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Human Resources Development Strategy in Improving The Competence of Functional Education Personnel

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Abstract

This study aims to analyze the condition of Functional Human Resources after the transfer of positions and determine the best alternative policy strategies in developing human resources in an effort to increase the competence of staff at UNNES. Equalization of structural positions to functional positions is quite difficult in practice because not all the details of previous tasks are in accordance with the functional positions resulting from the equalization. This research uses a case study approach. This study took the location of UNNES. The analytical tool used to determine the HR development strategy of UNNES uses the Analytical Hierarchy Process (AHP). The survey was conducted on 22 employees who were affected by the transfer of positions from structural to functional positions at UNNES and 3 officials who handled HR issues. Interviews with key persons were conducted to capture perceptions and assessments of key persons on the condition of functional education personnel after the transfer of position functions. The results of the study indicate that the functional staff from the equalization experiences are confused and have not been able to adapt to their main duties and functions. Based on the analysis using the AHP method, it shows that the classical training strategy with the priority of providing opportunities for employees to take part in functional training can help improve HR competencies.

INTRODUCTION

The transfer of structural positions is a Bureaucratic Reform (RB) program that aims to create a bureaucracy that is rich in functions with a lean structure (Holidin, 2013). Bureaucratic reform has a logical consequence of demands from the community to improve service quality. As a follow-up to the RB program, the Ministry of PAN and RB issued a Circular Letter Number 392 of 2019 which contains orders to all leaders of Ministries/Institutions to immediately implement the simplification of Echelon III and Echelon IV structural positions.

UNNES has proposed the transfer of structural positions to functional positions and has received approval from the Ministry of Education, Culture, Research and Technology. As a follow-up, on December 29, 2020, UNNES

has inaugurated functional officials resulting from the equalization of structural positions of echelon 3 and echelon 4.

These organizational changes require employees to adapt and compete to improve their abilities, skills and knowledge. To improve the performance of employees after the change of position, it is necessary to develop human resources. Emphasis on human capital is on core competencies, capabilities and learning processes (Rakhmawanto, 2008).

In Figure 1 it can be seen that education/work experience as structural positions with transfers to functional positions is not appropriate. Realizing the amount of discrepancies, UNNES needs to make efforts to develop human resources so that these functional officials can carry out their duties properly.

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Figure 1. Structural Positions to Functional Positions Equalization

Compatibility of Education/Work Experience with functional position equivalence
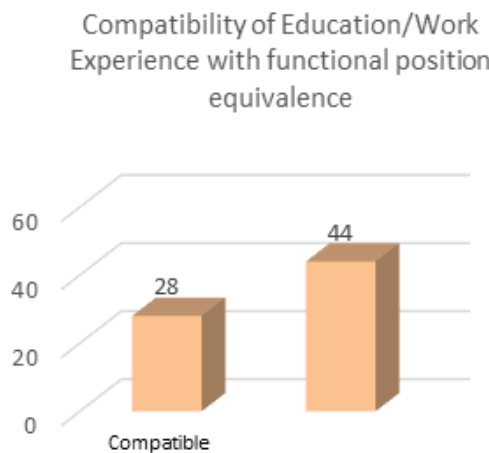
HR development is very essential. HR development needs to be managed properly in order to achieve a balance between employee abilities and company demands (Yosepa, et.all, 2020). Aspects of proficiency, talent and resilience are important elements in determining the existence of an organization where competence is needed so that employees can perform effectively (Lolaba, 2019)

Based on observations, the government's policy regarding structural positions to functional positions in actual practice is quite difficult because not all the details of the current tasks carried out are in accordance with the functional positions resulting from the structural equalization of positions so that a HR development strategy is required to determine the best policy alternatives for improving employee competence after the transfer of structural positions to functional positions.

This study aims to analyze HR development strategies that experience equalization of positions. The method used is the Analytical Hierarchy Process (AHP). This research has never been carried out by previous researchers because the downsizing/abolition of this echelon has only been carried out by the government, especially the Ministry of Education and Culture at the end of 2020, therefore, the research is worth to do.

Organizations need strategies, tools/materials, ways of working, work teams and work plans that are carefully prepared so that goals can be achieved. Strategy is a way / approach to carry out ideas / ideas that are planned to be executed within a certain time (Rodin, 2018). According to the Great Dictionary of the Indonesian Language, strategy is defined as a careful plan. Strategy is a formulation that contains goals and ways to achieve the organization's long-term goals (Asiyah, et.al., 2020). Strategy is the steps that will be taken in the context of developing human resources to succeed and achieve goals that require decisions from top management.

