THE NEED FOR ISLAMIC RELIGIOUS EDUCATION TEACHERS IN SIDOARJO DISTRICT AREAS

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Abstract
The ideal ratio between the number of Islamic Religious Education (PAI) teachers and the number of students does not appear to be fulfilled in Sidoarjo district. There are still many schools that lack PAI teachers, although on the other hand there are also some schools that have excess PAI teachers. The purpose of this study was to identify the needs and placement of Islamic Education teachers in schools, as well as to find out various obstacles in the process of meeting the needs and placement of Islamic Education teachers in schools. This study uses a qualitative method. Data collection through observation, interview and documentation techniques. Processing techniques through the stages of editing, coding, tabulating and interpreting data using qualitative descriptive analysis. The results of this study indicate that the high school level requires 9 PAI teachers, while the Vocational High School requires 11 PAI teachers. Various obstacles experienced in the process of placing and fulfilling Islamic Education teachers is the lack of study groups at several schools and the lack of coordination between the education office and the Ministry of Religion.

Keywords: Islamic Education Teachers, Teacher Needs Analysis, Teacher Placement

Abstrak
Perbandingan ideal antara jumlah guru Pendidikan Agama Islam (PAI) dan jumlah siswa nampaknya belum terpenuhi di kabupaten Sidoarjo. Masih banyak sekolah yang kekurangan guru PAI, meski di satu sisi ada juga beberapa sekolah yang kelebihan guru PAI. Tujuan penelitian ini adalah untuk mengidentifikasi kebutuhan dan penempatan guru PAI di sekolah, serta mengetahui berbagai kendala dalam proses pemenuhan kebutuhan dan penempatan guru PAI di sekolah. Penelitian ini menggunakan metode kualitatif. Pengumpulan data melalui teknik observasi, wawancara dan dokumentasi. Teknik pengolahan melalui tahapan editing, coding, tabulating dan interpretation data dengan menggunakan analisis deskriptif kualitatif. Hasil penelitian ini menunjukkan bahwa pada jenjang Sekolah Menengah Atas membutuhkan 9 guru PAI, sedangkan pada Sekolah Menengah Kejuruan membutuhkan 11 guru PAI. Berbagai kendala yang dialami pada proses penempatan dan pemenuhan guru PAI adalah kurangnya rombongan belajar di beberapa sekolah serta kurang adanya koordinasi antara dinas pendidikan dan kemenag.

Keywords: Guru Pendidikan Agama Islam, Analisis Kebutuhan Guru, Penempatan Guru
INTRODUCTION

Peraturan Menteri Agama Republik Indonesia nomor 16 Tahun 2010 states that religious education is education that gives knowledge and forms the attitudes, personalities and skills of students in practicing their religious teachings (Kemenag, 2011). Generally, religious education functions to form people who believe and fear towards Allah SWT.

This research was conducted in Sidoarjo district, because it is predicted that there is a shortage of Islamic Religious Education teachers, while the number of schools in Sidoarjo is 915 schools, 1,384 Islamic Education teachers, and 9,385 study groups. The implementation of Islamic education at schools has not run optimally yet because the ratio of Islamic education teachers number is not balanced. The number of Islamic education teachers in several schools in Sidoarjo Regency is currently not comparable to the number of Muslim students in those schools (Suaidah et al., 2020). The imbalance ratio between teachers and students occurs as a result of the large number of religious teachers who have been at retirement ages. It is recorded that in 2019, in East Java there were as many as 1,522 Islamic religious teachers would retire (JPNN,2020). In addition to the large number of Islamic education teachers who have been retired, the ratio imbalance of teachers and students occurs due to the unequal distribution of Islamic education teachers and the lack of study groups at several school (Suaidah et al., 2020).

