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THE PROBLEMATIC CAREER PLAN OF THE LECTURERS OF UNIVERSITAS TERBUKA INDONESIA

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Abstract

The lecturer of Universitas Terbuka (UT) in today era faces tremendous obstacle in achieving their job promotion. Most of them have been able only to achieved assistant professor degree in career rank (52,7%). The fact of the matter, at UT departments which are Economics Faculty, Social and Politic Sciences Faculty, and Mathematic and Natural Sciences Faculty, have not had professorship job position, eventhough they have already been having 29 years long lecturing services. The critical obstacle level to get higher promotion in UT lecturer career path is that has been laid on reaching job position from assistant professor to associate professor. Many of those lecturers have failed proposing their higer job's position, from assistant professor to associate Professor, were due to the Ministry of Education refusal of their proposition, since the prerequisites research credits as one the many prerequisite to be met was considered unqualified. To inquire what the causes are, using qualitative approach. The method used was descriptive. Then, data collected were using document study, in-depth interview, and participant observation. The data obtained, further was analyzed descriptive qualitative. The theoretical framework in the analysis was using the Minzberg's Five Disciplines and the Bureaucracy of Max Weber. The present work found out that the difficulty of the lecturers in achieving their job's promotion was caused by "the job-exchange" happened among support staff and operating core, such as: support staff rolled into operating core and vice versa. Furthermore, this research concluded that the lecturers of UT are having difficulty in achieving their job's promotion since his/her academic competency is considered weak resulted from the deviated institutional policy from the prevailed regulations.

Keyword: *Job's promotion, operating core, support staff, exchange of core-noncore job function.*

Universitas Terbuka (UT) from its first establishment since 1984 has been facing such problems in managing its lecturers' career path and plan, due to the "misalignment" of the UT lecturer's unique core function to the abound regulation that expresses conventional university lecturer function. The UT lecturer's unique core function has been so relevance with the organization core business over the matter of running the distance learning process. In consequences, half of the UT lecturers have been promoted as in the path of structural administrative officer as oppose to the path of functional lecturer. The assigned lecturers who those of administrative officers have been functioned as course managers. Literary, UT has not assigned its lecturers as 'real-teacher' in common knowledge as in distance learning system. Therefore, UT has not ever experience to form its Departments and Study Programs under the authority of its Faculty domain. The Departments and Study Programs at UT had just been formed in the mid of 1990s by the UT central office.

The Indonesian regulation concerning the lecturer terminology in distance learning of higher education sets down that a lecturer is a professional teacher and scientist, whose main duty is transforming, developing and disseminating knowledge, technology, and art through the means of distance learning and/or education, scientific research, and community services. UT, so far however, has implemented this regulation by its own concept. UT, hence-forward has defined itself the term professional teacher and scientist is as course-manager. As a consequence, this policy has affected on the UT lecturer promotional career plan and path itself.

The present work of this research highlights the several factors causing the lecturers difficulty in their job's promotion. This research used qualitative method, and the data taken were collected by the use of participant observation, document study and in-depth interview. Afterward, the data were analyzed by using content analysis method as to the theory proposed by Minzberg regarding the structure of five disciplines, and the bureaucracy theory proposed by Max Weber (in Farazmad, 2010), and affirmed by related regulations. Minzberg (1983) explains:

There are five parts of the organization: 1) strategic apex; 2) middle line, 3) operating core, 4) support staff; and 5) techno structure. Strategic apex is unit that makes the policy, middle line is policy executor at the middle level, and operating core is policy

executor in the field. The support staff and techno structure are support unit for management in order that the organization's activities can achieve the objectives.

Ali Farazmand (2010) explains:

one is the Weberian ideal-type concept of bureaucracy as the most efficient type of organization characterized by hierarchy and unity of command, division of labor and task specialization, merit-based staffing and promotion, rules and regulations universally applied to govern working systems, formal communication and interaction systems, and records for reference and administrative decisions or behaviors.