Strategy has multifunctional or multidivisional consequences and needs to consider both external and internal factors faced by the company (David, 2011). Thus, strategy can be interpreted as the main pattern of actions chosen to perceive the vision and mission of the organization with chief approval.

Some of the main strategic features are: (1) Goal directed action, namely activities that show "what" the organization wants and "how" to implement it; (2) consider all internal strengths (resources and capabilities), and pay attention to opportunities and challenges (Kuncoro, 2005). Based on the review of several concepts regarding strategy above, organizational strategy can be defined as tools for the organization to achieve its goals; a set of plans formulated by considering the strengths, weaknesses, opportunities and threats; and the steps implemented are in line with the decisions and actions chosen by the organization.

Education Personnel Competency Development Strategy carried out by Fatmawada (2016) includes education, training, mentoring, and coaching. Human resource development is essential for every employee. In an organization, human resource development is very necessary in order to improve its performance to achieve organizational goals. Therefore, human resource development must be a special concern for the leader of the institution/organization. Leaders need to find a strategy to determine the model of HR development that is most in demand by employees.

Human Resource Development is a process carried out to improve employee skills, both technical skills, theoretical skills and conceptual skills through education or training. HR development programs should be structured based on scientific methods and guided by the current and future needs of the organization (Hasibuan: 2019). Employee development is an important element in efforts to increase global competition and social change, create new things and solve problems.

Development is defined as the preparation

of individuals to assume their responsibilities in completing tasks within the organization. Human resource development is needed because of the fact that an employee needs knowledge, skills and abilities to develop in order to work well in each position. It should be noted that the development of human resources needs to be carefully planned with the scientific method based on the needs of individuals and organizations/institutions so that organizational goals can be achieved (Priyatna, 2017).

HR development aims to prepare employees to keep up with the developments and changes of the times and globalization (Yosepa, et. al., 2020). Human resource development activities are an effort to improve employee competence which is carried out through training and education activities (Hidayat dan Nurdiana, 2016). Human Resource Development is formed from four variables/dimensions, which are education, work experience, skills, and technological capabilities (Nugraha, 2016), while according to Batilmurik, Ridolof W et.al., (2017), HR development strategy through Education and Training.

Hasibuan (2019) stated that the development of Human Resources includes 2 things, those are: the training method is carried out based on demands by considering cost, time, basic abilities of participants, and others; the educational method is intended to improve the skills and abilities of leaders so that they can lead their staff effectively. Based on the provisions in Article 1 point 5 LAN Regulation No. 10 Years 2018 states that competence is the knowledge, skills, and attitudes/behavior of a civil servant that can be observed, measured, and developed in carrying out the duties of his position. Competence consists of technical competence, managerial competence and sociocultural competence.

Competence is the ability to conquer some knowledge, skills, values and attitudes that can improve performance which is realized in daily behavior both in thinking and acting in accordance with their profession. Competency characteristics include 5 types including: 1) will of yourself, 2) hereditary factor, 3) employee's self concept, 4) knowledge in a particular field and 5) skills in carrying out tasks. (Runtu, 2016).

Educational staff development is carried out through General Competency Development Patterns, Technical/functional Competency Development Patterns, Managerial Competency Development Patterns (Fatmawada, 2016). Based on the RI LAN Regulation No. 10 of 2018, the forms and pathways of competency development include education Diploma/S1/S2/S3 higher education: is a learning process to increase knowledge through formal education.

Technical Training: to fulfill the competence of substantive mastery of work field. Functional Training: to fulfill the competence in the JF task area. Seminar/conference/class: given by experts/practitioners about the opinions of experts on a problem in a particular field. Workshop: to increase knowledge relevant to the field of work by assigning tasks to participants to produce certain outputs. Technical guidance: provide guidance to solve problems of a specific and technical. Socialization: to notify certain policy to be known by the public. Coaching providing problem-solving skills by optimizing self-potential., Mentoring: Guidance on improving performance through the transfer of knowledge, experience from expert people, E-learning: provided in the form of training using information technology, Distance training: structured learning guided by the organizer., Benchmarking: other organizational activities that have similar characteristics, Internship/work practice: learning activities aimed at mastering skills by engaging in the world of work.