Juridically, in various laws and regulations issued by the government, it is stated that teachers are one of the important elements of education that must be managed properly by involving all elements of education, namely the community, local government and central government (Hayadin, 2012). As it is stated in the Joint Regulation of the Minister of National Education, the State Minister for Administrative Reform and Bureaucratic Reform, the Minister of Domestic Affairs, the Minister of Finance and the Minister of Religion in 2011 concerning the Structuring and Equity of Civil Servant Teachers which becomes the answer to problems in teacher placement and distribution. It is hoped that the issuance of this five ministerial regulation can properly mobilize teachers, especially Islamic Education teachers, so it can minimize both the advantages and the disadvantages of Islamic Education teachers in certain areas, especially in the Sidoarjo Regency.

So far, education units of districts or cities have not thoroughly analyzed the needs of Islamic education teachers in each area in Sidoarjo Regency. Districts or cities only carry out an aggregate analysis of the
education unit and the analysis is only one-sided, so that it can be seen how many schools have an excess and how many schools have a shortage of teachers. A slightly more complete analysis, such as cross tabulation between two or more factors, has not been carried out. If it is done through this kind of analysis, the information on teacher data will be more complete, especially for the arrangement of teacher distribution (Wijayanti & Sutapa, 2015).

Based on data compiled by the East Java provincial government, there is a shortage of Islamic Religious Education teachers as many as 1050 with details; there are 500 teachers at High School level (SMA), 497 teachers in Vocational High School level (SMK) and 53 teachers in Special Education and Special Services (Tribun Jatim, 16/10/2020). To overcome this problem, the Governor of the East Java province asks for a mapping of schools so that schools that has an excess of Islamic education teachers can be switched to the schools that has a shortage of Islamic Education teachers.

According to Islamic Education Director General of the Ministry of Religious Affairs, it is said that the source of problem in the excess and shortage of Islamic Education teachers is caused by the existence of Islamic Education teachers which has not become a priority and the allocation amount of new Islamic education teachers is not comparable to the amount of Islamic Education teachers who have been at their retirement ages. When the education shows a disappointing result, the teachers often become the side that is blamed (Wijayanti & Sutapa, 2015).

Policies in overcoming problems in the process of distributing Islamic Education teachers in Sidoarjo district are needed. A policy formulation can be said that it is good if it can cover all problems happen inside its scope. In formulating a policy it is necessary to have a plan based on carefully analyzed data. This planning leads to the arrangement and distribution of teachers at the district / city level towards the intended target. Policies of arrangement and teacher distribution need to be integrated into planning. With PAI teacher data obtained from SIAGA and Emis, it can be used in the process of analyzing the needs of Islamic Education teachers so that it can add information about the condition of teachers and can be used as a reference for analysis in arranging and equalizing teachers (Wijayanti & Sutapa, 2015).

The problem raised in this research is how the state of the institution, Islamic Education teachers and study groups at each level of education in Sidoarjo Regency. How to analyze the needs of Islamic education teachers at the elementary, junior, high school and vocational school levels in
Sidoarjo regency? What are the obstacles that occur in the process of placing or distributing Islamic Education teachers?

This research aims to be used as a reference in determining the need to place Islamic Education teachers in schools so that the distribution of teachers can be equal to the number of students in each school.

LITERATURE REVIEW

The Concept of Teacher Needs

The concept of fulfilling needs in this study uses the concept of need assessment. Assessment is defined as a process to identify the distance/gap between the aspirations and the existing reality (Alfurqan et al., 2019; Chhapra et al., 2018; Suprapto, 2018). It can be interpreted as an activity to identify and assess these needs. According to Radhakarishna as quoted by Syaihol Amin and Ali Nurhadi, defining needs assessment is a systematic process taken for the purpose of setting priorities (Amin & Nurhadi, 2020).

At first, the concept of needs is a concept that is often used in economic terms which have been developed for various purposes in human activities in different contexts. The concept of need in economics is called "demand". A need is a condition that expects the fulfillment of something that is needed (Ciampa, 2015; Ismail et al., 2020). Not meeting a need will result in an imbalance or gap. In another view, Denny Meirawan states that need is a term in planning that shows the GAP (gap) between the results that have been achieved so far and now so it gets the desired results (Meirawan, 2002).

