

Analysis of Administration Process of Academic Degree Equivalence (PGA) for Employees at Research Center for Biotechnology, Indonesian Institute of Sciences (LIPI) during the period of 2017-2018

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Abstract—This research aim to analyze the administration process of Academic Degree Equivalence (PGA) for Employees at the Research Center (RC) for Biotechnology, LIPI, 2017&2018. This research was carried out because there were complaints on the process of Civil Servant PGA Degrees at RC for Biotechnology-LIPI. The research method in this study was descriptive qualitative research methods, with data collection techniques by interview, observation, and study documentation. The results of the study concluded that there were several obstacles in the administration process of the PGA Degree: First of all, the problem is about coordination among many Institutions, including the Staff from the Research Center for Biotechnology LIPI, Bureau of Organization and HR in LIPI, National Civil Service Agency (BKN), and Universities where the civil servant pursue the studies. The smoothness of the process is also influenced by the PNSs own factors, for example the completeness of administrative requirements. To overcome the problems, new system such as digitalization/ePGA system is required in order to make the process more effective and efficient. Not only that, the digitalization system can break the long bureaucratic path and avoid political elements/interests in PGA process, and also it makes administration process of study permits and learning tasks more objective and equitable for all employees.

Keywords—Academic Degree Equivalence (PGA); administration; settlement

I. INTRODUCTION

A. Background

Academic Degree Equivalence (PGA) is one of the important paths in the PNS' career. After studied, a PNS must go through the process of giving a proposal for Academic Degree Equivalence (PGA) to the National Civil Service Agency that his academic degree be included in PNS data.

Data of PNS at the RC for Biotechnology – LIPI who have completed their education but have not received a Decree of the LIPI Head for academic degree equivalence is shown as follows:

TABLE I. THE DATA OF CIVIL SERVANT'S AT THE LIPI RC FOR BIOTECHNOLOGY WHO HAVE NOT RECEIVED AN ACADEMIC DEGREE EQUIVALENCE DECREE (PGA) IN 2017/2018

Sex		Type of Position		Level of Education	
M	F	Researcher	Non Researcher	S3	S2
7	18	19	6	17	8
Overall 25 Employees					

Source: Subdivision of HRD, RC for Biotechnology - LIPI

Table 1 show there were a total of 25 Employees at the RC for Biotechnology LIPI who had completed advanced education (S2/S3) but whose academic degrees had not been made equivalent, consisting of 7 males and 18 females in the

period of 2017-2018. While from the position category, there were 19 researchers and 6 non-researchers, and 17 persons having S3 degree, and 8 persons having S2 degree.

Based on the data above, we are interested to find out how the Administration Process of Academic Degree Equivalence (PGA) at RC for Biotechnology - LIPI in TA 2017-2018 is, why some employees have obtained the PGA Decree and some have not, and then what obstacles faced in the process of issuing the Academic Degree Equivalence (PGA) Decree at RC for Biotechnology - LIPI the in 2017-2018 are, and what policy recommended to make the issuance of the Academic Degree Equivalence (PGA) Decree at the LIPI Biotechnology Research Center smooth and better in the future is.

B. Significance of the Research

In general, this research has significance since the results of the study were expected to provide information needed by stakeholders in formulating policy solutions in order to resolve issues on the Administration of Academic Degree Equivalence (PGA) for PNS both in LIPI and Government Agencies in general.

II. LITERATURE REVIEW

A. Public Administration

Holze et al. define public administration as “the formation and implementation of public policy. It is an amalgamation of management-based strategies such as planning, organizing, directing, coordinating, and controlling. It incorporates behaviorally based practices adopted from fields such as psychology and sociology. All of those strategies and practices are utilized within a democratic framework of accountability. The formation and implementation of policy, while formally controlled by government managers, has since been expanded to include the nonprofit and for-profit communities” [1].