The concept of capacity development can be defined as the process of building and developing institutional, group and individual capacities. Capacity building is aimed at strengthening the capacity of organizations and individuals through increasing the talent and potential of individuals, groups and organizations in order to maintain the organization and be able to overcome the challenges of a very fast changing era (Ratnasari, et.al, 2014). Thus, capacity building can be interpreted as a method or strategy taken to be able to improve the capabilities and competencies of a person or organization to accomplish the goals set.

To get to the essence of effectiveness, efficiency and responsiveness, a public organization should develop a strategy in acquiring the three essences above in order to achieve the goals set. Dwi Hastari (2017) described that the levels of capacity development consist of:

Individual level; which capacity building is carried out through capacity building and skills through education and training, Institutional level: where this capacity building is carried out with the aim of increasing institutional effectiveness and efficiency through institutional structures and processes.

Figure 2 . Research Model
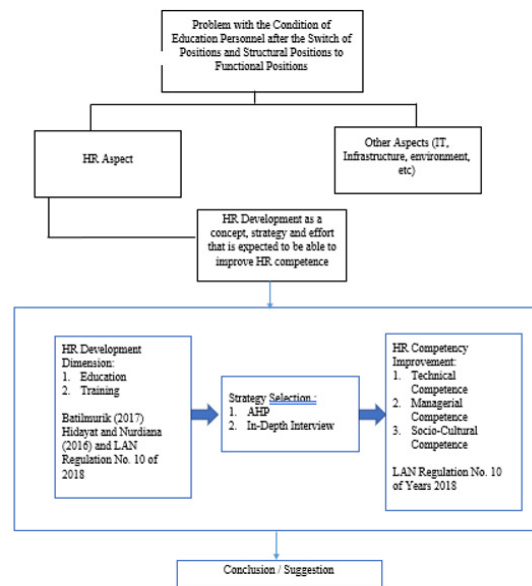
METHOD

This research uses a qualitative descriptive method with a case study approach. The case study in this study was used to examine the HR Development Strategy for functional education staff in the UNNES environment, where the position holders were employees who were transfers from structural positions of echelon III and echelon IV.

The sampling technique used by the researcher is probability sampling, in which each population has an equal chance of being selected as a sample (Priyono, 2016). The number of employees affected by the equalization of positions is 72 people, so the researchers took a sample of 30%, which are 22 people who are representatives of Education Personnel affected by the downsizing of positions at Universitas Negeri Semarang and representatives of officials who handle HR are 3 people. This sampling uses random sampling, where the sampling is done randomly, regardless of the strata contained in the population (Siyoto and Sodik, 2015).

The types and sources of data in this study are primary data and secondary data. Primary data were obtained through interviews and questionnaires. The questionnaire was conducted in the form of structured questions to 25 respondents, namely 22 Education Personnel who were affected by the equalization of structural positions to functional positions and 3 officials who handled HR issues. Meanwhile, in-depth interviews were conducted with the personnel management officials who were the key persons in this research, they are the Head of the General, Legal and Personnel Bureau and 3 representatives of the Deputy Dean for General Affairs and Finance. The secondary data in this study are UNNES HR Data, Books and Journals related to HR Development, Regulations on

Personnel, etc.

Interviews with informants were conducted using an interview guide. The observations made were participatory observations, the researchers were directly involved in the daily activities of the observed data sources (Sugiyono, 2017). In-depth interviews were conducted with the Head of the General, Legal and Personnel Bureau and representatives of the Deputy Dean for General Affairs and Finance as the personnel managing officer.

Table 1. Research Variable

Variable	Definition	Indicator	Measurement
Education	the process of changing one's attitudes and behavior through teaching and training	1. Formal Eduction 2. Non Formal Eduction 3. Infomal Eduction	Pairwise comparison
Classical training	short-term learning process carried out face-to-face in the classroom	1. Technical training; 2. Functional training; 3. seminar/ workshop; 4. technical guidance	Pairwise comparison
Non-classical training	the learning process carried out through e-learning, on-the-job guidance, distance training and/or internships.	1. e-learning/ distance training 2. benchmarking 3. self development 4. magang/ praktik kerja	Pairwise comparison

The analysis used in this study uses the Analytical Hierarchy Process (AHP) and Milles and Huberman analysis. Analytical Hierarchy Process (AHP) is a decision system using a mathematical model. AHP helps in determining the priority of several criteria by conducting pairwise comparison analysis of each criterion. This AHP is used to determine the best alternative policy strategies in HR development at UNNES with the help of the Expert Choice software version 11 .

