

## **EDUCATORS HUMAN RESOURCE MANAGEMENT AT DEPARTMENT OF KOTA TERNATE NORTH MALUKU PROVINCE**

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### **Abstract**

This research entitles Human Resource Management of Educators at the Department of Education of Kota Ternate. The background of this research explains the process of human resource planning of education personnel of Education Office of Ternate City. The goal of this study is to find out the process of recruitment, career development of educators, and evaluation of performance of education personnel at Education Office of Ternate City. This study uses a naturalistic qualitative approach to describe the human resources management of educator naturally, deeply and intactly by obtaining information and deep interpretation of the meaning of human resource management in accordance with the reality of the field. The data were collected through observation, interview and documentation from iinformants consisted of officials from the Education Officer, principals, teachers and school committees.

This study shows that human resources management at the education department in Kota Ternate has not been optimal in ithe arena of equal distribution of teacher placement, administration, management, development, supervision and technical service to support education process in education unit. The gap of the location in the rural area and in the city is the main problem found in this reserach. This location contributes to the performance of teacher carrying their obligation.

Keywords: Management, Human Resources, Educator and Education Department of Ternate City.

### **A. Background**

Human resource management is the core of an organization, either public or non-public organizations, as a way to achieve a goal. The goal will be realized if every organization utilizes and empowers all its resources. Therefore, improving the quality of human resources is a fact that must be conducted by a planned, intensive, focus, and affective, efficien development process. (Malayu Hasibuan, 2006: 14). The implementation of human resource management at Ternate City Education Office should have been achieved optimally if only all levels function in organizational structure work optimally in accordance with their respective capacities. In this connection, all functional levels in the organizational structure of the Department

of Education of Ternate have vital roles in the management of education in the area, and also can be expected to boost the implementation of resource management (educators) that play a role in a professional manner (Renstra of Education Office of Ternate City 2013: 12).

This research is based on the lack of availability of proportional teachers in some sub-districts in Kota Ternate. Yet, the availability of teacher tends to be excessive on the island of Ternate than those in a few sub-districts outside Ternate Island such as Hiri Island Subdistrict, Moti District and Batan Dua District. The excessive of teachers is not only found at elementary level but also in both junior and high school. In the city, some school have more teachers than subjects offered that their teaching

hours obligation is small. Conversely outside the District of Ternate Island are found schools that does not have any expert teachers in one subject. To cover up the gap, other teachers who are not expert in the subjects, handle the subject. The question is raised in this article is whether the inequality of teacher distribution and availability of teachers related to the management (quality) of governance of educators (HR) which is the task of the Department of Education in Kota Ternate or whether the inequality is related to the provision of educators each year by the government.

In addition to the uneven distribution of distribution and teacher qualifications at each level of educational unit, the implementation of human resource management education department of Ternate City still have many other problems such as; (1). Planning of teachers (teachers) has not been clearly visible for the short and long term. (2). Planning and recruitment of educators (teachers) at the Ternate City Education Office, the implementation still depends on the provisions of the Regional Personnel Board. (3). Recruitment of educators (teachers) is not suitable to the needs (4). Development of careers of educators (teachers) is still limited and has not fulfilled the needs, (5). Performance evaluation of teachers (teachers) conducted is still lacking and not comprehensive for all employees. (6). Compensation (incentive money) outside working hours at the education office of Ternate City is still low, (7). The education office of Ternate City has not optimally imposed its function as a technical coach in education in the region, (8). Weakness of governance system characterized by education funding has not been based on the budget mapping allocation system for the needs of each unit of education program, and (9). The administrative and managerial capacities of education managers are weak, contributing

to the lack of public participation and the business world towards the financing of educational programs.

In addition, while the effort to increase knowledge and skills through education and training have not been well implemented, the focus of attention is more on the education of increment such as *adum*, *adumla*, *sepama*, *sepamen*, and *sepati*. Furthermore, the number of teachers assigned to university study assignments is still relatively small for the S2 and S3 levels including technical and functional education. Yet, those who participate to improve their knowledge and ability in education and training are selected based on their close relation to the policy-makers, not on their ability and potentiality. Moreover, there is a tendency of an unclear career development effort that seems unprofessional. It is so easy for teachers to be transferred from one unit to another without any clear consideration. A principal is dismissed from an old position and placed in a new position without being supported by a benefit analysis and competency support meanwhile there are still many teachers who have not qualified enough to be certified due to their academic qualification (Kota Ternate in numbers 2012, 19).