Cynthia and Thomas, explain that “Public administration concerns fostering efficiency, effectiveness, and equitable organizations because of its civic virtue. Why? The resources at any moment are finite and public-spirited organizations need to marshal those resources wisely to maximize the benefits for all. Thus, wasting resources by being uneconomical or inefficient is antithetical to the public administration spirit. In addition, the equitable use of resources is central. Not developing all the skills and talents of the people is not caring for all in society. For example, racism, sexism, and other forms of bias are antithetical to the spirit of the field. Public administration is about caring for everyone rather than smaller subsets or groups, regardless of how policy makers rationalize those divisions” [2].

Based on the two definitions of public administration above it can be concluded that public administration is essentially the process of planning, organizing, directing, coordinating, and controlling to achieve efficiency, effectiveness, and fair organizations by using resources wisely to maximize benefits for all. In addition, the equitable use of resources is central. Not developing all the skills and talents of the people is not caring for all in society. For example, racism, sexism, and other forms

of bias are antithetical to the spirit of the field. Public administration is about caring for everyone.

B. Academic Degree Equivalence (PGA) for Civil Servants

In Law Number 5 of 2014 on National Civil Apparatus (ASN), Chapter VI Governs Rights and Obligations of ASN, in Part One, Article 21, it is explained that there are 5 rights of civil servants in Indonesia [3]:

- Salaries, Benefits and Facilities
- Holiday/Day Off
- Pension Insurance and Old Age Insurance
- Protection
- Competency Development

Based on the ASN Law Number 5 of 2014 above, it can be seen that one of the five rights of PNS (Civil Servants) in Indonesia that has been governed by law is competency development. So here it is clear that in the ASN Law Number 5 of 2014, competency development is one of the rights of PNS in Indonesia [3].

Furthermore, the Civil Servants Academic Degree Inclusion (PGA) regulations in Indonesia explain that anyone who has an academic degree other than the first listed in the appointment decision as a CPNS (Prospective Civil Servants), or in a promotion decision, can use a new academic degree within the scope of official, after obtaining the Permit for the Use of Academic Degrees from Institutional Staffing Officials, in LIPI is the Bureau of HR and Organization LIPI, after obtaining a written Memorandum of Recommendation for Academic Title Inclusion (PGA), from the National Personnel Agency, and the issuance of the Head of LIPI Decree on Inclusion PNS Education.

Based on the observation process and study documentation of requirements data from LIPI's Bureau of Organization and HR, in general, the following are the requirements for the proposed PNS Academic Degree (PGA) Inclusion in LIPI:

1) Requirements:

- Having Study Permits or Learning Tasks
- Having completed education in the field of study that supports the performance of the main tasks and functions of the relevant Work Unit
- Having completed education at an accredited educational institution in accordance with applicable regulations
- Having completed education in accordance with applicable laws and regulations and academic norms

2) To obtain an academic degree use license, the relevant PNS should be proposed by the head of the work unit through a proposal addressed to the Bureau of organization and HR LIPI, accompanied by:

- Copy of Diploma that has been legalized by an authorized official (2 files)
- Legalized copy of latest decree on Rank (1 file)
- Legalized copy of latest Decree on Last Position (Certain Functional Position, Structural Position, General Functional Position) (1 file)
- Legalized copy of Decree on Study Assignment issued by the Head of LIPI (mandatory for PNS completing education from the learning task path) (1 file)
- Copy of the Study Permit issued (mandatory for PNS completing education from the Study Permit path). (1 file)
- Foreign Diploma Equivalence Decree for graduates from Foreign Universities (1 file).
- Copy of the academic transcript that has been legalized by the competent authority (2 files).

C. The Research Center for Biotechnology – LIPI

The Research Center for Biotechnology LIPI is one of the Echelon 2 Unit under the Deputy for Biosciences in the Indonesian Institute of Sciences (LIPI). The Research Center for Biotechnology LIPI is located in Cibinong Science Center (CSC) LIPI Cibinong, approximately 46 km from Jakarta, at Jl. Raya Jakarta - Bogor KM. 46 Cibinong. The Research Center for Biotechnology LIPI has a vision of *“Becoming a Leading Biotechnology Research Institute Supported by Professional Resources”*.

The Subdivision of HRD from Research Center for Biotechnology LIPI is one of the Echelon 4 unit under Research Center for Biotechnology LIPI that has the duties and responsibilities to provide human resources development and staff services at the Research Center for Biotechnology LIPI, including the administration process of Academic Degree Equivalence (PGA).