Steps to use AHP (Marsono, 2020): hierarchy (Goals, Criteria and Alternatives); Create a pairwise comparison matrix (pairwise comparison); Set the priority weight of the criteria by specifying the eigenvector; Measuring logical consistency by testing the consistency index and Consistency Ratio (RC) Criteria. The comparison between elements is considered consistent if the CR does not exceed 10%; Make a pairwise comparison matrix and the priority weights between alternatives in relation to the criteria and measure their logical consistency. Respondents' answers are considered consistent if CR ≤ 0,1; Create a global priority (global priority); Write down the calculation results in the box for each criterion and alternative; Make decisions.

Table 2. Pairwise Comparison Matrix Scale

Intensity of Interest	Definition	Explanation
1	Both elements are equally important	Two elements have the same effect
3	One element is slightly more important than the other	Experience and judgment slightly favor one element over the other
5	One element is more important than the other	Experience and judgment strongly favor one element over another
7	One element is much more important than the other elemen	One element that is strongly supported and dominant is seen in practice
9	One element is absolutely more important than the other elements	Evidence in favor of one element against another has the highest possible level of affirmation to corroborate
2, 4, 6, 8	The value between two adjacent consideration values	This value is given when there are two compromises between 2 choices, for example 6 between 5 and 7

RESULT AND DISCUSSION

This research was conducted in the context of selecting a strategy for developing human resources in an effort to increase the competence of functional education personnel at the Universitas Negeri Semarang by using AHP. Interviews with key persons were conducted to capture perceptions and assessments of key persons on the condition of functional education personnel after the position functions transfer.

After obtaining several alternative strategies, it is necessary to select priorities based on established criteria. This priority setting needs to be done because to carry out all strategies will require very large resources, and not all of them can be accommodated by Universitas Negeri Semarang. To select strategic priorities, the Analytical Hierarchy Process (AHP) approach is used.

Based on the results of interviews with the Head of BUHK and the Deputy Dean for General Affairs and Finance, most of the functional education staff as a result of the equalization of these structural positions still experience confusion in carrying out their duties and functions in accordance with the positions they hold. The problem faced by functional education personnel in carrying out their duties is that they do not understand the duties and functions of functional positions to include in their daily work. In order to improve the competence and skills of educational staff in functional positions, a strategy is needed that must be applied by UNNES so that they can perform well and professionally.

The results of the analysis of determining the priority of human resource development strategies in an effort to increase the competence of functional Education Personnel at UNNES were carried out using the Analytical Hierarchy Process (AHP) method with the help of expert choice software 11. The AHP method was carried out by pairwise comparison techniques between several priority criteria through a matrix is called a pair-wise matrix. AHP as quantitative evidence in determining the priority of several criteria by conducting pairwise comparison analysis of each criterion

The value given on the basic scale of importance rating is based on the respondent's as-

sessment matrix which has a consistency level below 0.1.

Figure 3. AHP Hierarchy Scheme Determines Alternative HR Development Strategies
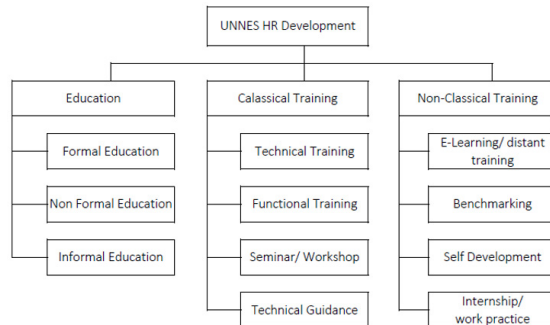

Competency development is very important in building the professionalism of ASN employees. The ASN competence consists of 3 (three) main aspects, namely in the form of Knowledge, Skills and Attitude. Meanwhile, in carrying out their duties, the competencies needed by ASN consist of 3 (three) kinds of competencies, which are technical competence, managerial competence and also socio-cultural competence.