Based on those facts, the Education Office of Ternate City, as an institution that has the authority, is responsibility to seek and improve the procurement of teachers in schools in Ternate. This can be done by planning to enhance various skills and expertise. Thus the Education Office of Ternate City only received details of the needs of teachers at each level of educational unit in their respective regions. The results of this mapping will give input whether the distribution of teachers in every level of educational unit is proportional or not. The problem is the extent to which the Ternate Municipal Education Office map

out to track the distribution and availability of the teacher.

This paper describes the implementation process of human resource management of educational staff of Ternate City Education Office, by focusing on the functions of planning, recruitment, career development and performance evaluation. In theory, the existence of human resources is very important for an organization, both public organizations and non-public organizations that have the same goal to be achieved. The goal will be realized if every organization by utilizing and empowering all its resources.

### **B. Research Location and Duration**

This research was conducted at the Office of Education of Ternate City, North Maluku Province. This study lasted for four months starting from January to April 2017. Research subjects or data sources in this study consists of key informants and informants. While the subject of this study consists of Head of Department, Head of Sub Department of Labor, Kasubdin Dikdasmen, Kabid. Peningkat Quality Teachers & Education Personnel, Head of Informal & Non-Formal Education Office of Education, Head of Sub-section and Staffing, Kasubag Prog. & Planning, Head of UPTD Kecamatan, Principals, Teachers and School Committees that can provide information relevant to the focus of this research namely human resource management of educators at Ternate City office.

### **C. Types of research**

The type of this research is qualitative descriptive, using qualitative naturalistic approach, that is describing human resource management of educator by Ternate City Education Office, naturally, complete in depth and intact. A naturalistic qualitative approach is used to obtain information and deep interpretation of human resource management of Ternate City Education Department in accordance with existing

reality in the field. A naturalistic qualitative approach aims to obtain accurate data information, data collection based on a reasonable situation, direct and what it is about the description of the condition of the object of research is expressed in an actual and accurate and emphasized on the natural atmosphere of how human resources management of educators is carried out by the Education Agency in Kota Ternate.

### **D. Data Collection and Analysis Techniques**

Data collection in this research is done through several techniques, namely; observation, interview and documentation. In data collection, researchers communicate and interact with the subject of the researcher. In data collection, the three methods are not used separately from one another, the rival is used together. One method completed other methods, according to the circumstances. (Moleong, 2007: 6).

The data collected in this research are analyzed by using qualitative descriptive approach. Data collected at the beginning of the study through observation, interviews and direct documentation were recorded for analysis. Data were analyzed using the developed model. There are three component model which is done in analyzing qualitative data that is; (1) data reduction. This activity was carried out by reducing to select, summarize, simplify, and transform data arising from written records in the field. (2), Data Presentation (data display means the researcher examined the flow of data presentation by categorizing compiled information the data reduction and then presenting data in the form of narrative text, images and tables. (3), Drawing Conclusion/ Verification is the final flow of analysis of this data. The conclusion presented is a final and permanent finding that can address the research problem (Mulyana, 2006: 175).

### **E. Discussion**

Kota Ternate Municipal Education Officer hold responsibility in the level of local government under the control of the Mayor to exercise the authority of regional autonomy in the field of education in the context of decentralization. In implementing this function, the organizational structure of Ternate Kota Ternate Education Office consists of; Head of Office, Head of Administration, Head of General & Personnel, Head of Planning & Finance, Kasubdin Dikdasmen, Kasubdin Infrastructure Sector, Sub Director of Education Personnel, and Functional Group. To impose educational organizations, vision and mission are formulated as the guideline and foundation for achieving expected goals. The Vision Education Department of Kota Ternate is the realization of Quality Education Towards Cultural City and Civil Society. Therefore, based on the results of the research, the following will explain the results of research on human resource management of educators by Ternate Kota Education Office as follows:

#### **1. The Planning of Educator Human Resource**

From the results of observations and interviews, Kota Ternate Education Office performs several important stages which are regularly carried out and planned such as before planning process of educator human resources, officers conduct evaluation and analysis. These evaluation and analysis are conducted every year aimed to know educators demanded in each schools.

