

Policy Implementation of Non Civil Servant Educator Training in Higher Education (Study of Implementation of Rector Regulation of Malang State University Number 14 the Year 2017 Regarding Non-PNS Permanent Lecturers at State University of Malang)

Wahyu Bowo Laksono^{1*}, Bambang Santoso Haryono², Mohammad Nuh³

¹ Master of Higher Education Management Study Program, Faculty of Administrative Sciences, Brawijaya University & General and Financial Bureau, Staffing Section, State University of Malang *

² Master of Higher Education Management Study Program, Faculty of Administrative Sciences, Brawijaya University

³ Master of Higher Education Management Study Program, Faculty of Administrative Sciences, Brawijaya University

Abstract

Higher education is part of the national education system that has a strategic role in educating the nation's life and advancing science and technology by paying attention to and applying human and cultural values and sustainably empowering the Indonesian people, to support Malang State University (UM) as a state university that is implementing higher education autonomy with a financial management pattern, the Public Service Agency is given the authority to appoint Non-PNS Permanent Lecturers based on the internal needs of the institution. adapted to national higher education standards. The objectives of this study are: (1) to explain the implementation of the Rector of the State University of Malang Number 14 of 2017 concerning Permanent Lecturers of Non-PNS UM (2) to determine the supporting and inhibiting factors. This study used the descriptive qualitative method. Data collection techniques used in this study were interviews, observation, and documentation. Research findings: (1) differences in the interpretation of leaders at universities and faculties and among non-PNS permanent lecturers themselves in terms of clarity of future status for non-PNS UM lecturers (2) lack of socialization related to non-PNS policies Permanent PNS UM lecturers in particular in terms of career patterns, clarification of further study S3 in the contract period (3). There are differences in policies in terms of employment status and providing incentives for education staff with the status of Non-Permanent Employees with the policy of Non-PNS Permanent Lecturers whose rights and obligations are the same as PNS.

Keywords: policy implementation, coaching, non-PNS permanent lecturers

INTRODUCTION

Lecturers are professional educators and scientists with the main task of transforming, developing, and disseminating Science and Technology through Education, Research, and Community Service [1]. The need to appoint Non-PNS Permanent Lecturers in PTN is regulated in Law Number 12 of 2012 on Higher Education Number 71 Article 1 paragraph which states that "PTN leaders can appoint permanent Lecturers following National Higher Education Standards with Government approval", as a derivative regulation Regulation of the Minister of Education and Culture No. 84 of 2013 concerning the Appointment of Non-Civil Servant Permanent Lecturers at State Universities and Permanent Lecturers at Private Universities [2] has been issued. The urgency of the appointment of non PNS permanent lecturers and PTS permanent

lecturers is to maintain the lecturer ratio / ideal ratio of lecturers to students seen in a study program at the tertiary institution based on the Higher Education Database (PDPT) and the National Higher Education Standards (SNPT), policies CPNS acceptance moratorium in 2015-2018 also became one of the causes of the potential crisis of teaching staff (teachers and lecturers) which began to threaten, many retired lecturers were not balanced with the number of new students.

Directorate General of Higher Education Kemenristekdikti Supriadi Rustad said that "The delay in the regeneration of lecturers is feared to lead to a lecturer crisis in the future, the number of lecturers is increasingly decreasing, while the high school graduates who are studying more and more, in this era is the right moment to invest in the HR field lecturers are no exception "[3]. In the era of the CPNS moratorium, many government agencies

Correspondence address:

Wahyu Bowo Laksono

Email : wahyubowolaksono@yahoo.com

Address : Master's Program of Higher Education
Management, Faculty of Administration Science,
Brawijaya University

with the status of the Public Service Agency (BLU) recruited non-PNS employees, one of which was a non-PNS permanent lecturer.

The change of government followed by the change of ministry nomenclature from the Ministry of Education and Culture to Kemenristekdikti still places the main focus on educators as the spearhead of educating the nation, aware of a large number of recruitment of educators in universities to fill the retirement vacancy of human resources and maintain the ratio of lecturers to students, Kemenristekdikti authorizes Permenristekdikti Number 26 the Year 2015 concerning Educator Registration in Higher Education, this regulation gives emphasis and legitimacy to permanent lecturers who work full time at tertiary institutions as their base administration units and are not being permanent employees in other base administration units, having the same position as PNS lecturers to obtain the National Lecturer Registration Number (NIDN) issued by the ministry for permanent lecturers whose funding is through the state budget (4).