The development of ASN employees competence is regulated in Government Regulation Number 11 of 2017 on Civil Servant Management and Regulation of the State Administration Agency Number 10 of 2018 states that the State Civil Apparatus (ASN) is given the right and opportunity to participate in Competency Development for at least 20 (twenty) Meeting Hours in 1 (one).

Three (3) criteria for Human Resource Development that are used to support the improvement of functional education personnel competence, namely: education, classical training and non-classical training. From the three criteria, pairwise comparisons were made which then obtained results as shown in Figure 4.

Figure 4. Priority Determination of HR Development Criteria
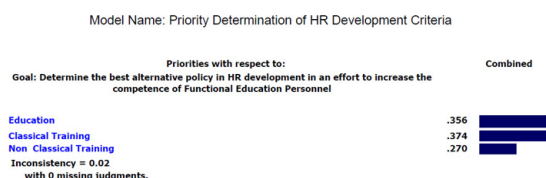
From Figure 4 above, it can be seen that the criteria for developing human resources that have the most influence in improving the competence of the Functional Education Personnel

of UNNES is the classical training criteria with a value of 0.374 or 37.4%. Classical training is a very important aspect in improving the competence of functional education personnel. Functional education personnel who take part in classical training will be able to improve their competence and expertise according to their field.

The second priority is education with a score of 0.356 or 35.6%. Education is no less important than classical training. There are still relatively few functional education staff with master's degrees in education. Based on the LAN Regulation No. 10 Years 2018 terms states that the expected result of employee competency development through education is aimed at fulfilling qualifications and career development, and is one of the job requirements to be able to occupy a higher position.

The third priority is non-classical training with a value of 0.270 or 27%. Non-classical training programs are also things that need attention. Based on LAN Regulation No. 10 Years 2018 states that nonclassical training includes: 1) e-learning/ remote training; 2) benchmarking; 3) independent learning; 4) internship/work practice; and 5) Competency Development pathways in other forms of non-classical training.

For more details, the weight of the criteria for the HR development strategy in an effort to increase the competence of functional education personnel can be seen in table 3 below.

Table 3. The final weight of the criteria for HR development strategies in an effort to increase the competence of functional Education Personnel at UNNES

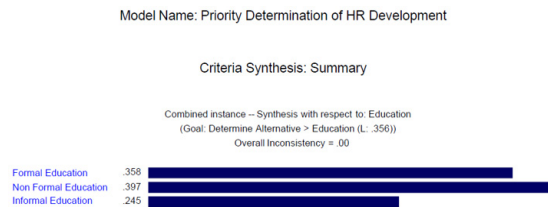| HR Development Strategy Criteria	Final Weight (%)	Rank
Classical Training	0.374	1
Education	0.356	2
Non-Classical Training	0.270	3

Overall, alternative HR development strategies in an effort to increase the competence of functional education personnel can be seen in Figure 5 below.

Figure 5. Priority strategy/policy in overall HR development

3 (three) alternative policies on education criteria, namely providing opportunities to attend formal education, providing opportunities to attend non-formal education and providing opportunities to attend informal education, which is then carried out by AHP analysis with results as shown in Figure 6 below.

Figure 6. Policy priority on education criteria

Model Name: Priority Determination of HR Development

Criteria Synthesis: Summary

Combined instance -- Synthesis with respect to: Education
(Goal: Determine Alternative > Education (L: .356))
Overall Inconsistency = .00

Formal Education	.358
Non Formal Education	.397
Informal Education	.245

4 (four) alternative policies on classical training criteria, namely providing opportunities for employees to take part in technical training, functional training, seminars/workshops, and technical guidance, which is then carried out by AHP analysis with results as shown in Figure 7 below.

Figure 7. Policy priority on classical training criteria

Technical Training	.272
Funqtional Training	.386
Seminar/Workshop	.128
Technical Guidence	.215

Based on Figure 7, we can see that the most dominant policy priority on the classical training criteria is to provide opportunities for employees to take part in functional training with a value of 0.386 or 38.6%. Functional training is very important for functional education personnel, especially functional education personnel. Functional training is training that is a requirement for fulfilling the competence of work field in accordance with JF in order to increase knowledge/mastery of skills according to the demands of the needs of Functional Positions (LAN Regulation No. 10 Years 2018).

Functional education personnel are required to always develop their knowledge and skills in order to keep up with developments. The existence of a merit system in the management of the State Civil Apparatus requires an employee to work in accordance with the qualifications and competencies possessed.