Secondly, after the evaluation and analysis results are known, Ternate

Municipal Education Office held a cooperation meeting in order to propose the planning of educators demand with Badan Kepegawaian Daerah ( the agency of Regional Personnel Agency). The purpose of this coordination is to obtain the process of planning which runs smoothly, clearly, directed and in accordance with the needs of education staff of Ternate City education. It is intended that the planning of educators should be implemented rationally, be analyzed systematically and it process run effectively and efficiently based on the needs and goals of education.

Third, after a meeting with the relevant parties, Ternate Municipal Education Officers conducted planning process. In this process, the officers are guided by the needs and shortages of teachers at all levels of education (TK-SMA).

Fourth, after the planning of educators resources are successfully arranged, the implementation is submitted to the head of administrative division head of sub- the general part of employment.

According to the survey results of Kota Ternate Education Office 2015, Kota Ternate has 97 elementary schools, 933 teachers, and 18814 students. Junior High School (SMPN) is about 14 schools with the number of teachers is around 476 people, and the number of students is about 6540 people. State High School consists of 9 schools with 333 teachers and 5936 students. Vocational High school is about 5 schools, 211 teachers and 2777 students. For more details see the following table:

Tabel 1  
Numbers of Teachers at State Elementry, Junior and Senior High Schools at Kota Ternate  
2015/2016

No	Level of School	Quantity of School	Amount		Romb Belaj	Level of Teacher's Education (dalam %)					Ratio
			Teachers	Students		SHS	D2	D3	SI	S2	
1	Elementry	97	933	18814	576	59.5	34.9	-	5.6	-	20
2	Junior HS	14	476	6540	173	-	37,0	-	62,2	0,8	14
3	Senior HS	9	333	5936	133	-	-	-	97,3	2,7	18
4	Vacational	5	211	2777	47	-	-	-	98,6	1,4	13

Source: Dinas Pendidikan Nasional Kota Ternate 2015

From this table it is found that the distribution of teachers in each school is not evenly distributed in each level of education either in elementary, junior high and high school. Some schools have more teachers, others have limited ones. Schools that have excess teachers are almost scattered throughout Kota Ternate, such as South Ternate Subdistrict, Ternate Tengah, Ternate Utara and Ternate Island. While the school is experiencing shortage of teachers spread in several subdistricts outside Ternate Island is geographically far from the city of Ternate is the District of Batang Dua Island, District Moti and Kecamatan Island Hiri.

In addressing the need for these teachers, the National Education Office of Kota Ternate conducted teacher planning by coordinating with Kabit of National Education Office of Ternate City. This attempt is expected that there will be no shortage of teachers at all levels of education in Ternate so that the number of teachers school. In relation to the planning, the Dinas Pendidikan plan to evaluate the

needs of teachers in schools through three stages; first, short-term planning is annual planning or planning that is made to be implemented in less than 5 years, referred to as an operational plan. This planning is an elaboration of the medium and long term plans. Second, medium-term planning covers over 5-10 years. This planning is the elaboration of a long-term plan, but it is more operational, and third, long-term planning covers coverage over 10 years up to 25 years.

Thus it can be concluded that the planning of educators by the Education Office of Ternate City is an effort or steps that are made to plan human resources of educators in the future to meet the needs of teachers in each school. Good planning should produce good education personnel, and be relevant to development needs. In this case the Ternate Education Office in the planning of educators is guided by the needs of teachers in each school and in accordance with their respective field of study proposed by the principals. Planning will be done as

well as possible if education leaders are truly convinced of the importance of education so as to provide support in the formulation of human resource development plans.