Malang State University (UM) as one of the BLU organizing PTNs in its development has recruited non-PNS employees both non-PNS lecturers and non-PNS staff / Education Personnel since 2013 it is contained in UM Rector Regulation Number 6 of 2013 concerning Non-PNS Employees Civil Servants of the State University of Malang, in the chancellor's regulation, which became the main focus to meet the needs of non-PNS staff and lecturers alone regardless of the ratio of lecturers to students as well as the adequacy of the existing teaching staff by filling in employee formation. In this regard, in the policy level of permanent non-civil servant lecturers at the national level, the Ministry of Research and Technology applies regulations on the registration of educators for civil servant lecturers and permanent lecturers in universities and in the subsequent reform of the Minister of Research and Technology more emphasized on the ideal ratio of lecturers to students in social science study programs, namely 1: 45 while natural science 1: 30 [5].

Responding to a change in policy for the lecturer, the State University of Malang made adjustments by issuing the Rector's Regulation Number 14 of 2017 concerning Non-PNS Permanent Lecturers at the State University of Malang, the basic arrangement that became the contents of the chancellor's regulation concerns in terms of fostering non-PNS permanent UM

lecturers, procurement of non-PNS permanent lecturers based on the ratio of lecturers to students and organizational development needs as well as improving welfare in fulfilling the rights and obligations of non-PNS UM permanent lecturers. The status as a non-PNS lecturer was changed to become a non-PNS permanent lecturer, making his rights and obligations equal or equal to that of a PNS, therefore in the process of implementing his policy a non-PNS permanent lecturer was required to start from being a non-PNS permanent lecturer candidate with a salary of 80 %, then UM conduct education and training and pre-service debriefing for non-PNS permanent lecturers if passing the education and training concerned they are required to carry out medical tests at designated government hospitals and then from the health side they are declared healthy and fit they will be appointed as Non-PNS permanent lecturers subsequently receive a decision letter as a full-time non-PNS permanent lecturer with a 100% salary payment. In addition, in terms of career, non-PNS permanent lecturers can collect credit figures including the Tri Dharma Higher Education assessment component, which can then be processed for academic functional position proposals lecturer (academic position, Expert Assistant, Lecturer, Head Lecturer, and Professor) [6].

The existence of various regulations governing the existence of non-PNS permanent lecturers and non-PNS employees make a different attitude in terms of the implementation of policies carried out at BLU organizing institutions and PTN. In the results of previous studies [7], given the space for PTN especially PTN-BH (legal entity) status and PTN-BLU (public service body) to appoint non-PNS permanent lecturers is a solution when the ratio of lecturers to students is still lame especially at faculties and new study programs that are busy with interested ones, but there are some problems that arise, namely (a) the confusion in the expenditure budget (MAK) which is used to pay non-PNS permanent lecturers, (b) additional salaries for non-PNS permanent lecturers often collide / overlap with internal PTN human resource rules, (c) the lack of applicants to fill instructor formation in study programs that still rarely produce strata 2 (master) or strata 3 (doctoral) graduates, (4) opportunities for further study S3 for non-PNS permanent lecturers are constrained on internal policies of several state universities which tend to prioritize lecturers with civil servant status, (5) permanent non-civil servant lecturers often receive a teaching credit load that exceeds this

standard nimal 12 credits each semester so that other tertiary education activities such as research activities and community service are ignored.

Based on preliminary studies conducted by researchers, there are several problems experienced by non-PNS UM permanent lecturers, namely: (a) the unrest experienced by most non-PNS permanent lecturers in connection with the obligation to continue further study abroad and the clarity of the future employment status in connection with the concept of Government Employees with Work Agreements (P3K) as stipulated in Law Number 5 of 2014 concerning State Civil Apparatus and Government Regulation Number 49 of 2018 concerning Management of Government Employees with Work Agreements, (b) teaching load that exceeds the specified credit hours make non-PNS permanent lecturers less carry out other higher education tri dharma activities such as conducting research and community service, (c) socialization and information related to career paths, obligations, and rights what must be done by non-PNS permanent lecturers are still lacking.

Based on the background description above, the formulation of the problem in this study is as follows:

1. What was done in implementing Pertor State University of Malang Number 14 the Year 2017 regarding Non-PNS UM Permanent Lecturers?
2. What are the obstacles encountered in implementing the policy of developing non-civil servant educator staff at Malang State University?

