of Religious Affairs.

In planning as a management function, there are the following challenges:

1 10 (Ten) years limitation based on UU Nomor 14 Tahun 2005

In the Transitional Provisions of Article 80 paragraph (1) point b to implement educator certification for lecturers provides a maximum limit of 10 (ten) years from the enactment of the Teacher and Lecturer Law, so the educator certification for lecturers should have been completed in 2015. Because UU Nomor 14 Tahun 2005 was passed and promulgated on 30 December 2005, the implementation of this law is valid until 30 December 2015.

However, in practice, the educator certification process for lecturers has not been fully implemented, and to date, there are still eligible lecturers who have not had the opportunity to participate in the certification program. Lecturers are very grateful to be able to carry out the certification, because after obtaining a

teaching certificate lecturers can receive an allowance, which certainly provides additional welfare, the amount is 1 (one) times from the basic salary.

Although the Directorate General of Islamic Education implements educator certification for PTKI lecturers, but has not been able to complete the entire lecturer in PTKI. Even though the plan has been outlined in the strategic plan, the budget provided to organize educator certification for PTKI lecturers does not match that outlined in the targeted programmed.

The time limit of 10 (ten) years for the implementation of the rules legally creates problems, meaning that the implementation of rules outside the time-limited provisions makes the implementation of educator certification for lecturers have no legal basis.

2 Strategic planning and RKA-KL of the Directorate General of Islamic Education have not been completed.

In the Directorate General of Islamic Education's strategic plan for 2020-2024, it was illustrated that the percentage of target certification participants in 2020 was 58.86%, in 2021 it was 66.00%, in 2022 it was 69.60%, in 2023 it was 73.20% and in 2024 it was 75.60%. so there is still a difference of 17.27% that must be pursued in 2024. In accordance with the 2024 RKA-KL, there is only a budget for 1,000 educator certification for lecturers. And if added to the number of lecturers who have been certified, it will amount to 24,013 lecturers. If the percentage is only reached 60.87%, so there is still a shortage of 14.73%.

When to pay close attention to the DIPA of the Directorate General of Islamic Education in 2024, it was obtained that the available budget at the Directorate of Islamic Higher Education stated in the RKA-KL amounted to Rp. 667,579,089,000.00 which was entirely used to pay for the programs to increase access, quality, relevance, and competitiveness of Islamic Higher Education. And those earmarked for educator certification activities for lecturers amounting to Rp.2,000,000,000.00 which in the RKA-KL is intended for 1,000 lecturers (RKA-KL Directorate of Islamic Higher Education).

3.2 Discussion

Furthermore, organizing as a management function, there are several challenges as follows:

- 1) The determination of PTPS, which is carried out periodically, limits the opportunity for universities that have fulfilled the requirements to become PTPS.

Universities are always improving to achieve positive changes in various ways, including in the accreditation of study programmed and institutions, of course wanting to achieve 'Superior' accreditation. And accreditation is continuously implemented every year, so the change in accreditation rank will change every year. When the university has obtained a certain accreditation rank, it will gradually fulfil the criteria that are required in the determination as PTPS. The example of PTPS in 2023 is stated through the Regulation of the Ministry of Education, Culture, Research, and Technology of the Republic of Indonesia number: 172/M/KPT/2019 concerning the Organizer of Educator Certification for Lecturers in 2020 - 2023. The provision of the year limit, explicitly limits universities that meet the requirements in the year range, can only have the opportunity in the

year after the validity period of the Ministry of Education, Culture, Research, and Technology regulation ends in 2023. So that proposing universities that meet the requirements after the regulation, for example in 2021 and in 2023, will only be proposed in 2024 and the following year.

- 2) The determination of candidates for lecturer certification is still problematic.

In terms of authority sharing, all universities have the authority to propose lecturers who have met the requirements to become candidates for educator certification for lecturers. At the university level, the proponent still does not have a mechanism for determining prospective certification participants in a transparent manner that can satisfy all parties. Several journal articles provide notes in this regard. Research by Fithry Tahel and Helmi Kurniawan, Lecturers of Information Systems Study Programme, STMIK Potensi Utama, Medan entitled "Sistem Pembuatan Keputusan Penetapan Calon Sertifikasi Dosen Menggunakan Analytical Network Process (ANP)" published in *Eksplora Informatika* Vol. 3, No. 2, March 2014. Research by Sri Widyanti Ginting and Eka Adhitya Dharmawan, Lecturers of the Electrical Engineering Department of Politeknik Negeri Ambon entitled "Aplikasi Sistem Pendukung Keputusan Seleksi Prioritas Pengajuan Dosen Calon Penerima Sertifikasi" published in *Simetrik Journal* Vol 7, No.2, December 2017 which offers a Decision Support System (DSS) so that the determination of candidates for educator certification for lecturers is felt to be fair.

4 Conclusion

From the challenges that occurred, there are several suggestions for problem solving that can be done, including: 1). Revise UU Nomor 14 Tahun 2005 by eliminating the Transitional Provisions of Article 80 paragraph (1) point b. Because if there is no revision of the Law, there will be no regulation that can replace the time restrictions stated in UU Nomor 14 tahun 2005. This recommendation is addressed to those responsible for certification, specifically the Ministry of Education, Culture, Research, and Technology and the Ministry of Religious Affairs, to initiate the revision;

2). Recommendations to the Director General of Islamic Education of the Ministry of Religious Affairs to: a). make improvements to any data outlined in the Directorate General of Islamic Education's strategic plan, periodically review the figures outlined in the planning documents and revise the applicable RKA-KL, taking into consideration urgency of mandatory programme targets; b). provide an open opportunity for universities that have met the requirements to become certification organisers. 3). University leaders who propose candidates for lecturer certification are expected to do so fairly and transparently.

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