Educational program planning or policy is a capability that education managers should have. Planning has an essential role in determining the right targets and activities in accordance with the actual conditions of need (Ma’arif & Rofiq, 2019). In order to be done accurately, planning needs to be based on accurate information needs as well. It is in this context that needs analysis is fundamental in the planning process. Through needs analysis, real education needs in the field can be identified (Sunandar, 2006).

Tracing needs is a part of the planning process in identifying needs and placing needs in priority order in an effort to select needs (Abdullah, 2019; Butt & Khalid, 2019). The need will arise if the reality is not as it is expected, for example in the vision, mission, goals or policies. Identification of needs is an effort to collect information about the reality that is not appropriate (Badriah et al., 2020; Warti’ah, 2020).

Needs analysis is an important step if planning is really expected to be in accordance with the real situation. Needs analysis should not be ignored or done carelessly (Hasanah, 2020). In Indonesia, frequently the need to improve results is not
analyzed accurately, but it is only based on guesswork or estimates. Needs analysis involves identifying needs, placing them in priority order, and selecting the most important ones and ignoring the unimportant ones. It is important to recognize that needs analysis views needs as gaps in results, not gaps in inputs or processes (Dudung, 2018) (Sunandar, 2006).

In the context of education, needs are a condition that requires the fulfillment of something to carry out the education process properly; for example: availability of teachers, learning facilities, curriculum etc. The need for teachers contains a number of meanings of people who are needed to do something at a certain institution and period (Andres, 2019; Brandmiller et al., 2020).

The definition of research in this paper is taken from the definition of "demand" which is commonly used in workforce planning. It means that what is meant by the need for teachers is the number of teachers needed at a certain period with the number involved for educational purposes, or it can also be said in the education information system.

In another view, Fakhri Gaffer explained that the need for teacher personnel is the guidance of professional teacher service users to provide educational services to students at these service user educational institutions (Sunandar, 2006).

Changes in the composition of the teacher workforce can be caused by many things, including, as stated by Petter William, grouping the causes of changes in the need for teachers as follows: (a). Structural changes in education, such as the age limit allowed for a certain level of education, the number of compulsory students to study, changes in population and its distribution, changes in the enrollment ratio for the total school age. (b). Changes in the ratio between teachers and students caused by changes in the average number of students per class which may be due to policy national leadership, changes in effective school days, changes in class hours per week and changes in the teaching hours required for teachers. (c). Changes caused by the replacement of teachers who do not meet the requirements either due to diplomas or educational qualifications, the field of study taught and the replacement of foreign teachers (Keränen-Pantsu & Heikkinen, 2019).

Changes caused by changing teachers due to passing away, retiring, quitting and others.

Because teacher needs are always changing, influenced by many factors, determining the number of teachers to be recruited requires careful analysis. So that teacher managers can make accurate and appropriate decisions in the next teacher
Based on these references, what is meant by meeting the needs in this study is a tracing of the level of fulfillment of Islamic religious education teachers in schools at all levels of elementary level (SD), junior (SMP) and senior level (SMA) / vocational high school (SMK) which includes: acceptance and recall of teachers, and coaching of religious education teachers.

**Islamic Education Teacher**

In Law No. 14 of 2005 concerning teachers and lecturers in Chapter I Article 1 paragraph 1, it is stated that teachers are professional educators with the main task of educating, teaching, guiding, training and evaluating students in early childhood education through formal education, primary and secondary education (Lestari, 2018).

According to Abudin Nata, educators are people who carry out activities in the field of education (Nata, 2016). Educators are people who deliberately influence students to achieve a higher level of perfection as a human being (Apud, 2020; Kartiko & Azzukhrufi, 2019). Therefore, the teacher is the main actor in determining the success of the educational process. The teacher's role is very strategic in determining the quality of the process and learning outcomes (Apud, 2020).

The world professional teacher organization reveals that the role of teachers in schools is not only as a transmitter of ideas, but also as a transformer and catalyst for values and attitudes (Suprapto, 2018). Before teaching in front of the class to manage teaching and learning interactions, the teacher must firstly master what materials that must be contacted and at the same time what materials can support the teaching and learning process (Maarif & Rofiq, 2018).

