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## The Development of Human Resources Capacity of Legal Entity State University

**ABSTRACT:** Indonesia is a country that has the most universities in Southeast Asia. However, its excellent and competitive universities in Asia and the World are still limited. Indonesian government strives to produce high-quality universities by forming legal entity state universities. To be an excellent and competitive university at the regional and global levels becomes the vision of every university. A strong competitive advantage of a university in the long term occurs, when the university can produce more competent people than is needed. The realization of the goals is determined by the success of developing the capacity of HR (Human Resources). Ranking and accreditation are instruments to measure the adequacy of the quality and quantity of human resource capacity in university management. This article is conducted based on the results of a survey of 11 legal entity state universities. The results demonstrate that the competitive advantage of the legal entity state university is based on the success of developing competitive and excellent human resource capacity. Human resource capacity development is performed at the system, institutional, and individual levels based on autonomy in academic and non-academic management. In maintaining the excellence of human resources, two pillars have been reinforced, namely: the mind-set of the HR as an organizational asset and the application of the merit system principle.

**KEY WORDS:** Human Resources; Legal Entity State University; Competitive Advantage.

### INTRODUCTION

Indonesia is a country that has the most universities in Southeast Asia. However, its excellent and competitive universities in Asia and the world are still limited. Indonesian government strives to produce high-quality universities by forming legal entity state universities or known as PTN-BH (*Perguruan Tinggi Negeri-Badan Hukum*) or Legal Entity State University (Hanushek, 2004; Setneg RI, 2012; and OECD/ADB, 2015).

The competitive advantage of a university is not due to the endowment

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factor, not because it is established earlier, or because it has already been well-known publicly. Nonetheless, a strong and determined university in the long term occurs, when it can produce more talents than is needed (Pella & Inayati, 2018:7).

An excellent and competitive university is determined by excellent and competitive human resources. The competitive advantage of a university is governed by the success of managing human resources as an important asset of a university. The indicators relate to the qualifications, competencies, and performance of human resources. The indicators are similar to those stated in WCU (World Class University) assessment, which includes lecturers and students ratio as 20%, international lecturers as 5%, international students as 5%, academic reputation as 40%, graduates' reputation as 10%, and scientific journal citations as 20% (Wijaya, 2019).

Today's global competition has created opportunities and challenges for universities who aspire to build a strong role. The current global competition has made the university's environment change radically in a relatively short time and the competition among university has become increasingly fierce. One of the key factors in determining the success of winning the competition is to produce excellent-quality HR (Human Resources).

Ways to respond to various unexpected events, especially on how to build the resilience of human resources individually and in groups, are continuously sought and selected to affect the health and resilience of university. In the current uncertainty and complexity of university management, the resilience of human resource development is in line with the organizational development strategy (Mitsakis, 2020).

The development of the university's human resource capacity is vital to accomplish the goals of university; it is to produce graduates who master the branches of science and technology to meet national interests and increase national competitiveness. However, the management of the university's human resources is currently facing a fundamental problem, which is an inability to produce more competent people than is needed (David, 2011; Setneg RI, 2012; and OECD/ADB, 2015).

This article is intended to answer the question, how does a legal entity state university develop its human resource capacity to be able to provide a high-quality education?

***Higher Education in Human Resources.*** Human resources are important assets of university that must be maintained and developed in quality and quantity, in addition to natural resources, financial resources, and material resources. The existence of sufficient natural resources, abundant financial resources, and complete material resources will not mean much

if not managed properly. Meanwhile, whether or not the management of non-human resources is good, it is determined by the ability of human resources (Sahroni, 2019).

University in human resources, in the sense of university personnel, consist of Lecturers and Education Personnel. Lecturers are professional educators and scientists with the main task of transforming, developing, and disseminating science, technology, and arts through education, research, and community service. Education personnel as members of society who are devoted and appointed with the main task of supporting the implementation of university, so that education personnel is not included in the academic community. The human resources for university in this article are Lecturers (Setneg RI, 2005 and 2012; and Rafiei & Davari, 2015).