III. METHODOLOGY

This research is a descriptive research using a qualitative approach. According to Ali, descriptive research is “research that precisely describes the characteristics of an individual, a condition, a symptom, etc., which is the object of research that can be used to solve problems by analyzing, classifying, comparing, etc.” [4].

While the qualitative approach used in this research used interview analysis and media content analysis (Ethnographic Content Analysis/ECA) methods. The results obtained from interview activities were analyzed and subsequently put into

written forms. While media content analysis was used to explain qualitative research models such as those used by David L. Altheide from Arizona State University in 1996 [5], the term used was **media content analysis** [6].

Media content analysis is meant by the researcher to interact with documentation materials so that specific statements can be put in the right context to be analyzed. This research was carried out in the Subdivision of Staff from the RC for Biotechnology LIPI in the period of January 2017 - December 2018. The subjects in this research were administrative officers who received proposals and PNS who submitted proposals for Academic Degree Equivalence (PGA) from January 2017 to December 2018. While the object of research was the administrative process of Academic Degree Equivalence (PGA) for PNS at the LIPI Biotechnology Research Center in the period of January 2017 - December 2018.

The data analysis technique in this research is connoted qualitative analysis, an analysis based on logical arguments [4]. First, the researcher collected data in the form of detailed stories from the respondents, and then interpreted the data using clear and significant arguments. The data in the form of detailed stories were revealed by the author in accordance with the respondents’ views. In addition, in terms of problems or research objectives, this research aims to find a meaning (in the form of a concept) behind the details of the respondent’s story and the social setting under study. Data analysis was conducted together with data collection.

TABLE II. LIST OF KEY INFORMANTS

No	Key Informant	Position	Relevance
1	P.001	Researcher PNS	Proposer of PGA 2017
2	P.002	Researcher PNS	Proposer of PGA 2017
3	P.003	Researcher PNS	Proposer of PGA 2018
4	P.004	Researcher PNS	Proposer of PGA 2018
5	A.001	Head of Subdivision HRD for Period of 2017 - 2018	Knew the flow of PGA Process in RC for Biotechnology LIPI, TA 2017-2018
6	A.002	BKN Staff	Knew the flow of PGA Process in BKN, TA 2017-2018

IV. RESULTS AND DISCUSSION

A. The Administration Process of Academic Degree Equivalence (PGA) for Employees at Research Center for Biotechnology, Indonesian Institute of Sciences (LIPI) during the period of 2017-2018