LITERATURE REVIEW

Public Policy

The policy is an attempt to define and set standards for taking or not taking action [8]. Public policy is understood as a process of policymaking by the government or power holders oriented to the welfare and benefit of the community in the context of national development [9]. The birth of public policy can be preceded by problems in society that need to be addressed immediately using social engineering, in addition to the breakthroughs and initiatives of the government as executive executors of state administrators to provide facilities and benefits for the community, based on needs, demands, interests, and setting the agenda of all parties. The purpose of UM Pertor No. 14 of 2017 concerning Non-PNS UM Permanent Lecturers is to meet the needs of lecturer staff formation and

consideration of the ratio of lecturers to students to remain ideal.

Coaching

Coaching is a process where people are prepared to achieve certain abilities in order to achieve organizational goals [10]. Coaching is oriented towards the present and helps employees master specific skills and abilities/competencies to succeed in their work. Besides coaching can also be interpreted as an effort to improve the performance of employees in their current jobs or prepare when they will occupy positions [11]. The presence of employees who have high skills, skills, and motivation is needed, therefore attention and guidance to employees in terms of development and supervision are absolutely necessary.

Policy Implementation

The term implementation contains verbs to provide a means to carry out something that has an impact on what has been done. What is meant here is the policies and decisions chosen to be implemented and realized. The formal implementation of the policy itself can be seen as a process of implementing policy decisions, usually in the form of laws, government regulations, judicial decisions, executive orders, or presidential decrees [12].

The implementation of the policy can be said to be successful or failed to be influenced by four main factors, namely communication, resources, disposition, and bureaucratic structures [13]. Communication factors include: (a) transmission, (b) clarity, (c) consistent, resource factors include: (a) human resources/staff, (b) budget, (c) authority, (d) facilities/facilities and infrastructure, for disposition factors include: (a) appointment of bureaucrats and (b) incentives, bureaucratic structure factors related to (a) the existence of SOPs (Operational Standards and Procedures) and (b) fragmentation/distribution of work responsibilities to several work units.

In this study, the Edward III policy implementation model is used to answer the problem formulation in this study. The author would like to focus on a comprehensive understanding relating to the implementation of UM Rector Regulation No. 14 of 2017, especially those relating to the implementor and possible conflicts between resources and bureaucratic structures towards success in implementing the policy of non-PNS UM permanent lecturers.

MATERIALS AND METHODS

This study used descriptive qualitative method. The location of this research is Malang

State University. Data collection techniques used in this study were interviews, observation, and documentation to get in-depth data about the implementation of Pertor No. 14 of 2017 concerning Non-PNS UM Permanent Lecturers. The data collection in this study was carried out using interview techniques to the Vice-Chancellor II, Deputy Dean II of the Faculty, Head of the General and Finance Bureau, Head of Personnel Section, Head of Academic Personnel, Head of Administrative Personnel, Head of Administrative Subdivision, and Head of Economics, Staff Academic, the staff of Legal and Administrative Subdivision, Administrative and Staffing staff at the Faculty of Literature and Mathematics and Natural Sciences, PNS lecturers and 15 Non-PNS UM Permanent Lecturers. Observations were made by researchers to observe the activities carried out in the framework of implementing the chancellor's regulation on Non-PNS Permanent Lecturers. Documentation conducted by researchers regarding documents obtained from Non-PNS Permanent Lecturers, Academic Staff sub-documents, and regulations related to this study. Analysis of the data used in this study is the analysis model of Miles, Huberman, and Saldana with stages: (1) data collection, (2) data condensation, (3) data presentation, and (4) describe and verify conclusions [14].

RESULTS AND DISCUSSION

A well-made policy will have no meaning if it is not implemented. Looking at the policy cycle, the process of formulating public policies includes several things (a) identification of problems, (b) setting agenda/focus of attention, (c) policy formulation, (d) ratification of policies, (e) implementation of policies, and (f) evaluations policy [15]. So it is not wrong to say that policy implementation is an important aspect of the policy process cycle, the implementation of policies is important and perhaps even more important than making the policy itself, because a policy is only a dream and a good plan written on paper and stored in an archive if not implemented [16].

If related to the theory of Edward III's policy implementation, the successful implementation of UM UMM number 14 of 2017 concerning Non-PNS UM Permanent Lecturers can be measured by communication factors, resources, dispositions, and bureaucratic structure. These factors will be explained as follows.

