

# **Governance Model for Higher Education in Indonesia Post-Pandemic of Covid-19 Towards a New Normal Era**

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*The Higher Education management consists of autonomy in the academic field, including the establishment of norms, operational policies, research, and community service under the regulations. In carrying out the roles of the higher education institutions in the higher education organization, there are work units/functions or units at different levels or groups, either because of the duties, responsibilities, and positions, as well as the origins of the employees. In addition, the status of the Covid-19 was officially declared a pandemic by the WHO on Thursday, March 12, 2020, and it has changed the entire order of people's lives, including the implementation and management of education, significantly higher education. This condition needs to be bridged with the consistent of a management that is expected to function as an organizational link so that the objectives of Higher Education can be achieved. In responding to the challenges faced, universities must create an integrated management model to ensure the fulfillment of the quality of graduates with strategic policies to outline the institution's future journey.*

*Keywords: governance model, higher education, post-pandemic of covid-19, new normal era*

## **INTRODUCTION**

Higher Education Management is the implementation of higher education pathways, levels, and types through the establishment of Higher Education either by the Government or by the Organizing Agency to achieve higher education goals. Especially Universities organized by the Organizing Agency/Community called Private Universities in their implementation must be able to align themselves with universities

organized by the Government called State Universities so that both can work together in realizing and achieving higher education objectives.

Universities play a role and function as the center for implementing the *Tri Dharma* of Higher Education. The implementation and management of Higher Education must be based on and uphold the Higher Education autonomy and public accountability principles. As stated in the Government Regulation of the Republic of Indonesia Number 4 of 2014 concerning the Implementation and Management of Higher Education, Article 22 Paragraph 3, the Autonomy of Higher Education management consists of a) Autonomy in the academic field, including the establishment of norms, operational policies, and the implementation of education, research, and community service under the laws and regulations; and b) Autonomy in the non-academic field, including the determination of operational norms, policies, and the implementation of organization, finance, student affairs, human resources, and infrastructure under legislations. Therefore, every university, PTN, and PTS will have a unique work culture in its implementation and management.

The implementation and management of higher education institutions currently have different work patterns and cultures, even though the applicable laws and regulations regulate the implementation and management of higher education institutions. Implementing the *Tri Dharma* of Higher Education is treated differently by each institution and its lecturers as implementers. Not many universities are systemically (institutionalized) implementing the *Tri Dharma* of Higher Education. It meant that institutionally, the *Tri Dharma* of Higher Education implementation model had been patterned, and the lecturers as Human Resources (HR) who carry it out have high discipline between the institution and the lecturers mutually supportive, conducive, and has become a climate and culture.

The implementation and management of Higher Education in the *Tri Dharma* of Higher Education does not have a balance under the required proportions between education and teaching, research, and community service. Few institutions and lecturers assume that a lecturer's workload of 12-16 credits is enough to carry out education and teaching. Hence, lecturers are reluctant and not interested in research and community service. Even not few institutions that have not had and implemented a system that could regulate lecturers must have the will and ability to implement the *Tri Dharma* of Higher Education.

Moreover, during the Covid-19 pandemic, universities must have a strategy and support for technology-based facilities and infrastructure to implement the *Tri Dharma* of Higher Education. Learning from home or Distance Learning are the choices for most universities to break the chain of the spread of Covid-19. Previously, learning from home or Distance Learning were not allowed because they did not support massively achieving educational goals. Learning from home, or Distance Learning, more or less has changed old habits and formed new habits in the administration and management of higher education.

The implementation and management of higher education in the *Tri Dharma* of Higher Education in the new normal era require a suitable model. Hence, there is harmony between the institution's interests in realizing its role and function as a research center institution with capacity building and the existence of human resources adapted to government policies in handling and overcoming the covid-19 pandemic or in this new normal era. Therefore, the implementation and management of Higher Education in implementing the *Tri Dharma* of Higher Education with a particular work culture model in welcoming the new normal era is crucial.