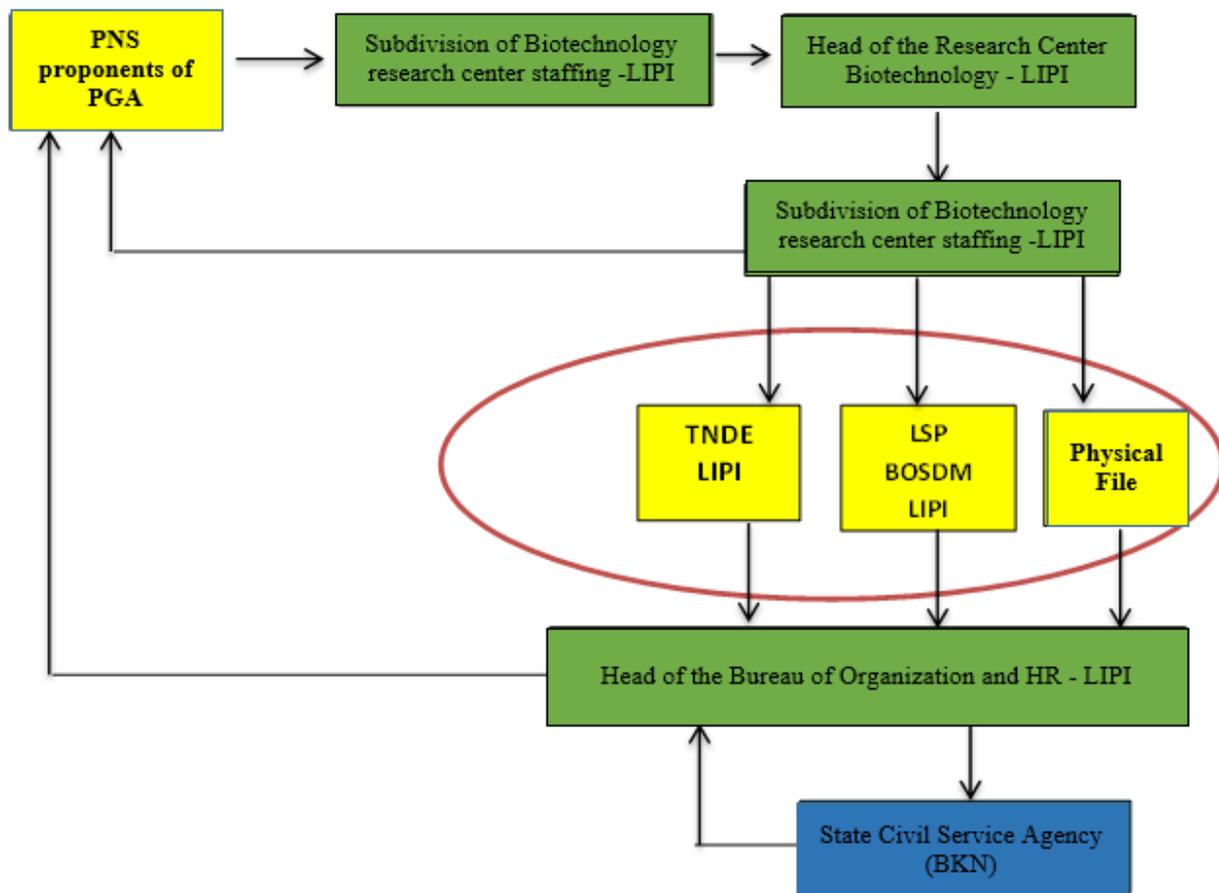


Fig. 1. The flow of Administration Process of PGA in RC for Biotechnology – LIPI.

Based on figure 1 above, it can be seen how the administrative process of Academic Degree Equivalence (PGA) at the Research Center for Biotechnology in 2017/2018 is, starting from the PGA proposal file submitted by the proposing Civil Servants to the Subdivision of HR from the Research Center Biotechnology - LIPI, and then the file of which is verified by the Staff of the Subdivision of HR, and then if it complete, then it will be forwarded to the Head of the Research Center Biotechnology - LIPI to get a cover letter and then sent to the Bureau of Organization and HR (BOSDM) LIPI, and then BOSDM LIPI will (again) verify the proposal file submitted by the Research Center for Biotechnology and if all requirements pass verification, then BOSDM LIPI will send the PGA proposal file to the State Civil Service Agency (BKN).

However, at the administrative stage between the Head of the Research Center for Biotechnology and the Head of the Bureau of Organization and HR - LIPI, there are three more stages that are sometimes overlooked (activities in circles), i.e. before the file can be sent to the BOSDM LIPI Central Office, **first**, the PGA proposal file must also be registered with TNDE LIPI, **second**, the proposal file must also be registered with the One Door Service (LSP) of LIPI until it gets registration number as a condition for sending a physical file, and **third**, a physical file is sent to BOSDM LIPI.

At this stage, even though the physical file has met the requirements, it will be cancel to the next process, if the file has not/does not pass through the three functions of the service. This tends to be less efficient because even though there is already a digital application in the LSP BOSDM LIPI, the administrative officer must also prepare the physical file of the proposal, causing administrative staff to feel overwhelmed, because it is like doing three jobs for one service function. On the other side, the proposer will also feel the impact because the proposed file will take a longer time.

When viewed from international standards, the Global Competitiveness Report issued by the World Economic Forum, it is known that Institutions are one of the main pillars and benchmarks for a country's competitiveness. In 2017-2018, it was reported that the condition of Institutions in Indonesia was ranked 125 out of 140 countries with a value of 4.3 (scale 1 to 7). From this it can be concluded that the competitiveness and quality of Indonesian institutions are still far behind other countries in the world.