RESULT

Management

In accordance with the UT Statute of 2007, the UT organizational structure comprises of top-leader elements acted in the university presidential office (rectories: University President and its Deputies). The executor elements of academic affairs are the faculty and the post-graduate office. The faculty subordinates the departments and the study programs. A long way side.the executor element of academic affairs in research and community services are acted by Research and Social Services Institution (LPPM). The supporting element of learning services is acted by the Center for the Development of Teaching and Examination Materials and Information System(LPBAUSI). Supporting element of academic administration is acted by the Academic Administration, Planning, and Monitoring Bureau (BAAPM). Supporting element of financial, staff and facility is acted by the General Administration and FinanciesBureau (BAUK). Last but not least, the executor element of the student technical services in the region is acted by the Office of Distance Learning Program Unit (UPBJJ).

UT received standard recognition “A” (very good) from ISO9001:2008 and ICDE certification in accordance with university management performance. Furthermore, the accreditation on the performance of the study programs assessed by the Ministry of Education and Culture was appreciated on “B” (good). However, the performance standard in research assessed by the Ministry of Education and Culture was considered “Poor”.

Lecturer Assignment

Formally, each UT lecturer is assigned to teach several subject courses in order to execute its function, as this has to be in line with his/her academic qualification, even though some lecturers are not assigned. For instance, to what happen in the Faculty of Social and Political Science, a lecturer with Master Degree in Public Administration is assigned to handle 9 (nine) course subjects with work-load value as much as 27 Credits (SKS), i.e Subject of Study Program of State Administration: 1) State and Local Owned Entity; 2) Organization Behavior; 3) City Planning; 4) Office Administration; 5) Compensation Management; 6) Human Resource Development; Subject of Study Program of Business Administration is Tax Administration; and Subject of Study Program of Archive: 1) Business Correspondence and 2) Vital Archive Management.

From the above case, the lecturer assignment shows that the course subjects assigned in accordance with his/her academic qualification are six course subjects which is under the public administration program. Then, the course subjects which are appropriately close to his/her academic qualification is one course subject under the Study Program of Business administration, and the last which are not suitable at all are the two course subjects belong to the Study Program of Archive.

Specifically, the duty of the lecturer in this term of function has to be legitimated through a Rector Decree (SK) regarding the Lecturer Main Task. The lecturer's main task includes: 1) developing guidelines of teaching program (GBPP), 2) evaluating the course-material (BMP), 3) developing teaching and upgrading course-material, 4) writing course-material examination, 5) writing tutorial kit, 6) conducting tutorial online, 7) processing transfer of course-credits, and 8) deciding student graduation. In more detail, the GBPP are intended to be utilized by the course-subject-content writer that might possibly not be written by its developer but by other content-expert. The intention of evaluating the course material (BMP) is to measure whether the legitimate contract between UT and the author (writer) are expired, or academically the course-material requires total revision as to be

kept up with the latest issues of current science development. When the lecturer has evaluated with results that half or most of the BMP requires revision, then he/she has to ask the content-writer to revise that of BMP. Furthermore, the lecturer function to develop or to upgrade teaching course-material is intended to creating non-printed course-material in the form of web-supplement or audio-visual course-material. The other lecturer's function of preparing the course-material exam, this possibly could be executed in two ways, those are 1) the lecturer writes it by him/her self or 2) the lecturer seeks out or outsources any other content writer outside UT. Then, the final products of course-subject exam material are submitted to the LPBAUSI to be stored in the bank of exam. As there is going to be any semester-exam, the lecturer validates and finalizes the item-test that had been stored and prepared in the bank of exam at that of LPBAUSI. In the matter of conducting online-tutorial, this function was initialized in the UT Academic Year of 2012, as there was no such functional assignment like this before. Online-Tutorial is supposed to be executed through creating any initiation of the content-course material, as technical Online-Tutorial discussions and task-issues have to be uploaded in the website-online of UT. Face-to-face tutorial mode had been prohibited since the lecturers were potentially assumed to could have leaked the course-material exam and have been being absent during the office hour⁶⁹. In the case of functional assignment in processing the transfer of course-credits and deciding student graduation through "judicium" process are executed under the Departments and Study Programs authority control.