## 2. Human Resources Recruitment of Teachers

Recruitment of teachers (teachers) at the Office of Education of Kota Ternate conducted refers to the needs and shortages of teachers in each school that has been planned previously by using academic selection, administration, health, and qualifications that have been determined by the Regional Personnel Agency (BKD). The recruitment process of the education staff of the Ternate City Education Office determined three types of tests to select: (1). Administrative selection, health selection, academic selection and selection materials have been determined by the central government, (2). Placements for older teachers are done with promotion, rotation, and demotion. (3). Organize education and training according to the need to improve teacher performance.

Based on the results of research, recruitment of educators by Kota Ternate

Education Office aims to get a professional and the best qualified teachers. Recruitment of new teachers needs to be held to meet the needs of schools that still require a lot of classroom teachers especially elementary school teachers and specific subject teachers for junior and senior high schools scattered in several subdistricts in Ternate City such as; District of Batang Dua Island, Moti Sub-District and Hiri Island Sub-district. Recruitment of new teachers is needed to fill positions appropriate to the field and done in accordance with the needs of schools, and requirements that have been determined.

Thus recruitment is done not just fill the gap of teachers or just get an ordinary teacher, but a dedicated and profesional teachers who are able to improve the quality of education. The ideal teacher needed is a teacher who well understands the true profession. This is because the quality of education in Ternate dependen on the recruitment and selection procedures implemented. To be able to know the level of education and ratio of teacher-students at SMP and SMA Ternate City can be seen in the following table:

Table 2  
Student Ratio and Teacher at Elementary, Junior and Senior High School  
Based on Data at City of Ternate 2015/2016

NO	KECAMATAN	Elementary S		Junior HS		Senior HS		Voc.HS	
		State	Privat	State	Privat e	State	Privat e	State	Privat e
1	Pulau Ternate	8,67	0	6,8	6,94	3,58	0	2,55	0
2	Moti	9,44	13,1	7	0	6	0	0	0
3	Pulau Batang Dua	9,44	13,1	7	0	0	5	0	0
4	Pulau Hiri	8,42	0	8,83	0	0	0	0	0
5	Ternate Selatan	14,93	16,5	13,63	6,64	12,8	4,12	0	8,16
6	Ternate Tengah	16,27	18	10,97	16,44	13,28	8,03	13,8 8	10,86
7	Ternate Utara	13,97	13,6	15,65	0	11,36	3,45	7,07	0

Source: Dinas Pendidikan Kota Ternate 2015

The success of Education Office of Kota Ternate to get qualified teachers can not be separated from efforts to hold good recruitment. An excellent teacher recruitment will produce positive outcomes for schools. The more effective the recruitment and selection process the teacher receives, the more likely it is to get the right teacher. In addition, effective recruitment and selection will directly affect teacher productivity and performance. Thus, the recruitment implemented by the Education Office of Ternate City to find human resources to cover the shortage of classroom teachers or subjects in every level of education in the city of Ternate can be overcome. Besides that, the Education Office of Ternate City should stick on guideline or commitment when recruiting School Principals and School Supervisors. It should be based on the need which too fulfill a vacant position. In recruiting Principals and School Supervisors always pay attention to the analysis of positions so that it can recruit the right person and in accordance with the position. Nepotism based on a close relations should be avoided.

Thus it can be concluded that the recruitment of educators conducted by the Education Office of Ternate City is a series of activities to get the right teacher to fill vacancies or lack of teachers who have competence and in accordance with the qualifications as determined by the Education Office. Implementation of teacher recruitment is based on the needs of teachers and in accordance with the qualifications required by the school. Thus, the Office of Education of Ternate City in holding recruitment of educators to fill the shortage of teachers required by schools adjusted to the rules of the Regional Personnel Board.

### **3. Human Resource Development of Teachers**

The human resources development program of educators by Ternate City Education Office includes; teacher training program at every level of education (elementary, junior and senior high school). The improvement of the educational process is done through the development of teacher personality, attitudes, and technical professionalism skills through the upgrading and utilization of the Teachers Working Group, Subject Group Teachers, Principals Working Group, and School Supervisory Working Group. Teacher quality improvement is also done equal elementary school teacher program (PGSD). Aims to improve the quality of primary school graduates through the improvement of teacher education at the minimum level of Diploma Two (D-II). Teacher quality improvement is also done through promotion of teacher position. Promotions include core positions, study guide teachers, principals and school supervisors. Promotion also takes into account the attitude and personality in carrying out tasks that include the activities of teachers in the community, social and religious organizations, scouting, and stewardship in PGRI. Teacher coaching programs are conducted through courses related to all areas of study taught in schools.