Based on the description above, this research took the title **“Governance Model for Higher Education in Indonesia Post-Pandemic of Covid-19 towards a New Normal Era.”** The research problem stated that the implementation and management of higher education institutions in implementing the *Tri Dharma* of Higher Education in the Covid-19 pandemic situation or in welcoming the new normal era have not been optimal. In preparing and welcoming the new normal era, universities have not had a system that can regulate and require their resources to have the capacity and readiness to carry out the *Tri Dharma* of Higher Education as well as possible. As a result, implementing the *Tri Dharma* of Higher Education impacted the performance and quality of universities.

The implementation and management of higher education institutions in welcoming the new normal era in implementing the *Tri Dharma* of Higher Education require the correct pattern. Therefore, there is harmony between the institution's interests in realizing its role and function as a research center institution

with capacity building and its resources. Therefore, the implementation and management of Higher Education in implementing the *Tri Dharma* of Higher Education with a particular work culture pattern or model is significant.

## LITERATURE REVIEW

### Higher Education

Based on Law Number 12 of 2012 concerning Higher Education, Chapter I, Article 1, Paragraph 2, Higher Education is a level of education after secondary education which includes diploma, undergraduate, master, doctoral, and professional programs, as well as specialist, organized by universities based on the culture of the Indonesian nation.

Furthermore, Articles 2, 3, and 4 explain higher education's foundation, function, and purpose. Higher Education is based on Pancasila, the 1945 Constitution of the Republic of Indonesia, the Unitary State of the Republic of Indonesia, and *Bhinneka Tunggal Ika*. Higher education is based on: 1) Scientific truth, 2) Reasoning, 3) Honesty, 4) Justice, 5) Benefits, 6) Virtue, 7) Responsibility, 8) Diversity, and 9) Affordability. Higher Education functions: a) developing capabilities and shaping the character and civilization of a dignified nation in the context of the nation's intellectual life; b) developing an innovative, responsive, creative, skilled, competitive, and cooperative academic community through the implementation of the *Tri Dharma*; and c) developing Science and Technology by paying attention to and applying humanities values. Furthermore, Higher Education aims to: 1) develop students' potential to become human beings who believe and fear God Almighty and have a noble character, are healthy, knowledgeable, capable, creative, independent, skilled, competent, and cultured for the benefit of the nation; 2) produce graduates who master the branches of Science and/or Technology to fulfill the national interest and increase the nation's competitiveness; 3) produce Science and Technology through Research that pays attention to and applies the values of the Humanities to be helpful for the nation's progress, as well as the progress of civilization and the welfare of humankind; and 4) realize valuable community service based on reasoning and research work in advancing the general welfare and educating the nation's life.

In Chapter IV, Part One, concerning the Functions and Roles of Higher Education, Article 58 explains that Higher Education carries out the functions and roles as a) A place for student and community learning; b) An education forum for future leaders of the nation; c) Science and Technology development center; d) Learning center of virtue and moral strength to seek and find truth; and e) center for the development of national civilization. Furthermore, Part Five of Article 62 explains the Management of Higher Education: 1) Higher Education has the autonomy to manage its institution as the center for implementing the *Tri Dharma*; 2) As referred to in paragraph (1), the autonomy of higher education management is carried out under the basis and objectives and capabilities of higher education institutions; 3) The basis and objectives, as well as the ability of the Higher Education to carry out the autonomy as referred to in paragraph (2), are evaluated independently by the Higher Education; 4) Further provisions regarding the evaluation of the basis and objectives and the ability of Higher Education to carry out the autonomy as referred to in paragraph (3) shall be regulated in a Ministerial Regulation.

### Organizational Culture

In any organization, especially large organizations, there are different levels and groups, both because of the duties and responsibilities according to the position as well as the origin of the employees. These differences must be bridged with the consistent preparation and application of an organizational culture that is expected to function as an organizational glue.

According to Soedjono (2005), *organizational culture is a system of spreading beliefs and values that develops in an organization and directs the behavior of its members*. Organizational culture can function as the main instrument of competitive advantage if the organizational culture can support the organization's strategy and quickly respond to various challenges and changes in the environment.