In doing its function, the lecturer is not assigned to draft or to develop the course-subject, rather the course-subject is written in the main form of course-material book (BMP), which is in its making might be arranged in accordance with outside UT content-writer or might be written by the UT lecturer whom considered has met such academic qualification. Since an outside UT course-subject-content writer has been decided to write that of course-subject-content by the Faculty, then the UT lecturer's tasks is seeking out the most reputable course-subject-content writer available around. Later on, when the BMP writing has been fully done, then the next the BMP has to be reviewed by wether UT lecturer or other UT external reviewer. To review it, the beholding-lecturer in that

⁶⁹Rector's Explanation in front of SenateMeeting on June 26th2013

course subject could possibly be assigned by the Faculty as to be a reviewer, when he/she has been considered yet scientifically masters the course-subject-content. When it is not so, he/she shall seek out someone else considered expert in content, either from internal or external of UT, to be assigned as a reviewer.

In research domain, the UT lecturer is supposed to perform any research, particularly in the area of distance learning management. The UT research policy in the area of distance learning management has boosted up domination in the lecturer's research theme in that of area since 2010. The research of science and technology alone has been apparently becoming less-significant in UT nature. Whatsoever, UT has provided financial support for its lecturers to perform research. Until 2012, most of UT research grants have come from UT fund it self. In this year, the research grants derived from the Ministry of Education and Culture was short in acquirement. In 2012, only five UT lecturers had gotten competitive grand research from the Ministry of Education and Culture. Then starting from the year of 2013, the research grand which expectedly come from the Ministry of Education and Culture would be predictably much acquired.

Concerning on the domain of community services, the UT lecturer is assumed to provide any means of aid to the community who live in the UT campus surrounding. Undesirebly, the UT community service programs were not reflecting linearity between the social-community intervention programs and the practical implementation of science and technology developed by the Study Program, but simply was a general social empowerment. A number of community development programs had been executed were a result of cooperation between UT and the Municipal Government of South Tangerang.

Profile of Lecturer Position

The total number of UT lecturer is 756 people. From those number, the lecturer that have not had the functional position are 63 people (8,3%), 156 lecturers (20,6%) are Professional Assistant, Assistant Professor are 399 people (52,7%), Associate Professor are 135 people (17,8%), and Professors are 3 people (0,4%). Furthermore, these data show that the majority of the lecturer rank-position is Assistant Professor (52,7%). While, the

lecturers who are positioning as professor are only 3 people(0,4%) and the two of them are nearly getting retired. Here below, Table 1 shows this issue.

Table 1
Functional Position Based Lecturer

Faculty	Total					Total
	Lecturer	Professional Assistant	Assistant Professor	Associate Professor	Professor	
Social and Political Sciences	22	19	52	27	0	120
Economic	21	34	34	10	0	99
Mathematics and Natural Sciences	16	23	63	24	0	126
Teacher's Training and Education	4	80	250	74	3	411
Total	63	156	399	135	3	756

Source: Staff Administration

In 2012 UT proposes 19 lecturer with the rank of assistant professor to associate professor to Government. The Government approved only 3 lecturer. Table 2 below depicts that, in 2012 there are 399 lecturers had positioned their rank in assistant professor status, and among them who succeeded for getting the rank of associate professor were only 3 (three) people. One was from Economics Faculty and the other two were from Teacher's Training and Education Faculty. Nevertheless, none of them could possibly be positioned to be professor in rank.

Table 2
Promoted Lecturer in 2012

Faculty	Total of Promoted Lecturer		
	Assistant Professor	Associate Professor	Professor
Social and Political Sciences	52	0	0
Economic	34	1	0
Mathematics and Natural Sciences	63	0	0
Teacher's Training and Education	250	2	0
Total	399	3	0

Source: Staff Administration

As of 2012, there were 176 lecturer (23%) are not promoted for 12 years. This amount is greater than the previous year which only 162 people (21%). Lecturers who his promotion between 10-12 years was 72 people; many as 114 people were 7-9 years, and many as 188 people was 4-6 years⁷⁰.

DISCUSSION

UT lecturer is considered public servant in Indonesian bureaucracy, it is due to as part of the government employee. Therefore, UT lecturer as the same as any other government employee is supposed to obey any legal formal rules (Max Weber in Farazmand, 2010). The formal regulations that specifically bound the lecturer existence comprises in several Laws, those are: The Laws Number 12 Year 2012 regarding Higher Education, The Laws Number 14 Year 2005 regarding Teacher and Lecturer, The Regulation of Minister of Education and Culture Number 24 Year 2012 regarding Distance Learning Implementation in University, and the UT Statute of 2007. Article 1 number 19 of UT Statute states that lecturer is professional teacher and scientist, whose main duties are transforming, developing and disseminating knowledge, technology, and/or art through distance learning via education, scientific research, and community service. In short, the lecturer's main tasks are giving lecture, conducting research, and delivering community services (tri dharma).