From the results of observation and interviews of a number of informants in obtaining information that the quality of primary school teachers, junior high and high school in Ternate aims to improve the quality of education results through the improvement of attitudes, personalities, and professional technical skills of teachers. The development program of Ternate City Office is done through the Center of Teacher Upgrading Development (PPPG) for each subject area. Coaching programs include; improving the quality of technical skills, personality and professional attitude of

teachers in order to improve the quality of teachers through the teaching process. Teacher quality improvement is also done at the sub-district level implemented by UPTD together with the Education Office. Oprasionalisasi program is implemented by schools through the school cluster, and then applied at school level by the principal with the teacher. In addition, promotion by credit lifting system enables teachers to be passionate about coaching programs. For the State Administration Officer the promotion of a rank is essentially an appreciation of the teacher's achievement when it is given to the right person and time.

Nevertheless, there are still some teachers have not received educational activities to increase competence (training, training and upgrading) to the maximum and not evenly in every level of education. Most elementary

school teachers are D-II graduates. Besides qualified graduates of D-II level, teachers are required to have pedagogical competence, personality competence, social competence, and professional competence gained through professional education or teacher certification. Efforts to improve the competence of teachers through education and training activities in all levels of education, whether it is the teacher or subject class maupu subject but the realization is not as comprehensive as adjusted to the allocation of funds. Distribution of teachers in each school from kindergarden to High School has not yet spread evenly. Some schools have more teachers, while some others has insufficient. Besides, many teachers has not hold teacher certification.

Tabel 3

Student Ratio and Teacher at Elementary, Junior and Senior High School  
City of Ternate 2015/2016

No	Jenjang Pendidikan	Jumlah Guru				
		2010	2011	2012	2013	2014
(1)	(2)	(3)	(4)	(5)	(6)	(7)
1	TK	40	42	42	46	46
2	SD	920	925	930	933	933
3	SMP/MTs	465	465	470	476	476
4	SMA/MA/SMK	211	250	280	300	333

Source: Dinas Pendidikan Kota Ternate 2015

The education and development programs of educators by Dinas Pendidikan are based on the needs of individual institutions, groups, and individual educators. The development of educators by Ternate City Education Office is intended to stimulate, maintain, and improve the quality of teachers in solving problems at school within the framework of professional and career development. Teacher career development indicates an increase in the status of a teacher in carrying out his duties. Ternate City Education Office in conducting

teacher career development, adjusting to the needs of school work by fulfilling the qualification of teacher status, teacher allowance, and teacher certification to be fulfilled. The development of educators is done through education and training activities. This activity aims to; (1). Eliminate the performance gaps of educators due to their duty not in accordance with the expected, (2). Enhance the ability of a flexible workforce and be able to adapt to new technological developments facing schools, and (3). Increase the commitment

(commitment) of educators to the school and foster the perception that the school is a good place to serve.

As professionals, teachers are required to improve their professionalism through their own learning and through the development and development programs established by the Education Office. Based on the results of research that the improvement of professionalism of teachers in Ternate City is done through seminars, training, and education. The guidance of the teaching profession includes the guidance of pedagogic competence, personality competence, professional competence, and social competence. Efforts that teachers can take to improve their competence are participating in forums or scientific activities such as; make scientific papers, artwork, and technological works, carry out research / professional work assessment either individually or in groups.

Thus it can be concluded that the development of human resources of educators conducted by the Office of Education of Ternate City from planning to implementation. In education, the development of human resources of educators is the task of the Education Office in assisting teachers in improving the competence to become professional teachers. In the development of human resources educators Education Department of Ternate City is done by way of training, courses, training, further education, additional titles and promotion positions.