Keith Davis and John W. Newstrom (in Mangkunegara, 2008) define organizational culture as "*the set of assumptions, beliefs, values, and norms that are shared among its members.*" Still, in Mangkunegara,

John R. Schermerhorn and James G. Hunt (Mangkunegara, 2008) argue that “*organizational culture is the system of shared beliefs and values that develop within an organization and guides the behavior of its members.*” Thus, organizational culture is a set of assumptions or belief systems, values, and norms developed within the organization. These tools and values are used as behavioral guidelines for members to overcome problems and adapt quickly to any external and internal changes. Organizational culture can influence the behavior of members of the organization because every behavior of the organization’s members must refer to and be oriented to the work culture that has been formed. The behavior of organizational members is directed at achieving the goals or performance results set so that if the organizational culture is formed well, the organizational culture will directly or indirectly have a positive effect on the performance of organizational members.

Another definition of organizational culture put forward by Armstrong (in Ancok, 2012) is as follows:

*“Organizational or corporate culture is the pattern of values, norms, beliefs, attitudes, and assumptions that may not have been articulated but shapes how people behave and things get done. Values refer to what is believed to be important in how people and organizations behave. Norms are the unwritten rules of behavior.”*

The role of organizational culture is a social link that can bind the closeness of organizational members. The link is in the form of shared meanings about how members of the organization should behave. Ancok further explains that according to Kreitner and Kinicki, organizational culture is a tool that unifies the organization and binds its members through the values they believe in and symbols that contain social goals to be achieved together. In an environment with a strong organizational culture, employees feel that there is an understanding that binds members and has a positive effect on member performance.

According to Robbin (1996), organizational culture is an intervention variable. Members form a perception that fully forms an organizational culture or personality of the organization. This supportive or unsupportive culture will then affect the members’ performance. According to Robbins, organizational culture is a system of shared meaning formed by its citizens, which simultaneously distinguishes it from other organizations. The system of shared meaning is a set of key characteristics of organizational values. Robbins provides seven characteristics of organizational culture as follows:

1. *Innovation and risk-taking*
2. *Attention to detail*
3. *Outcome orientation*
4. *People orientation*
5. *Team orientation*
6. *Aggressiveness*
7. *Stability*

### **New Normal Era**

According to Yurianto (2020), Indonesia’s New Normal is a new order to adapt during the Covid-19 pandemic. He further explains that the Indonesian people must be able to maintain their productivity amid the Covid-19 pandemic with a new order called the new normal.

The new order intended by the community must be accustomed to new habits based on an adaptation by cultivating clean and healthy living behaviors, such as: frequently washing hands, wearing masks, keeping a distance, and avoiding crowds. Then, the government sets this adaptation to become a rule/policy in the form of a Health Protocol. As a consequence, the organizers and managers of public places and facilities, such as educational institutions, hospitals, markets, shopping centers, terminals, stations, airports, and others in their implementation, must pay attention to, be committed to, and strictly supervise the implementation of the Health Protocol.

## ANALYSIS AND DISCUSSION

### Basic Concepts of Higher Education

Higher Education is the last level of advanced education unit in Indonesia's education system, so higher education becomes an indicator of human resource development in Indonesia and even the world's nations. The quality of human resource development of a nation will depend on the quality of education. In this case, higher education becomes one of the most critical and strategic fields in national development that can support quality of life and community welfare.

According to Djumransyah (2004), education is a human effort to grow and develop all innate potential, both physically and spiritually, based on the values contained in society and cultural values. Based on this opinion, education as an effort and process that will never stop is dynamic, following society's ideal values and cultural growth from time to time. Therefore, the management and administration of education are constantly evolving, following each phase of change and adapting to what it wants to produce in education. As has been the case recently, education during the Covid-19 pandemic and ahead of the new normal era.

The significant changes caused by the Covid-19 pandemic and to welcome the new normal era in education have contributed significantly to the implementation and management of education and have become entrenched. It can be seen in the changes or adaptation steps in the elements of education.