Since there is consistency in implementing the Statute, thus the UT lecturer's task comprises of three main activities: 1) distance lecturing, 2) scientific researching, and 3) community servicing. The execution of these tasks is aimed to transforming, developing, and disseminating science, technology, and art. Teaching is an activity of reviewing the course-subject taught to the student in order to obtain a better comprehension to the course-subject-content. Henceforward, teaching has been developed through dialogue, discussion, general lecture, assignment, counseling, and assessment, then the lecturer competency would build up comprehensively. Conducting a research means to perform a scientific research toward lecturer's science competency. Implementing community service is applying science into the fields by which has been developed in the faculty, so that it would presumably provides socio-

⁷⁰ Annual Work Report of the Rector 2012

economic effects on the public. Transforming, developing and disseminating science, technology, and art mean to review continuously science, technology, and art which is persevered through lecturing, researching and community servicing that be a long the line could give benefit to the public. Thus, the theoretical mainstream in par with the practical one would be well-developed and established through dissemination.

Undesirably, the fact of the matter shows that the Decree of UT Rector on Lecturer Main Task does not assign the lecturer in this sense. The lecturer, further a long the line has not planned and implemented the learning process, remedial teaching, and distance assessment which is truly supposed to be accomplished. The lecturer does not develop the course-subject in-charged since an external subject-content writer develops the BMP. There are only a few certain UT lecturers eligibly may develop the BMP. The UT lecturers are prohibited to deliver face-to-face tutorial and impossibly assess the student competency as the course-exam materials are totally held by LPBAUSI and UPBJJ through the use of computerized inspection system, and including the essay exam marking is executed by the UT external content-expert. Thus, in the case of student evaluation, the UT lecturer's task is simply preparing, validating, finalizing and arranging the course-exam material at LPBAUSI office, as the other tasks include drafting non-printed material, evaluating the BMP, and seeking out the course-content (BMP) writer and reviewer as well as the course-subject exam writer. In research area, the UT lecturers observably look more nerve-racking on the distance learning management research than that of science research. Only last year, UT has just boosted up its lecturers in conducting intensive science research and has provided grand on the international seminar presentation in 2013. Prior to 2013, UT only provided grand in international seminar presentation held by ICDE and AAOU.

The above description depicts that UT has practiced misalignment job-exchange in role and function. The Faculty plays as the middle-line subordinating academic operating core, is functioned as supporting staff in the techno-structure. It shifts the faculty into as supporting staff, and the lecturer's task is turned into technical staff under LPBAUSI authority, then thus the lecturer is not as an academic executor of the Department or the Study Program as supposed to be. The transferability of job-function, viewed from Mintzberg's statement (1983), means that the organization who stresses in the techno-structure is to achieve the goal.

Minzberg points out that to achieve the goal the organization may hassle on the operating core, the supporting staff, or the techno-structure. According to Minzberg, there are five principles in the organization that apply to UT organization, at which consist of 1) the rectory as strategic apex, 2); the faculty as middle line operating core; 3) the department and the study program run as academic operating core; The three of them geographically are located in the central office. Meanwhile the technical front-line executing units are located in regional offices (UPBJJ) which function as administrative operating core; 4) the bureau (BAAPM and BAUK) function as supporting agents; and 5) the institution (LPPM and LPBAUSI) play as techno – structure.

The consequence of practicing job-interchange function is that the lecturer becomes incompetent and unprofessional in his/her own academic discipline. The absent of capacity in drafting teaching-plan, conducting teaching process, remedial teaching, evaluating learning-result, and researching critical issues in sciences, all in all the lecturer surely could not develop and improve his/her own academic capacity. The lecturer, who does not have any teaching experience would encounter shortage in mastering the course-subject-content. Further, the lecturer that does not have scientific research experience could also face difficulty in making analytical thinking research report and disseminating the findings through scientific journal publishing.