#### **4. Evaluation of Human Resources of Education Office**

Implementation of teacher performance evaluation by Education Office of Ternate

City is done by using the minimum service standard that fulfill element in the assessment of job implementation as guidance and benchmark to evaluate employee performance, through performance evaluation every day, performance evaluation every month, and evaluation of year end performance. Evaluation of teachers' performance by Ternate City Education Office was conducted with the aim of: (1). Evaluation of something that has been done by the teacher, usually related to problems such as; compensation, teacher additions / reductions, worker selection systems, (2). Development of teachers related to; (a). Provide feedback on the performance that has been produced, (b). Giving direction for future performance improvements. (c). The process identifies the need for training and development.

In evaluating the problem of teacher gap in Ternate City. From the study found that, there is a lack of classroom teachers and subject teachers at all levels of education. This is due to uneven distribution in the placement of classroom teachers and subject teachers by the Ternate City Education Office. The problem of teacher gaps can be seen in the ratio of the number of teachers, students, and study groups is not proportional. The imbalance amount is evidenced by the excess of classroom teachers and subjects at all levels of education in North Ternate Subdistrict, Ternate Tengah and Southern Ternate. While in some schools such as Kecamatan Pulau Moti and Kecamatan Pulau Batang Dua, there is a lack of classroom teachers and subjects at all levels of education.

Table 4  
Number of Ternate City Teachers by Education Level  
City of Ternate 2015/2016

No	Tingkat Pendidikan	Jumlah	%
1	Diploma II	49	12
2	Diploma IV	84	33
3	SI	405	47
4	S2	18	8
5	S3/Doktor	-	-
Jumlah		732	100

Source: Dinas Pendidikan Kota Ternate 2015

Thus the evaluation of the performance of educators Education Department of Ternate City is to assess or see the success and failure in implementing activities and functions mandated to him as the vision and mission of the Department of Education namely the Realization of Quality Education Towards Cultural Cities and Civil Society. Teacher performance evaluation is actually a follow-up activity of performance measurement, so that in evaluating the performance of teachers should be guided by the measurements and indicators that have been agreed and determined.

Thus it can be concluded that the evaluation of teacher performance by the Education Office of Ternate City is basically done to measure the performance of educators as well as to know how well a teacher's performance in performing his job duties and how much potential to develop. To find out whether the human resource (teacher) has performed the job / position in accordance with the duties and responsibilities, it is necessary to do the job assessment to measure the productivity of work. This performance includes work performance, way of working, creativity and career development ability. By doing the job assessment can also know the accuracy or inaccuracy of a teacher in carrying out the work, so it can be a valuable information

material for the Education Office in taking the next decision.

#### **F. CONCLUSION**

Based on data descriptions of research results and discussion of the Human Resource Management Educators Education Department of Ternate City can finally be drawn conclusions as follows:

1. Planning of human resources Teachers Education Office of Ternate City conducted in accordance with the concept of guidance planning on the needs or lack of teachers. Evaluate and analyze the needs and shortages of teachers conducted every year by proposals through meetings, meetings and deliberations of work represented by heads of departments, heads of administrative affairs, and head of sub-division of personnel and planning. And recruitment is done by the local government through the Regional Personnel Board.
2. Implementation of recruitment of teachers Education Department of Ternate City Education has been referring to the needs or lack of teachers who have planned. Furthermore, the implementation of recruitment by using academic selection, administration, health selection and qualifications that have been determined. However, the

implementation still depends on the information on the provision of recruitment of employees from the Regional Personnel Board. The education office of Kota Ternate is only planning and proposing criteria and qualifications of employees, while the implementation is done by the Regional Personnel Board.

3. Teacher career development conducted by Ternate City Education Office has been done by adjusting the needs of a teacher's work, by fulfilling the qualifications of professionalism. In the development of human resources educators Education Department of Ternate City is done by way of training, courses, training, further education, additional titles and promotion positions.
4. Evaluation of teacher performance conducted by Dinas Education Office of Ternate has been done by using minimum service standard, which fulfill element in assessment of job implementation as benchmark and guidance in assessment. In evaluating teacher performance on a daily basis, monthly performance evaluations, and annual performance evaluations. In the implementation emphasizes the aspect of attendance and discipline to improve teacher performance.

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- Sumber data: Dinas Pendidikan Kota  
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- Sumber data: UPTD Dinas Pendidikan  
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- Sumber data: BPS Kota Ternate 2013