With the asset of mastering teaching materials, the teacher will be able to deliver subject matter systematically and dynamically. For this reason, a teacher is obliged to meet the requirements not only as an intelligent person but also a virtuous person, a believer whose actions can affect the souls of his students. It is not only what he teaches that matters; but what he does, the way he carries himself, his attitude in and out of the classroom are all expected to conform to ideals that are without the slightest doubt accepted by his pupils (Suprapto, 2018). In Law No. 14 of 2005 on teachers and lecturers in Chapter IV Articles 8, 9 and 10, several aspects of teachers are emphasized. Among these are that teachers are required to have academic qualifications, competencies, teacher certificates, be physically and mentally healthy, and have the ability to realize the goals of national education.
Competence referred that is meant in this case includes personality, social competence, and professional competence which is obtained through professional education. This is in line with the Law. No. 20 of 2003 concerning the National Education System in Article 12 paragraph 1.a mandates that every student in each education unit has the right to receive religious education in accordance with his / her religion and is taught by religious education.

Every educational staff, including religious teachers, is obliged to carry out their duties with full responsibility and dedication, to improve their professional abilities in accordance with the demands of the development of science and technology and national development.

**Principles and Requirements for Teacher Calculation**

The principles and requirements for calculating subject teachers are regulated in the Joint Regulation of the State Minister for Administrative Reform and Bureaucratic Reform, the Minister of National Education, the Minister of Domestic Affairs, the Minister of Finance and the Minister of Religious Affairs Number 05 / X / PB / 2011, SPB / 03 / M.PAN -RB / 10/2011 No 48 of 2011, 158 / PMK.01 / 2011 No 11 of 2011 concerning Structuring and Equalization of Civil Servant Teachers. The principles of calculating the needs of subject teachers are: (1). Each study group in following certain subject is taught by 1 (one) teacher. (2). The number of teachers is calculated based on the number of face-to-face meetings per week at school (JTM) divided by the teacher's compulsory teaching, which is 24 hours. (3). The number of face-to-face meetings is calculated by adding the number of class per level multiplies the number of hours of subjects per week per level in the curriculum structure. (4). Required teaching used is 24 hours face to face per week. (5). Subject teachers only teach 1 (one) type of subject according to their educational background and / or educator certificate. (6). If there is more than one religious education being taught in a school, the number and types of religious teachers will be adjusted to the needs and applicable regulations (SKB Menpan RB-MK, 2011).

**RESEARCH METHOD**

This research was conducted at the Ministry of Religious Affairs of Sidoarjo Regency, which is the place where the author was doing Islamic education management practices for 2 months. This research uses qualitative research methods. Qualitative research is a research that is intended to describe certain events which is in this case it is a mapping of the needs of Islamic education teachers in Sidoarjo Regency (Musfiqon, 2012) (Creswell, 2012).
To collect data in this research, interview techniques were used to find data about thoughts, concepts or in-depth experiences from informants (Musfiqon, 2012, p. 117). Documentary technique is used by the author in storing evidence which is a photo or document to strengthen a research result. In addition to interview and documentation techniques, there are also observation techniques that are used to systemically observe and record things which are being investigated.

The source of research data is educator data based on the Education Management Information Sistem (EMIS) and the information system and administration of religious teachers, namely “Sistem Informasi dan Administrasi Guru Agama” (SIAGA), application and the Education Staff at the Ministry of Religious Affairs, Sidoarjo Regency. The data processing techniques used were editing, coding, tabulating and data interpretation using qualitative descriptive analysis. The data analysis used in this research is using Microsoft Excel.

RESULTS AND DISCUSSION

The number of schools at the primary and secondary level in 18 sub-districts of Sidoarjo Regency is 915 education units consisting of 581 elementary school (SD), 179 junior high school (SMP), 70 senior high school (SMA) and 85 vocational high school (SMK). In detail, it can be explained that there are 466 public SDs and 115 private SDs, at the SMP level, 46 are public and 133 are private, 13 public high schools and 57 private SMAs, and 5 public SMKs, while for private sector amounted to 80 units. From this number of schools, it is illustrated that the number of public SD is higher than private SD but at the secondary school level experiences the opposite, namely the number of state SMP, SMA and SMK is less than the state SMP, SMA, SMK.