The roles, duties, and responsibilities of Lecturers are very important in realizing the goals of university; it is to educate the nation's life and improve the quality of Indonesian, including the quality of faith and piety, noble morals, and mastery of science, technology, and art, to create Indonesian society who is advance, fair, prosperous, and civilized. To carry out a very strategic function, role, and position, so the professional Lecturers are needed (Setneg RI, 2003; and Indonesia MoEC, 2016).

Professional Lecturers are men/women who have the competencies needed by an educator, namely a set of knowledge, skills, and behaviours that must be owned, lived, and controlled by the lecturer in their professional duties. Lecturer competence determines the quality of the implementation of the university's *Tri Dharma* (Three Obligations) as shown in the Lecturer's professional activities. Lecturers who are competent in their professional duties are those who have the necessary pedagogical, professional, personal, and social competences in education practices, research, and community service (Setneg RI, 2005; and Indonesia MoEC, 2016).

Pedagogical competence refers to the ability in the teaching and learning process; Social competence refers to the ability to communicate both in writing and orally; Professional competence refers to the ability of the field of study being practiced; and Personality competence refers to the ability of attitudes and actions in various situations and conditions. The competence of the Lecturers must be continuously adjusted to adapt to the development of science and technology (Setneg RI, 2005; and Indonesia MoEC, 2016).

***Lecturer Capacity Development.*** Human resource capacity can be defined as the ability of an individual, group, organization or system to carry out their functions and authority in achieving goals effectively and efficiently.

In a broader sense, it can be interpreted as the space and capacity of the available human resources. Human resource capacity development means the process of meeting needs in quality and quantity to achieve goals effectively and efficiently (Kamaria, 2012; and Rafiei & Davari, 2015).

University is a dynamic institution, which in its management continues to develop following the development of science and technology as well as the development of community needs. It requires the lecturers, organizations, and systems that can be used effectively and efficiently to achieve their goals. Therefore, Lecturer capacity development is done regularly.

Effective and sustainable Lecturer capacity development can be carried out at 3 (three) levels, namely: the system level, the institutional level, and the individual level. At the system level, a framework is developed related to regulations, policies, and basic conditions that support the achievement of university's policy and objectivity. At the institutional or organizational level, decision-making processes, procedures, and work mechanisms, arrangements of facilities and infrastructure, relationships, and networks are developed in university management. While at the individual level, it is directed towards increasing knowledge, skills, behaviour, job grouping, and work motivation (*cf* UNDP, 2009; and Indonesia MoEC, 2016).

**Literature Review.** Global human resource management is the use of international human resources to achieve organizational goals regardless of geographical boundaries. The effectiveness of global HRM (Human Resource Management), which depends on the ability to judge the extent of the organization, must implement similar practices around the world or adapt them by local conditions (Brewster, Sparrow & Harris, 2005; and Safri, 2019).

Although the concept of capacity building for human resources is interpreted differently – some mean capacity building, capacity development, or capacity strengthening – the essence is still the same: an initiative to improve quality and quantity according to the needs. The development of the university's human resource capacity is a process of improving the professionalism of lecturers and students in a directed and planned manner, accompanied by good management for the efficiency and effectiveness in university management.

When an organization can implement human resource management, which focuses on ability and motivation at high levels, then LP (Lean Production) is profitable. Nevertheless, when organizations implement human resource management that focuses on ability and motivation at low levels, LP is negatively associated with performance. Hence, the synergy

of LP and these two forms of human resource management is essential for performance, because without human resource management, LP might damage the organization (Liao & Han, 2019).

To be an excellent and competitive university, the foundation starts by making decisions on policies to design superior and competitive human resources. The use of ineffective human resource management strategies has the potential to reduce university performance. To attract and maintain the value of human capital, an assumption that serves as a starting point is used, namely the competitive advantage that comes from the recruitment, development, and placement of Human Resources (Brewster, Sparrow & Harris, 2005; and Rodeiro, Calvo & Fernández, 2012).

Talent management is born from the belief that talent is what distinguishes excellent and poor organizational cultures. This condition can be categorized as a form of human investment. Even though these development orientation programs are time and cost consuming, all organizations must implement them, and make the costs of the programs as investments in human resources. It attempts to close the gap between the current competencies and the expected competencies and to improve work efficiency and effectiveness in achieving the specified work goals (Pella & Inayati, 2018; and Pawirosumarto & Wahyudi, 2019).