The lag in the government administration sector will have an impact on the low quality and performance accountability of Indonesian civil servants (PNS). The low quality and accountability in managing the career of PNS will lead to a disparity in PNS' performance in various areas, both in terms of human quality and quantity. From the psychological aspect,

the difficulty of the PNS career administration process to increase from one level to another level will naturally cause performance demotivation of PNS in the area/work unit. From the perspective of human quality, the gap in career development results in a low human development index and a slow development in the progress of a Ministry/Government Institution as a whole.

Facing this condition, and towards administrative effectiveness, the long bureaucratic path should be cut to improve service effectiveness and efficiency.

One Door Service (LSP) of the Bureau of Organization and HR (BOSDM) LIPI is one of the digital administration services at LIPI, but this service is separate from the TNDE (Electronic Service Manuscript) LIPI, procedure which is also digitalized, so there are 2 digital applications, plus one physical verification stage of files. So there are 3 activities for one administrative service.

Ideally, with one digital application in place, in order to save energy, time, and costs a manual system is no longer needed. Moreover, the process of sending a physical file from the RC of Biotechnology LIPI to the Jakarta LIPI Headquarters requires travel service costs and there is another long bureaucratic process. Thus, it is reasonable if the current administrative process flow is felt to be less effective and efficient, for which the thought that it can be replaced with a shorter, effective, and efficient one arises.

This is in accordance with the explanation from the Head of the Subdivision of HR from the RC of Biotechnology LIPI, Firman Adityo, SE (**Informant A.001**) who acknowledged that the PGA administration process at the LIPI Biotechnology Research Center in particular and the LIPI in general in 2017/2018 was quite complicated:

Q In your opinion, what should be done to make the PGA (Academic Degree Equivalence) process at LIPI better in the future?

A In my opinion, in the future the employment status of all employees on Study Leave should directly be under the LIPI BOSDM, not under the Work Unit, so that all matters of employees on Study Leave starting from applying for the Study Leave Decree, extending the SP Setneg (Assignment Approval from the Ministry of State Secretariat), reassignment to PGA can be processed faster, because all staff data are directly under the BOSDM, so it does not need to wait for the Work Unit. If indeed it can be synergized with the BKN then it is very good, it can reduce the long bureaucratic process.

Q Good...

A In the future LIPI, Ministry of State Secretariat & BKN should make an online application that can arrange for all the needs of employees on Study Leave (Study Leave Decree, Temporary Leave Decree, SP Setneg (Assignment Approval from the Ministry of State Secretariat), Extension of Study Leave period, Reassignment, PGA)

Source: Results of Interviews to Informant A.001

Based on the quotation of the interview to **Informant A.001**, Head of the Subdivision of HR from the Research Center for Biotechnology LIPI in 2017/2018, Firman Adityo,

SE, it can be concluded that in accordance with his acknowledgement the condition of the PGA administration at the Research Center for Biotechnology LIPI in 2017-2018 is not too good, so that it is necessary to change the management of Civil Servants' PGA system, from a tiered to shorter administration system. So, the first thing that must be done by the government, especially LIPI in this case, is to unite the management of all functions relating to the administrative affairs of employees on study into a special Bureau at LIPI, in this case BOSDM LIPI. So, administrative matters begin when a PNS on Study just departs for the study until he returns to the agency where he works with, managed by a Bureau, namely the Bureau of Organization and HR - LIPI, to facilitate the administrative process since all data are basically in the Bureau of Organization and HR - LIPI. So unlike the current PGA administration process flow, the management is spread under the work units in the area, under the function of the subdivision of staff, whose path is quite long and takes time and costs to get to the head office.

For technical reasons, it can be started with LIPI placing all employees with Study status directly under the Bureau of Organization and HR - LIPI, not under the Research Center for Biotechnology, so that all matters relating to the employee on Study, starting from the departure for the study (Issuance of the Study Leave Decree), the study process (matters of study development reporting and extension of the Assignment Letter from the Ministry of The State Secretariat), and to the end of the study process (education completion reporting and arrangements for reassignment Decree until the issuance of Academic Degree Equivalence Decree) can be more concise, organized and faster to process, since all data of Civil Servants have been managed by BOSDM LIPI, and the process performed does not need to wait for proposals from the Research Center for Biotechnology in areas that have a long bureaucratic path.