The number of schools in 18 sub-districts in Sidoarjo Regency can be seen in the following table:

| No | Sub-district | Elementary School | Junior High School | Senior High School | Vocational School |
|----|--------------|-------------------|--------------------|--------------------|-------------------|
|    |              | Public School | Private School | Total | Public School | Private School | Total | Public School | Private School | Total |
| 1  | Sidoarjo     | 35          | 20             | 55    | 6       | 23            | 29    | 4          | 12        | 16     |
| 2  | Waru         | 23          | 21             | 44    | 4       | 17            | 21    | 1          | 6         | 7      |
| 3  | Taman        | 39          | 9              | 48    | 3       | 14            | 17    | 1          | 6         | 7      |

Table 1. Number of Education Units (Schools) in Sidoarjo Regency in 2020
State of the Institution, Teachers, Study Groups at elementary schools, junior high schools, senior high schools, and vocational high schools

From the number of schools, it can be seen that the number of public schools at the elementary level (SD) is higher than the private ones. This is different from the number of schools in secondary education, which shows that at the SMP, SMA and SMK the number of public school is less than the number of private ones. If it is viewed from the number of schools per sub-district, it shows that the highest number of primary schools is in Sidoarjo sub-district (55 SD) followed by Taman (48 SD) and Waru (43 SD). At the junior high school level, the most are in Sidoarjo (29 SMP), Waru (17 SMP) and Krian and Taman sub-districts (17 SMP). For SMA level, the highest number is in Sidoarjo sub-district (16 SMA) followed by Waru, Taman, Krian sub-districts with the same number (7 SMA). Meanwhile, at the SMK level, the largest number is in Sidoarjo sub-district (16 SMK) followed by Taman sub-district (9 SMK) Waru and Krian sub-districts (7 SMK).

Teachers are the spearhead in education both as teachers and educators, teachers must have personal qualities that include responsibility, dignity, independence and discipline (Isma et al., 2017). The number of PAI teachers for SD, SMP, SMA and SMK both public and private in 18 sub-districts of Sidoarjo Regency, at the basic education level, the total number of PAI teachers at SD level are totally 901 people; 673 public
teachers and 244 private teachers in details. The total number of teachers at the SMP level is 280 people with details of 105 public teachers and 175 private teachers, at the SMA level the total number of teachers is 100 people with details of 43 public teachers and 57 private teachers, and at the SMK level there are 103 people with details of 19 public teachers and 84 private teachers. The data shows that at the primary level, public PAI teachers are bigger than private PAI teachers, but on the other hand, at the SMP, SMA, and SMK public PAI teachers are less than public PAI teachers. PAI teacher data in 18 sub-districts can be seen in the following diagram:

The number of elementary (SD), junior high school (SMP) and vocational school (SMK) study groups in 18 sub-districts of Sidoarjo regency is 9,385 study groups. At the SD level there are 5,768 with details of 4,583 public and 1,185 private, at the SMP level there are 2,396 classes with details of 1,184 public and 1,209 private groups, there are 942 high school groups with details of 388 public and 554 private, at the SMK level there are 1,250 groups with details of 183 public and 1,067 private. The study group recapitulation data in each sub-district of Sidoarjo regency can be seen in the following chart:

**Graph 2. Diagram of school study group data in Sidoarjo Regency**

Data source: study group data on the SEKOLAH KITA application

Analysis of the Need for Teachers of Islamic Education at SD, SMP, SMA and SMK Levels

The number of schools with the number of teacher needs met the standard needs of teachers is 507 schools out of a 915 total schools in Sidoarjo regency, at the SD, SMP, SMA and SMK levels. For the other 408 schools that are still having excess and shortages of PAI teachers; the adequacy of Islamic education teachers in Sidoarjo regency can be seen in the following chart:
Regency can be illustrated in the following graph:

![Graph 3. The adequacy of PAI teacher](image)

The calculating results of the strengths and weaknesses of Islamic Education teachers at the SD level based on the 2013 curriculum in Sidoarjo Regency, there is an excess of PAI teachers as many as 258 PAI teachers. Meanwhile, the shortage of PAI teacher at SD level are 58 teachers. From these data, it is found that the shortage of teachers can be covered by data on teacher excess, but data on teacher excess is 4 times more than the data on teacher shortages. So there are still 200 excess PAI teachers.