Achieving this alignment of objectives must be pursued through long stages of a process starting from planning to managing and maintaining human resource potential. It is because, at the macro level, human resources development is a process of improving the quality or capability of humans, which includes planning, development, and management of human resources (Notoatmodjo, 2003).

In the capacity development, nine components must be considered to run systematically, i.e. performance capacity; personal capacity; workload capacity; supervisor capacity; facility capacity; support service capacity; system capacity; structural capacity; and role capacity (Basnawi, 2017).

In particular, in developing human resource capacity, which involves increasing all the internal potentials of human abilities, is based on the fact that a lecturer needs a developed set of knowledge, skills, and abilities to work well in a succession of positions encountered during a career.

Human resources are important assets that determine the health, existence, and competitive advantage of an organization. The main indicators are the use of the term human resources, human resource managers as strategic partners; and in the organizational structure, the human resource management unit is under the close supervision of the leaders of the organization (Pella & Inayati, 2018; and Pawirosumarto & Wahyudi, 2019).

Many studies have been conducted focusing on human resource development in non-profit institutions. Studies on the development of academic staff at a leading university in Vietnam begin since the recruitment which welcomes Ph.D. graduates, especially those who are graduating from developed countries. Furthermore, academic staff development becomes a central program by offering greater opportunities for self-development (Nguyen, 2015).

The impact of an evidence-based approach in the professional development of the human resources field can strengthen credibility and better professional recognition. The practical implication for educators, policymakers, and employers is to broaden the understanding of valid evidence of learning to appreciate deeper reflection on practice-based work cases (Chase, 2018).

## METHOD

This study investigates the policies and capacity development programs of Lecturers in legal entity state universities, namely: UI (*Universitas Indonesia* or Indonesia University) in Jakarta; UGM (*Universitas Gadjah Mada* or Gadjah Mada University) in Yogyakarta; UNAIR (*Universitas Airlangga* or Airlangga University) in Surabaya, East Java; USU (*Universitas Sumatera Utara* or North Sumatera University) in Medan; UPI (*Universitas Pendidikan Indonesia* or Indonesia University of Education) in Bandung, West Java; UNHAS (*Universitas Hasanuddin* or Hasanuddin University) in Makassar, South Sulawesi; UNPAD (*Universitas Padjadjaran* or Padjadjaran University) in Bandung, West Java; UNDIP (*Universitas Diponegoro* or Diponegoro University) in Semarang, Central Java; ITB (*Institut Teknologi Bandung* or Bandung Institute of Technology) in West Java; IPB (*Institut Pertanian Bogor* or Bogor Institute of Agriculture) in West Java; and ITS (*Institut Teknologi Sepuluh November* or 10<sup>th</sup> November Institute of Technology) in Surabaya, East Java.

This study employed a qualitative method. The data and information were collected by using surveys and then confirming them to 11 Directors and Heads of the Human Resource Bureau of the Legal Entity State University (Gay, Mills & Airasian, 2012).

The focus of the study is on developing the capacity of Lecturers by examining their vision and mission, policies and programs, as well as results and impacts. The contribution of this study is the construction of a structural model and measurement of strategic practice for Lecturer development in universities and the provision of the facility for future research on human resource management in universities (Laakso-Manninen & Viitala, 2007; and Gay, Mills & Airasian, 2012).



## RESULTS AND DISCUSSION

Positioning human resources, as an important asset in maintaining universities' health and competitive advantage, has been demonstrated by legal entity state universities. The two main indicators found are all legal entity state universities have used human resource nomenclature and have positioned the human resource management unit under the close supervision of the leader of the organization, i.e. the Rector.

Based on the organizational structure, there are eleven (100%) legal entity state universities that place the HRM (Human Resources Management) unit two levels below the Rector or equivalent to the position of the second echelon. Meanwhile, based on its function, nine (81.82%) legal entity state universities place it as a directorate; and three (18.18%) others assign it as an executing administrative element by calling it a bureau.