According to Triyanto (2014), education has several elements, including 1) *Elements of educational goals*. This objective is systematically contained in the National Education System Law, namely to develop the potential of students to become human beings who believe and are devoted to God Almighty, have a noble character, are healthy, knowledgeable, capable, creative, independent, and become democratic and responsible citizens; 2) *Curriculum elements* are a learning plan that includes objectives, content, and lesson materials. The curriculum also formulates the method used to guide the implementation of learning activities to achieve specific goals. It was further explained that the curriculum as a guideline for implementation contained the meaning of interaction between educators and students; 3) *Learners* are members of the community who seek to develop their potential through the learning process available at specific paths, levels, and types of education; 4) *Elements of educators* are educational staff with qualifications as lecturers, counselors, tutors, *widyaiswara* (functional officers), tutors, instructors, facilitators, and other designations under the specifications for their participation in the administration of education; 5) *Elements of educative interaction* is a process of interaction between students and educators and learning resources in a learning environment; 6) *Elements of educational content*, namely learning materials that students can use to develop their potential actively. It is further explained that the materials will equip students with religious and spiritual strength, self-control, noble personality and character, intelligence, and skills needed by themselves, society, nation, and state; and 7) *the educational environment*, which is defined as the family, school, and community environment. An educational environment is where humans interact reciprocally to develop their potential.

Based on the explanation above, PT is essentially an effort to develop human potential according to the order of the community and cultural values. This self-potential includes physical and spiritual potential developed according to educational goals supported by the curriculum, educators, and interactive educational processes using subject matter. An excellent educational environment must support this process to achieve potential development according to the expected educational goals.

### Impacts and Challenges of Higher Education During the Covid-19

The Covid-19 pandemic came suddenly and was unpredictable. The Covid-19 pandemic has become a global humanitarian problem and tragedy that has hit various sectors/fields: economic, sociocultural, political, and defense and security. As a result, there has been a very large and fundamental change in the order in these various sectors. Meanwhile, it became a challenge to survive and move forward, including in the implementation and management of Higher Education.

Covid-19 is caused by a virus, namely the *coronavirus*. These coronaviruses are a group of viruses that cause respiratory tract infections ranging from the flu (among other possible causes, particularly rhinoviruses) (Gao et al., 2020). The best prevention effort is to know the cause of this disease and its spread

pattern. The Covid-19 virus spreads mainly through droplets of saliva or liquid from the nose when an infected person coughs or sneezes (Wajdi et al., 2020).

To reduce the risk of transmission, the Government in almost all countries infected with the Covid-19 virus has imposed a lockdown. Likewise, in Indonesia, the Indonesian Government did not lock down on a state scale. Initially, the lockdown was applied to only a few areas. However, in April 2020, almost all cities and regencies in Indonesia imposed a lockdown in their area known as Large-Scale Social Restrictions, as a health quarantine which is defined as a restriction on the activities of the population in groups in an area suspected of being infected with a disease—or contaminated to prevent the spread of disease (Yunus and Rezki, 2020).

These restrictions impacted the order and governance of various sectors according to government policies through presidential instructions to work from home, learn from home, and worship from home, likewise in the education sector, including Higher Education. Therefore, nowadays, it is not allowed to have a direct face-to-face learning process (onsite/ outside the network) to prevent the spread of the Covid-19 virus more and more widely. The Minister of Education and Culture issued a policy through Circular, Number 4 of 2020 concerning implementing Educational Policies during the Emergency Period for the Spread of Covid-19. With the enactment of this regulation, all chancellors in Indonesia applied online lectures. In general, the impact of the Covid-19 Pandemic on learning in universities included: (1) Changes in face-to-face or offline learning patterns to virtual or online learning; (2) The rapid increase in the use of communication and information technology in learning both on and off campus; (3) There was an increase in the independence of student learning patterns (Firman, 2020). Thus, virtual or online learning was currently a strategic solution during the Covid-19 pandemic (Pawicara & Conilie, 2020). Those were the impacts experienced and challenges in the implementation and management of PT.