Apparently in principles, the lecturer's promotional system has been arranged in the Laws Number 14 Year 2005 regarding Teacher and Lecturer, the Laws Number 12 Year 2012 regarding Higher Education, the Government Regulation Number 37 Year 2009 regarding Teacher and Lecturer, and the Decree of State Minister of Development Supervisory and State Apparatus Empowerment Coordinator Number. 38/KEP/MK.WASPAN/8/1999 regarding Functional Position of Lecturer and the Credit-Point. In accordance with the above regulations, to achieve a career-promotion, each lecturer should satisfy the credit-point criteria to get promoted, such as credit-point in teaching (40%), in research and scientific publication (40%), in community service (10%), and in supporting activity (10%).

The fact of the matter shows that there would have been only a fat chance a lecturer at UT could get promoted to be as a professor as it relates with the job-exchange function of the

lecturer as it could affect the lecturer's academic incompetency. So far, none of the lecturers who have been holding associate professor position have gotten its professorship. UT lecturers experience shortage in their credit-points on research and scientific works. The Directorate General of Higher Education has turned down most of the lecturers' credit-points proposal for promotion. The main cause of the lecturer's incompetency in his/her academic performance is due to the deviated function and role of the lecturer. More specifically as already mentioned above, the lecturer's function as supposed to be a professional teacher and scientist has shifted to a non-academic affairs, such as: preparing, validating, finalizing and arranging the course-subject exam material, drafting non-printed course material, evaluating the BMP, seeking out the writer and the reviewer of the BMP, and finding out the writer of course-subject exam material. In the area of research, the lecturer has not conducted scientific research but distance learning management research⁷¹. As a consequence, the Government does not admit the lecturer's research finding as it is considered not-linear with his/her academic competency. Due to the lack of conducting academic research, the lecturer barely keeps up with the scientific seminar, either national or international. Then consequently, the lecturer does not have any scientific publication in both national and international scientific journal. The UT lecturer's low performance on research area greatly implicates the results of National Accreditation Board (BAN-PT) assessment to the UT administration. National Accreditation Board confers final accreditation to the UT administration with the mark "Poor" to UT administration.

In line with the study of Nurcholis (2013), learning model applied by UT contributes the difficulty of the UT lecturer in improving his/her academic competency. Nurcholis points out that UT has implemented four learning models which give stressing on the certification model. This model does not require lecturer involvement in learning process, excluding the certification model. Specifically, the lecturer involvement in the plus certification model is highly less involved, mainly on the tutorial online. On the tutorial online, the lecturer only prepares few things, such as initiating the course-subject material, giving assignments, giving feedback through discussion forum with the student, and grading. The absent of the lecturer

⁷¹ UT does not develop sciences and technology in distance learning. UT just utilizes distance-learning model in its learning process. It is better that the research of distance learning management is research of institution policy in the sense of assignment, not in terms of lecturer's research.

involvement in the face-to-face tutorial, then the academic and scientific work of counseling which is supposed to be necessarily mastered by the lecturer has experienced shortage learning process in as well. In consequence, the lecturer would not be able to write any research report and would not be able to publish his/her research finding into national or international scientific journal.

Undesirably, in the UT community service programs, it contributes as well in the deficiency of lecturer's academic competency at this moment. These programs are not connected directly with the implementation of the lecturer's academic disciplines. The social service programs coordinated by the LPPM is considered public programs to improve social welfare. Unfortunately, the social service programs are not relevance with the lecturer academic disciplines being developed.

CONCLUSION

What makes the UT lecturer facing difficulty in obtaining the job-promotion is that their academic competency is weak. The indication is incapability to perform scientific research and publish the research finding through scientific journal. This problematic situation is resulted from the UT institutional policy which deviates from the educational regulations. The weaken lecturer's competency over the mastery of course-subject assigned, the further effect is the shortage of conducting scientific research, and as a result, the lecturer does not have scientific publication in his/her academic discipline.

UT as an institution under the Ministry of Education and Culture, it is obliged to reposition its lecturer in line with the bound regulations. The lecturer should be assigned as academic executor under the faculty authority and the main task is functioning the tri dharma: teaching, researching, and community servicing. Teaching means reviewing the subject assigned along with the student to achieve better understanding on the subject's content by dialogue, general lecture, assignment and counseling, and distance learning assessment. Research means performing research on the academic discipline as same as his/her competency in developing the concept and theory. Community service means implementing the knowledge which has

been developed by the faculty and implemented in the field in order to provide socio-economic effect on public.

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