Systemically, the legal entity state universities develop a framework related to regulations, policies, and basic conditions that support the achievement of policy objectivity in the field of human resources. The basis is academic and non-academic autonomy. In non-academic autonomy, there is an authority to appoint and dismiss employees by themselves and the authority to use its human resource management system. The autonomy of HRM is outlined in the vision, mission, and strategic plans that are regulated in the human resource management system regulations of each university (Laakso-Manninen & Viitala, 2007; Setneg RI, 2012; and Rafiei & Davari, 2015).

A vision is a picture of a realistic future and intended to be manifested in a certain period. Around 36.36% of universities list human resource capacity in the university vision. In the vision of the legal entity state universities, there are objectives to be achieved, obtained values and needs which are expressed through products and services. The vision mentioned above is also oriented towards the future, expressing creativity; it is not formulated based on current conditions and principles of values that contain appreciation (Laakso-Manninen & Viitala, 2007; Rafiei & Davari, 2015; and Machali & Hidayat, 2016:253-254).

The missions of the legal entity state universities reflect strategic actions, steps that must be taken, or implemented by the organization to achieve the vision. This strategic action is an overall approach that deals with the implementation of ideas, planning, and execution of activity within a certain period. It is a tool or action utilised by the management to achieve a consistent performance with the mission and goals of the organization. There are nine (81.82%) legal entity state universities that have a mission to develop human resource capacity as it has been outlined in the strategic plans.

The Strategic Plan or RENSTRA (*Rencana Strategis*) of legal entity state universities contains policies and programs for developing human resource capacity, which is legalized by the Board of Trustees or MWA (*Majelis Wali Amanah*). Operational provisions are regulated by a regulation in the form of a Rector's Regulation. All legal entity state universities (100%) have their regulations regarding the human resource management system, such as the regulations concerning human resource management systems, the fulfilment of human resource needs, study permits and assignments, reward systems, and career development.

The legal entity state universities develop decision-making processes, work procedures and mechanisms, reward and punishment, relationships, and networks in human resource management. Human resource capacity development in the legal entity state universities has characteristics that match the characteristics of talent management. It has a development mind-set, implements a performance culture, has executive sponsorship, uses a good human resource information system, and applies the merit-principles, namely qualifications, competence, and performance (Indonesia MoEC, 2016; Pella & Inayati, 2018; and Pawirosumarto & Wahyudi, 2019).

It is reflected in all the universities that give rewards to those who are talented and accomplished and give punishments to those who are not talented and show poor performance. Putting the right person in a suitable position is conducted through a competency assessment. In filling the number of qualified lecturers with a doctoral degree, nine (81.82%) legal entity state universities achieve it by establishing scholarship and fee assistance programs for those who continue their doctoral studies abroad or in the home country, monitoring, and providing sanctions for those who do not graduate. There are eleven (100%) legal entity state universities that give doctoral study permission/assignment to newly appointed non-civil servant lecturers.

At the individual level, the legal entity state universities direct lecturers to increase knowledge, skills, work behaviour, job grouping, and work motivation. In filling the vacancy of human resources due to retirement or other causes, so that the ratio of lecturers to students is well-maintained, eleven (100%) legal entity state universities fill it through the formation of Civil Servant Candidates or CPNS (*Calon Pegawai Negeri Sipil*) and the procurement of non-civil servant lecturers.

Increasing the productivity of lecturers in producing scientific publications can be performed by carrying out training programs for writing scientific articles, providing incentives for scientific articles published in reputable international journals, and providing university



research grant schemes. The universities also require lecturers to have reputable international journal publications or accredited national journals in a certain number and period, otherwise, they will be subjected to sanctions. There are eleven legal entity state universities (100%) that have these programs and conditions.

In the acceleration of proposing a professor's promotion, there are six (54.55%) legal entity state universities that carry out mentoring by professors; eleven (100%) others have a scientific article validation team; and nine (81.82%) others determine the requirements for reputable international journals which outnumber the requirements issued by the ministry.

The capacity development of lecturers by the legal entity state universities has shown excellent results in the number of lecturers with doctoral degrees, the number of professors, and the number of lecturers who have been certified as professional educators. The average percentage of lecturers with doctoral degrees at the legal entity state universities is 49.94%. In detail, the percentage of lecturer with doctoral degrees in five universities is more than 50% and in six others is 34.16%, 39.92%, 40.08%, 45.33%, 45.61%, and 46.76%.