Communication

In connection with the mandate as a PTN that organizes BLU financial patterns, it has the authority to recruit employees both non-PNS permanent lecturers and education staff according to the conditions and needs of the organization in order to maintain the ratio of lecturers: students and improve the quality of tri dharma services in tertiary institutions.

In the context of the policy of non-PNS UM permanent lecturers, communication that is established at the level of policymakers is carried out in stages. Determination of the need for formation of non-PNS permanent lecturers starting at the lower level starting with the meeting of department leaders (rapim majors) then discussed at the faculty level meeting, then every Tuesday every week can be used as one of the agendas discussed in rapim field II in this case led by Deputy The Chancellor II in charge of general affairs and finance, in the next process the formation of needs and the proposal of initiatives related to policies in the scope of MW which require legalization and endorsement were taken to the University Rapim led by the Chancellor, the results of the university level rapim which had the authority to decide whether the UM will make and implement the policy of non-PNS permanent lecturers or not, in the case of university rapim deems it necessary to make the policy of non-PNS permanent lecturers then from the results of the minutes of the meeting it is decided which party is responsible for making umbrella regulations for the policies taken, the field of authority Which Vice Chancellor will carry out, in this case when it relates to HR then under the authority of WR II with the General and Financial Bureau and the Academic Staff Subdivision Section as executors at the university level who can coordinate and can request assistance from the implementing unit in charge of staffing and governance effort at the faculty level. In the case of university rapim, it is held every Wednesday on every week. In terms of (a) transmission, the policies have taken already been discussed at the lower level rapim (Rapim Departments, faculties and fields II) before being taken to the university rapim to be decided, (b) clarity, issues, and problems at the lower levels that have been discussed and it was decided that the university rapim had the legitimacy to be immediately carried out and which units were designated to carry out the policy was arranged, (c) consistent, all matters relating to information and policies taken at the university level were communicated by the meeting participants and passing through minutes. can be conditioned on

their respective work units at the level of the Bureau and faculties and departments. The things that need to get approval, are discussed and decided in the university rapim relating to the policy of non-PNS UM permanent lecturers include: 1) the need for the number of non-PNS permanent lecturer formations proposed by the dean, then if approved by the Chancellor's Decree, 2) procurement of permanent non-PNS UM lecturers through the stages of formation announcements, registration, selection, the announcement of the results of selection and determination, 3) organizing education and training of non-PNS UM permanent lecturers held internally, 4) developing career patterns and competencies of non-PNS permanent lecturers, 5) remuneration, child/wife/husband allowance and awards for published scientific work.

Resource

In supporting the smooth process of policy implementation, resources have a significant role and contribution [17]. To implement the policy, it is necessary to have sufficient and capable implementing staff, both in terms of numbers and competencies that are owned and supported by incentives, adequate equipment, and clear authority for the tasks given. In implementing the policy of non permanent PNS UM lecturers when viewed from (a) human resources / staff, there is still a shortage of staff in the general and financial staffing department especially Academic Personnel Subdivision which has the task of carrying out administrative services for educators both PNS and Non Permanent Civil servants, lack of staff who have competency development / management of resources and have an understanding of staffing rules, at the faculty level too, not all faculties have competent staff and understand staffing rules especially the rules regarding teaching staff, often the tasks assigned to staffing staff at the level universities and faculties concurrently with other tasks such as finance and academics, please note that in terms of educational background and diplomas possessed by both PNS and PTT education personnel have a more heterogeneous diversity than homogeneous teaching staff with educational qualifications on first appointment with a minimum level of S2, as explained in the following table.

Table 1. State of PNS Lecturers and Non-PNS Lecturers in the State University of Malang

No	Faculty	PNS Lectur	Non-PNS
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		ers	Perma nent Lectur ers
1	Faculty of Education (FIP)	132	15
2	Faculty of Letters (FS)	168	26
3	Faculty of Mathematic and Natural Sciences (FMIPA)	189	10
4	Faculty of Economics and Business (FE)	105	38
5	Faculty of Engineering (FT)	168	17
6	Faculty of Sport Sciences (FIK)	53	3
7	Faculty of Social Sciences (FIS)	86	18
8	Faculty of Psychology Education (FPPsi)	23	4
Amount		924	131

Source: Data on Personnel of BUK UM

For civil servants and PTT education personnel as implementing policies, as follows:

Table 2. Situation of PNS and PTT UM Education Personnel

No	Work unit	PNS	PTT
1	Universitas		
	Academic and Student Affairs Bureau (BAKPIK)	61	25
	General and Financial Bureau (BUK)	189	240
2	Fakultas		
	Faculty of Education (FIP)	34	26
	Facukty of Letters (FS)	28	16
	Faculty of Mathematic and Natural Sciences (FMIPA)	45	24
	Faculty of Economics and Business (FE)	26	29
	Faculty of Engineering (FT)	46	36
	Faculty of Sport Sciences (FIK)	16	15
	Faculty of Social Sciences (FIS)	20	12
	Faculty of Psychology Education (FPPsi)	7	5
3	Technical Institutions and Implementing Units		
	Research and Community Service Institute (LP2M)	12	11
	Educational and Learning Development Institute (LP3)	15	5
	Post – Graduate Program	9	12
	Pancasila Assesment Center (P3)	3	1
	Central Library	26	7
	Educational Laboratory Development Center (P2LP)	6	6

	Center of Information and Communication Technology (PTIK)	13	10
	Quality Assurance Unit (SPM)	6	11
	Amount	562	491

Source: Data on Personnel of BUK UM

In terms of the total number of PNS and Non-PNS UM permanent teaching staff, there are 1055 people, while for PNS and PTT education staff there are 1053, the constraints faced by the education staff as policy implementers in addition to the lack of competency and expertise possessed are also a large number of personnel placed to take care of the home stairs, courtyards and parks as many as 382 people, as well as from educational backgrounds, in general, there are still many who have a high school educational background and below as many as 634 people, the rest are 419 civil servants and PTT tenders with Diploma I and above. From the above data it can be seen that the composition of the implementing staff doing administrative work in the office and the implementing staff doing work in the field or yard, needs to be considered given that in terms of implementing staff must have adequate competence and expertise, moreover teaching staff have measurable standards, quality, and competence, naturally, if the education staff as partners are also given an increase in measured competencies, quality, and expertise to support the progress of the organization. (b) budget, the successful implementation of a policy must be strongly influenced by the budget and funding provided, in terms of fulfilling the rights for permanent non PNS UM lecturers has been compared to PNS lecturers where there is an 80% base salary component which is received if it is still in the orientation period and 100% basic salary if graduated from pre-service education and internal UM training to be appointed as a non-PNS permanent lecturer in full, besides getting family allowance (children, wife / husband), remuneration (assignment letter, teaching credits) paid every month, food allowance, functional position allowance (if you already have it) and obligations for further S3 study abroad, for education staff, especially PTT Tendik, it is expected that improvements in policies can be made in relation to workloads and increased responsibilities, bearing in mind the rights received in the form of salary principal, meal allowance and remuneration reward policy of one time salary g is paid every three months by looking at the performance and targets that

have been completed, so that in the future PTT's tendering staff can be further improved. (c) authority, in terms of the legitimacy and authority of policymaking fully in the hands of the leadership of both the leadership of the university and the work unit, the implementing staff, unfortunately, does not have the authority or legitimacy to resolve or decide on a problem at hand, often having to wait to consult and wait for orders and direction from the leader. (d) facilities/infrastructure, completeness and supporting facilities to carry out permanent non PNS UM lecturer training, in terms of recruitment using online registration, location of lecture buildings along with hardware and software available in full, coordination between units becomes important when at any time there are events in terms of staffing that require large capacity rooms and have equipment that supports because the care and maintenance of facilities and infrastructure are still left to their respective units.

Disposition

Implementation of the policy requires commitment from the implementer so that the policy can be implemented, the disposition is a mandate that contains orders and directives from the leadership or direct supervisor to the implementing staff, the attitude, and compliance of the implementers of a program or policy to be implemented become important. Noting from the perspective of (a) appointment of bureaucrats, in the context of the policy of non-PNS UM permanent lecturers becomes the Vice-Chancellor II in charge of Finance and General Affairs, coaching of employees is in the General and Financial Bureau which is implemented in stages from the Personnel Section to the academic staff subsection, from the implementers and staff in this TAK sub-division, the coordination to implement the policy of non-PNS UM permanent lecturers includes recruitment, UM internal pre-service training, management of lecturer rights and obligations, training, and career management. The coordination carried out includes, vertically to ask for direction, advice, and further input to the leadership, horizontal coordination to fellow units within the university and faculty in connection with the provision of facilities and infrastructure as well as the data and information needed. (b) incentives, is a form of appreciation from the leadership to the executor, so that more enthusiasm in implementing policies, in this case, it is necessary to equalize the incentives given based on workloads and targets that can be achieved, so far the policy for PTT