According to Informant A.001, it will be very good in this administrative process can be synergized with the National Civil Service Agency (BKN), because not only can reduce the long bureaucratic pathway within government agencies such as LIPI, but also break the bureaucratic path between Agencies in Indonesia, in terms of administrative arrangements for the study of PNS starting from the moment they departing for education until they returning to the original institution.

B. Constraints faced in the Administrative Process of Proposals for Academic Degree Equivalence (PGA) Decree in the LIPI Biotechnology Research Center in TA 2017-2018

1) Legality/legalization of certificate and academic transcript proposed: Based on the results of the interview to the Head of the Subdivision of HR from RC for Biotechnology LIPI in 2017/2018 period, (Informant. A. 001) on April 5, 2019, Legality / Proof of Legality of Certificate and Value Transcripts Academic is often one of the obstacles when the verification process is being carried out, especially that file must be legalized (stamped) authorized officials at the university where they are educated / issued the diploma / transcript of the value, both domestic and foreign universities,

which must be attached as many as 2 copies each and not the results of the scan. For those who study abroad, in addition to the remote campus location, it is also constrained because conditions not all overseas campuses apply a diploma legalization system as in Indonesia. This means that the legal system of a real diploma does not apply universally. This is in accordance with the information from Informant P.004, Eva Erdayani, Ph.D., one of LIPI Biotechnology Research Center Researchers who has completed S3 education in the United States and proposes PGA at the LIPI Biotechnology Research Center in 2018 explaining that the United States does not issue legal certificates.

2) *There is no the evidence of certificate equivalence from the Ministry of Research, Technology and Higher Education (especially for foreign graduates):* A Certificate Equivalence Legalization Letter from the Ministry of Research, Technology and Higher Education (Kemenristekdikti RI) which is originally legalized the certificate (not scanned) is also one of factor that often hinders the process of arranging the PGA. It is usually because the civil servant who submitting the PGA proposal has not made certificate adjustments in the Ministry of Research, Technology and Higher Education before (especially for foreign graduates who had no time to arrange it in the Ministry of Research, Technology and Higher Education, or the other factors). This condition causes the PGA's proposal unable to be processed by Staff of the Subdivision of HR from the RC of Biotechnology LIPI, thereby taking longer to wait for the civil servant to Proposing and to settle it.

There is a long sequence of procedures and a set of requirements that must be completed by PNS/foreign graduates at the Ministry of Research, Technology and Higher Education in order to make certificate adjustments that cannot be completed at one time, but need special time for making administrative arrangements with various requirements which are quite complex and complicated.

3) *There is no the study permit/learning assignment:* Based on information from Informant P.001, there were some important information can be known, first, that the study permit or study assignment is a written permit from the supervisor of the civil servant who will pursue an education, second, the study permit/study assignment should be obtained by the civil servant prior to pursuing an education, and third, the study permit/study assignment is one of the main or compulsory requirements for employees on study. Based on these 3 information, it can be concluded that without the study permits/study assignments the PGA's process cannot be performed.

A further analysis of this condition with regard to the following questions: what are the procedures for giving study permits/study assignments? Why in one side, there some employees can get a Study Permit/Study Assignment, and in the other side, he/she is cannot. What are the criteria used to determine whether a civil servant has the right to get a Study Permit/Study Assignment or not?

Some information from Informant A.002, Staff of the BKN's Studies and Research Center, Novi Savarianti Fahrani, S.H, M.H, explains correctly that a study permit/study assignment is one of the important requirements in processing PGA at BKN and if it cannot be completed by the proposer, the term used by BKN is BTL (the file is incomplete) causing the PGA proposal to fail to be further processed at BKN.

Informant A.002 also stated that in determining certificate adjustment policies, BKN referred to SE (Surat Edaran) Dikti Number 595 d5.1 2007 to determine whether or not a PNS certificate could be adjusted by observing the lecture hours; a civil servant was not allowed to continue his education by attending distant classes and Saturday - Sunday classes.