In terms of academic positions, the percentage of lecturers holding positions as Head Rector is 23.40%; six universities' percentage is above 25% and others' is below 25%. On the other hand, the percentage of lecturers holding positions as Professor is 11.48% averagely. In detail, seven universities have 10% lecturers holding positions as Professor and four others have them below 10%.

Based on lecturers who have professional educator certificates, the average is around 72.11%. Six universities' percentage is above 75% and five others' is 61.48%, 64.54%, 66.34%, 68.91%, and 73.48%.

The excellence of the legal entity state universities is also displayed in the ranking of Indonesian universities, the Asia University Ranking, and the World University Rankings. In the 2019, ranking of Indonesian universities, thirteen universities that are included in the first cluster, ten of them are legal entity state universities, namely: ITB (*Institut Teknologi Bandung* or Bandung Institute of Technology) in West Java; UGM (*Universitas Gadjah Mada* or Universitas Gadjah Mada) in Yogyakarta; IPB (*Institut Pertanian Bogor* or Bogor Institute of Agriculture); ITS (*Institut Teknologi Sepuluh Nopember* or 10<sup>th</sup> November Institute of Technology) in Surabaya, East Java; UI (*Universitas Indonesia* or Indonesia University) in Jakarta; UNDIP (*Universitas Diponegoro* or Diponegoro University) in Semarang, Central Java; UNAIR (*Universitas Airlangga* or Airlangga University) in Surabaya, East Java; UNHAS (*Universitas Hasanuddin*

or Hasanuddin University) in Makassar, South Sulawesi; UNPAD (*Universitas Padjadjaran* or Padjadjaran University) in Bandung, West Java; and USU (*Universitas Sumatera Utara* or North Sumatera University) in Medan, North Sumatera, Indonesia (Harususilo, 2019).

In the Asia University Ranking, the World University Rankings 2020, among six Indonesian universities that are included in the 200 Best Asian University, five of them are legal entity state universities, namely: UI in Jakarta, in 162; ITB in Bandung, West Java, in 251-300; UGM in Yogyakarta, in 301-350; ITS in Surabaya, East Java, in 301-350; and IPB in Bogor, West Java, in 351-400 (Kemdikbud RI, 2020; and Kasih, 2020a and 2020b).

In the ranking of world university, among eight Indonesian universities that are included in 1,000 best university in the World QS WUR (Quacquarelli Symonds, World University Rankings) of 2021 version, seven of them are legal entity state universities, namely: UGM in Yogyakarta, in 254; UI in Jakarta, in 305; ITB in Bandung, West Java, in 313; UNAIR in Surabaya, East Java, in 521-530; IPB in Bogor, West Java, in 531-540; ITS in Surabaya, East Java, in 751-800; and UNPAD in Bandung, West Java, in 801-1000 (Kemdikbud RI, 2020; and Kasih, 2020a and 2020b).

The description above shows that the development of human resource capacity in the legal entity state university is carried out systematically and programmed at three levels, namely: the system level, the institutional level, and the individual level. Meanwhile, concerning its implementation, it considers nine capacities to run systematically, namely: performance capacity, personal capacity, workload capacity, supervisor capacity, facility capacity, support service capacity, system capacity, structural capacity, and role capacity (Potter & Brough, 2004; Purnomo, 2015; and Basnawi, 2017).

## CONCLUSION

The excellent and competitive legal entity state universities have excellent human resources as well. In providing high-quality higher education, legal entity state universities place human resources as important assets that are required to be managed properly. In producing more excellent human resources than what is needed, a human resource capacity building system is developed through three levels, namely the system level, the institutional level, and the individual level based on the autonomy of academic and non-academic management.

Consistently, the legal entity state university pays attention to nine aspects so that human resource capacity development can run systematically. Those aspects are performance capacity, personal capacity,

workload capacity, supervisor capacity, facility capacity, support service capacity, system capacity, structural capacity, and role capacity. In maintaining the competitive advantage of human resources, two pillars are strengthened i.e. the HR (Human Resources) mindset as an organizational asset and human resource management system that applies the principles of a merit system, namely qualifications, competencies, and productive performance.<sup>1</sup>

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