Education Personnel UM is still using the rules made in 2013 whereas for permanent non-PN PN UM lecturers the amendment rules have been made in 2017 by raising the status as non-PNS permanent employees, presumably, there needs to be a policy set forth in the UM rector's regulation regarding standard input costs and tariffs related to incentives for workers UM education both PNS and PTT Tendik include remuneration incentives, child/wife/husband allowance for PTT Tendik, as well as training and further study and encouragement for PNS and PTT tenders to develop themselves and careers in certain functional positions needed to support organizational development.

Bureaucratic Structure

Such a complex policy requires the cooperation of many people and units involved, however resources to implement the policy are available and the implementers know what should be carried out with high commitment, the possibility of the policy cannot be implemented due to weaknesses in the bureaucratic structure. In implementing the policy of guiding non-PNS UM permanent lecturers in field II with the completeness of its units including staffing, finance, and general affairs in addition to coordinating internally and inter-unit units also spreading the responsibility for activities and activities handled by several work units, for the recruitment process to the determination of non-PNS permanent lecturers becomes the authority of the staffing section with the SOP first conducting the SKB test (Competency Selection Teaching / Teaching Practices and interviews) then only when passing the SKD test (Basic Competency / Ideology, General Knowledge), it differs in stages with the SOP CPNS tests nationally which carry out the SKD test first and then the SKB.

In terms of the finance department whose task is to verify payroll and rights granted by non-PNS permanent lecturers also supports the policy of non-PNS permanent lecturers based on financial SOPs that apply to make a recapitulation of monthly salary and allowance payments to local KPPNs that have been contained in the Spending Budget (MAK 52) spending on goods, this is one of the solutions from the ministry of finance to pay salaries and income PPNPN (Government Employees Non-Civil Servants).

Supporting Factors for Implementing Policies on Non-PNS Permanent Educators in UM, including.

- a. **Meeting the Internal Needs of Organizations to Achieve the Ideal Ratio of Lecturers and**

Students

The status of the State University of Malang as a PTN that organizes the Financial Management of Public Service Agencies (PK-BLU) in full, makes internal financial management more flexible [18]. This status makes the organization has the authority to appoint, dismiss, and determine promotions and careers for non-PNS permanent lecturers and PTT Tendik. For recruitment of non-PNS permanent lecturers, more attention is being given to addressing the problem of the lack of CPNS lecturer formation as well as a solution to maintain the continuity of minimal and rare study programs with strata 2 qualified graduates such as the Special Education Study Program or the Guidance and Counseling Department.

- b. **Organizational Commitment and Potential for Growth**

Malang State University as one of the state tertiary institutions which originally came from the teaching and education institute has the same potential and opportunity to develop, it requires the support of thought and human resources that are reliable and know the latest developments. Development and change in organizational governance in anticipation of the complexity of technological development, additional institutional capacity and government regulations that give rise to competition among educational service delivery units need to be addressed properly and are not allergic to change [19].

- c. **Recruitment of Non-Quality PNS Permanent Lecturers**

In the selection stage, as mentioned above, State University of Malang conducts field competency tests accompanied by practical teaching exams, then basic competency tests and interviews, this is done in the hope that permanent lecturer candidates who pass the selection are educators who are ready to use and on average have have previous teaching experience at PTS and fresh graduates from well-known tertiary institutions with high scientific academic qualifications.

Inhibiting Factors for Implementing Policies on Non-PNS Permanent Educators in UM, including.