The calculation result of the excess and shortages of Islamic Education teachers at the SMP level in Sidoarjo Regency is recorded an excess of 97 PAI teachers. Meanwhile the data of teacher shortages is recorded as many as 44 people. If it is accumulated between the excess and shortage data of Islamic Education teachers, it will be concluded that at the junior high school (SMP) level in Sidoarjo Regency there is an excess of 53 Islamic Education teachers.

At the high school level in Sidoarjo Regency, according to the calculation of the excess and shortage of teachers, it is noted that the data on schools that have excess PAI teachers are 13 people, while the data on schools that have a shortage of PAI teachers are 22 people. If it is accumulated between the excess and shortage data of Islamic Education teachers, it will be concluded that at the SMA level in Sidoarjo Regency there is a shortage of teachers of 9 PAI teachers.

Meanwhile, at the vocational high school level in Sidoarjo Regency, according to the calculation of the excess and shortage of teachers, it is noted that the data on schools that have excess PAI teachers are 29 teachers and the data on schools that have a shortage of teachers are 40 PAI teachers. If it is accumulated between the data of the excess and shortage of Islamic Education teachers, it will be concluded that at the SMK level in Sidoarjo Regency there is still a shortage of PAI teachers as many as 11 teachers.

**Table 2. Recapitulation of Teacher Needs**

| Level | Excess | Shortage | Accumulation |
|-------|--------|----------|--------------|
| SD    | 258    | 58       | (+) 200 teachers |
| SMP   | 97     | 44       | (+) 53 teachers |
| SMA   | 13     | 20       | (-) 9 teachers |
| SMK   | 29     | 40       | (-) 11 teachers |

So, the accumulation of the overall needs of Islamic Education teachers in
schools at the SD, SMP, SMA and SMK in Sidoarjo Regency can be concluded that Sidoarjo Regency has an excess number of teachers as many as 253 teachers at the SD and SMP levels and has a shortage of teachers as many as 20 PAI teachers at the level SMA and SMK.

**Obstacles of PAI teacher fulfillment and placement**

The obstacles faced by the Sidoarjo Regency Ministry of Religious Affairs in the placement and fulfillment of PAI teachers in schools are the lack of coordination between the Education Office and the Regency Ministry of Religious Affairs in the procurement and placement of PAI teachers in SD, SMP, SMA and SMK.

In addition, the obstacle faced is the lack of study groups at several schools so that teachers don’t meet standart learning hours which causes teachers to take groups to study in other schools (Ardianti et al., 2019).

Furthermore, the hiring of honorary teachers that exceeds the need, causing excess PAI teachers in schools is also an obstacle being faced. The last obstacle is the unequal placement of PAI teachers in schools at the sub-district and education unit levels.

**CONCLUSION**

The number of schools in the 2020/2021 school year in Sidoarjo Regency at the SD, SMP, SMA and SMK levels is 915 schools. The total number of teachers in 18 Sub-districts of Sidoarjo Regency at SD, SMP, SMA and SMK is 1,384 PAI teachers. The number of elementary, junior high school and vocational school study groups in 18 Sidoarjo regency is 9,385 study groups.

The recapitulation results obtained through the PAI teacher needs analysis show that at the SD level there are 200 excess PAI teachers, Meanwhile at the junior high school level there were deficiency 53 teachers at the high school level. there were deficiency 9 PAI teachers at the elementary level and at the vocational hig school level have deficiency 11 PAI teachers.

The obstacles experienced in the process of placing and fulfilling PAI teachers are the less study groups at several school, the appointment of honorary teachers who exceed the need, the unequal placement of PAI teachers in schools, and the lack of coordination between the Education Office and the Ministry of Religious Affairs of Sidoarjo Regency.

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