However, now we had entered the Industrial Revolution 4.0, which many activities and works could be completed through digital services; for instance, at the Universitas Terbuka (UT) lectures had been delivered through Online Tutorial using digital applications. Based on this fact, the requirements of PGA by observing the lecture hours should be reviewed, because they are not relevant to the current digital era condition, and can limit the opportunities for people in remote areas to progress, whereas in Law Number 5 of 2014 on State Civil Apparatus (ASN), Chapter VI, Part One, Article 21, it is stated that one of the rights of ASN is Competency Development.

4) *Lack of information and socialization:* Based on the results of interviews to several Key Informants, it can be concluded that one of the constraints on the process of academic degree equivalence (PGA) for PNS in the RC for Biotechnology LIPI is the lack of socialization and information about the PGA.

C. *Policies Recommendations on Academic Degree Equivalence (PGA) Decree's Process.*

There are two of models Policies Recommendations for the administration process of Academic Degree Equivalence (PGA) in Indonesia/LIPI:

1) *Model 1:* Optimization the function of the Bureau of HR-LIPI/National Institution and the National Personnel Agency (BKN)

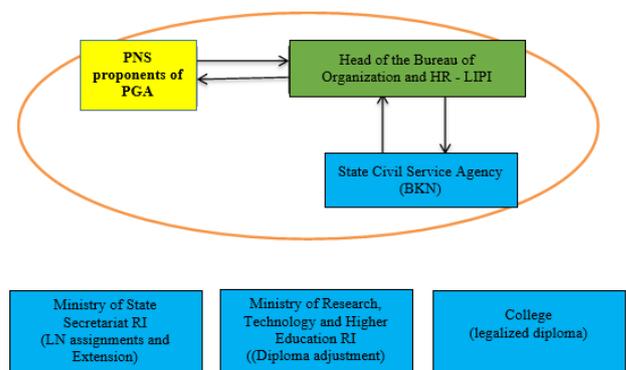


Fig. 2. Model 1.

Advantages:

- Shorten and simplify the path of Internal Bureaucracy (LIPI / Institution)

Disadvantage:

- The Civil Servant must process separately in other agencies/Institution related to foreign assignments, adjusting the academic certificate, and legalizing academic certificate.

2) Model 2: One-click the civil servant of education administration process

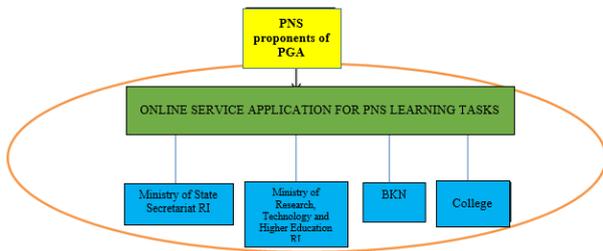


Fig. 3. Model 2.

Simple flow, and it makes it easy for Study Staff / Applicants as well as administrative staff.

V. CONCLUSION

- Administrative policies and procedures for the inclusion of Academic Degree (PGA) for civil servants in Indonesia are not efficient at this time, so we need to develop new policies to make the PGA administration process more concise and simple, starting from the Ministries / Institutions to the *National Personnel Agency (BKN)*.
- Indonesia needs to build a digital PGA application system for civil servants that can detect that the academic certificate / transcript of civil servants is genuine or not, and the results of the verification can be

accepted by all agencies with just one click of the digital application system that applies to all agency needs.

- The Policy for issuing Learning Permits and Learning Tasks Civil servants who are highly dependent on direct supervisors are also very vulnerable to political intervention, so they also need to be replaced with an application system and online / digital monitoring.
- The Legalization system of certificate / transcript as proof of the validity of documents needs to be re-evaluated because it is not universal, there are countries that do not use legal systems, as a solution need to establish an international graduate detection system to determine a graduated alumni associated with an appropriate degree.
- The requirement for adjusting the academic certificate of a civil servant by looking at the lecture hours must be reviewed, because it is not relevant to the current condition of the digital era, because it can limit the opportunity for remote nation children to get proper education.

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