4 (four) alternative policies on non-classical training criteria, namely providing opportunities for employees to take part in e-learning/distance training, benchmarks, independent learning/self development and internships/work practices, which is then carried out by AHP analysis with

results such as in image 8 below

Figure 8. Policy priority on non-classical training criteria

E-Learning/ distant training	.262
Benchmark	.275
Self Development	.159
Internship/work practice	.305

Based on Figure 8, we can see that the most dominant policy priority on non-classical training criteria is to provide opportunities for employees to take part in internships/work practices. Internship/work practice is an important thing to do because with work practice employees will have experience in carrying out real tasks in the field. What is gained in the internship can be implemented in the place where he works.

Based on the results of this study, the criteria for the HR development strategy needed in an effort to increase the competence of functional education personnel at UNNES is through classical training with a policy priority of involving UNNES functional education personnel to participate in functional training.

This study is in line with the research conducted by Selvias et.al. (2021) namely to produce a model of human resource development strategy. In Selvias et.al's research, training and competency development were carried out by implementing innovative learning programs with the aim of providing opportunities for employees to develop. In addition, the training provided to employees is aimed at changing attitudes, behavior, experience and performance. UNNES functional education staff who experience a change of position transfer from a structural position to a functional position at this time are still experiencing problems in their implementation in the field, so this research is aimed at finding alternative strategies for developing the competence of functional education personnel so that the functional staff of UNNES can work professionally.

The relationship between this study and research conducted by Batilmurik et.al (2017) is that both research on HR development strategies to increase competence, the difference is the research conducted by Batilmurik et.al. (2017) the focus is on lecturers while this study focuses on functional education personnel. Batilmurik stated that the education and training strategy was able to have a positive and significant influence on the competence of lecturers, either partially or simultaneously.

This research is also in line with research

conducted by Fatmawada (2016), which also looking for HR development strategies. The difference is, the results of research conducted by Fatmawada show that the strategy of developing competence through education, mentoring, and coaching provided to education personnel needs to be improved so that education personnel can run well, effectively and efficiently, while this study resulted in a strategy for developing the competence of Functional Education Personnel in UNNES needs to be done through functional education and training.

Research conducted by Asiyah et.al. (2020) aims to formulate a strategy for developing human resources for the apparatus at the Regional Personnel Agency Office of Asahan Regency through a SWOT analysis approach. The priority strategy is to increase cooperation in the field of competency development with state universities, education and training institutions, conduct off the job training and on the jon training, and utilize technology information.

This research is also in line with research conducted by Sirih et.al (2019) which aims to determine the strategy of developing Human Resources and the factors that hinder the development of Human Resources. The results of the study indicate that the development strategy that can be carried out are by routine training and improving education.

CONCLUSIONS AND RECOMMENDATIONS

Educational staff conditions who switch functions from structural positions to functional positions have problems with the incompatibility of educational background with functional positions resulting from the equalization, the details of the tasks carried out so far are not in accordance with the functional positions, each position holder does not have the competence to do the work and each position holder does not have experience in the field of duty. Most of the Functional Education Personnel as a result of the equalization still experience confusion in carrying out their duties and functions according to the position they hold and have not been able to adjust to their main duties and functions. Ideally, functional education staff must have the required competencies and skills.

The strategy that needs to be taken so that functional positions can work professionally is by increasing competence through education and training. The results of priority determining analysis of human resource development strategies in an effort to increase the competence of functional Education Personnel at UNNES using the Analytical Hierarchy Process (AHP) method show that classical training gets the highest score with a value of 37.4% so that this strategy is the most influential for improving HR competence by the policy priority on the most dominant classical training criteria is to provide opportunities for employees to take part in functional training with a value of 0.386 or 38.6%. So that UNNES needs to prioritize to include this Functional Education Personnel in the Functional Training program.

Functional Education Personnel as a result of the equalization of positions need to be included in functional training to support and improve their competencies. Employees who have inadvisable backgrounds are advised to take non-formal education in order to gain additional knowledge and as a complement to the formal education they already have. Institute must allocate a budget to carry out functional training.

The researcher realizes that there are still many limitations in this research, because this research was only conducted at the Universitas Negeri Semarang so that it cannot represent universities throughout Indonesia

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