- a. **Lack of Policy Socialization and Communication Between Leaders and Implementing Staff**

Policies are taken and agreed at the leadership level need to be socialized between the leadership and the implementing staff, in this case, it takes a lead character who understands and adapts his leadership model to the readiness and character

of his subordinates at the university and faculty levels as well as the ability and competence of the teaching staff as staff implementing policy. Good and effective leaders are those who are able to establish communication and provide inspiration and motivation in the right work environment [20].

b. Potential Overlap Rules

The issuance of Law No. 14 of 2014 concerning ASN accompanied by PP 11 of 2017 concerning Civil Servants Management and PP 49 of 2018 concerning First Aid Management (Government Employees with Work Agreements) needs to be addressed wisely, with the existence of P3K is one of the efforts to carry out bureaucratic reform in the system national staffing, P3K has equality with civil servant relations as part of the ASN [21]. In connection with the P3K policy, non-PNS employees who work at all government agencies are still working and given the opportunity to participate in CPNS and P3K selection, the problem that arises is that the UM Satker itself has submitted a CPNS formation but the quota agreed by Kemenpan and Bureaucratic Reform is very insufficient to cover the needs of existing human resources, whereas in terms of proposing P3K formation in the era of Kemenristekdikti there has been no follow-up due to the absence of technical regulations regarding P3K recruitment and problems in terms of payroll and legality of P3K recruitment at new universities as PTN Satker, Responding to the polemic about the P3K recruitment technical rules that still did not exist while the institutional needs for human resources, the State University of Malang decided to continue to recruit permanent PN non-PNS lecturer staff and propose the formation of CPNS and P3K in hopes that the recruited staff ut and trained can have the opportunity to continue their service at UM.

c. Cultural Differences and Academic Culture in Each Faculty

Academics have the characteristic to get accustomed to critical and scientific thinking in their behavior, culture, and academic values that grow in higher education generally come from scientific habits that continue to be made and become characteristic [22]. UM at the beginning of its establishment focused on printing and meeting the needs of teachers and educators, teaching culture with a focus on the ability to understand, get to know students, and

determine the right learning method is very thick on old faculties at UM such as FIP and FS. Organizational development that brought significant change is the expansion of the mandate from IKIP to UM now, in connection with this, UM has opened faculties of pure sciences outside of education such as MIPA, FE, FIS, and FPPsi, with the opening of faculties other than an education makes different academic cultures in each faculty where the old faculties based on education tend to prioritize seniority to be able to move up the rank or position and in making decisions more dominant, whereas in faculties other than academic culture education is more focused on valuing research and research, opening equal opportunities for educators who are capable of both young and old to take care of promotions and academic positions as well as in occupying structural positions as additional tasks. From the research conducted by researchers, young lecturers, both civil servants and non-civil servants, continue to color more from the scientific side they have and get an actualization container for self and organizational development at the faculty of pure / non-educational sciences.

CONCLUSION

Based on the research results and reviews described above, the policy implementation of non-PNS educators in tertiary institutions with the study of the implementation of UM rector's regulation number 14 of 2017 concerning UM Non-PNS Permanent Lecturers, can be concluded as follows.

1. Implementation of Rector Regulation No. 14 of 2017 concerning Non-PNS Permanent Lecturers has been going well.
 - a. Procurement of non-PNS permanent lecturers is based on organizational needs that are communicated from the head of the work unit and then decided at the level of the university leadership meeting, in terms of implementing resources there is a lack of implementing staff who have competence and knowledge about human resource management, it is necessary to evaluate and improve policies to increase the competence and incentives given to the implementing staff (PNS education staff and Non-permanent Staff Educators) in relation to the policies adopted it is necessary to make changes and adjustments to the latest developments.
 - b. Gradually the guidance for permanent UM non-PNS lecturers starts from

- procurement according to the proposed formation based on the planning and development needs of the faculty and study program, then continues with the stages of the announcement of the formation, registration, selection, announcement of selection and determination results, continued by organizing education and pre-service training for Non-PNS permanent lecturers of the State University of Malang held internally, after being declared graduated and appointed as Non-PNS Permanent Lecturers in full, can propose academic positions as a form of developing career patterns and competencies of non-PNS permanent lecturers as well as continuing doctoral study abroad, besides that supported by the fulfillment of other employee rights such as remuneration, child/wife/husband allowance and awards for published scientific work.
2. Supporting factors for the application of rector's regulation number 14 of 2017 are (1) Fulfillment of Organizational Internal Needs to Achieve Lecturer and Student Ideal Ratios, (2) Organizational Commitment and Potential for Growth, (3) Recruitment of Non-Quality Permanent PNS Lecturers. The inhibiting factors for rector regulation number 14 of 2017 include (1) Lack of Policy and Communication Socialization between Leaders and Implementing Staff, (2) Potential Overlapping of Rules, in connection with the policy of Government Employees with Work Agreements (P3K), (3) Cultural Differences and Academic Culture in Each Faculty.

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