The challenge of higher education management nowadays is the change from the Covid-19 pandemic era to the new normal era; in addition to the era of globalization in economic politics, which also influences university policies. This condition has an impact on changes in the implementation of the *Tri Dharma* of Higher Education, namely learning, research, and community service. Opportunities for universities to carry out technological transformations that began during the Covid-19 pandemic are highly anticipated to be maximized. College opportunities start to open classes by maximizing the rapid advancement of technology (Indrawati, 2020). In this case, advances in science and technology have changed the paradigm of human thought to be more effective and efficient in acting for themselves and others. Globalization emphasizes autonomy in higher education, requiring higher education management to find and manage the operational financing of the institution. Higher education autonomy has an impact on reducing university funding from the Government. This policy requires the ability of higher education institutions to be independent and more motivated to finance and implement their institutions.

### **Work Culture and Higher Education Management During the Covid-19 and the New Normal Era**

In overcoming various challenges from the era of the Covid-19 pandemic to the era of new normality and globalization, universities must have an entrenched pattern/model in their implementation and management. PTs must have a work culture that is in line with the demands of both the new normal era and the era of globalization. Higher education institutions are expected to take advantage of the existing potential by conducting various research contracts with industry and the Government. In addition, universities can transfer technology by preparing technology concepts for industry and Government. This concept is called *academic capitalism* or *entrepreneurship* (Leslie, *Academic Capitalism*, 1997).

Leslie further explained that using the concept of *academic capitalism* will create an environment for research universities and an environment in which the existing faculties and professional staff will become more competitive and autonomous in their fields. In this case, *academic capitalism* is to explore the working life and experiences of faculty who work at universities (Gonzales et al., 2014). Achieving this requires the professionalism of lecturers as educators, researchers and designers, and developers of a system or even an IT-based application that the relevant stakeholders accept. This professionalism is undoubtedly closely related to the quality of higher education. This quality can be seen from the quantity of uptake of graduates

in the Business and Industrial World (DUDI). Thus, the higher the education quality of a university, the more capable it will be of solving various problems facing this country (Sinambela, 2017).

Universities with autonomy, ideally, are more *market-oriented* and *competitive*. It happened in the 80s in England (Peter Jarvis, 2001: 2). This concept will produce more students and contracts or collaborations with various parties, increasing the institution's income so that the existing activities will be more meaningful. The concept of *academic capitalism* can help administrators to be more productive, help faculty to provide external resources, and improve the market pattern of the advanced institution. In addition, this concept will bring managers to think broadly to utilize existing resources in the face of environmental changes that may affect higher education institutions (Leslie, *Academic Capitalism*, 1997). *Academic capitalism* has become one of the most influential lines of research on university markets (Cantwell, 2015).

In this case, universities must be able to carry out two vital roles in the development and transfer of technology: *first*, the role of utilizing the latest technology in the institutional life of their institutions, especially in conditions of the Covid-19 pandemic. This role certainly requires the ability and skills of effective and efficient management. *Second*, the role in combining basic and applied research as part of efforts to accelerate the rapid advancement of communication and information technology in widespread science-based industries. With these two roles, it can be seen that universities have a strategic role in developing science and technology to advance the Business and Industrial World. Therefore, universities must seriously accentuate the implementation of graduate quality assurance management. In society, many graduates are still absorbed in the world of work but are not under the qualifications and educational background they take (Siram, 2016).

Thus, to answer the challenges mentioned above, universities need to create an integrated management pattern to ensure the fulfillment of the quality of graduates with various strategic policies to outline the institution's future journey. Higher education as a non-profit institution requires more strategic knowledge and management skills, namely the integrated quality management of Higher Education (Syukron, 2017). In the quality assurance system, the necessity to implement quality control management is absolute (Bancin, 2017).

## CONCLUSION

The significant changes caused by the Covid-19 pandemic and to welcome the new normal era in education have made a significant contribution to the implementation and management of education and have become entrenched. It can be seen in the changes or adaptation steps in the elements of education.

In this era of the Covid-19 pandemic, universities need to quickly and precisely position themselves by adapting and maximizing communication and information technology advances. Universities must also not be dissolved in this pandemic but must rise by making arrangements in learning patterns and management to continue to develop and advance even in crisis conditions.

In addition, amid rapid global development, both in terms of economy and politics, higher education management needs to take various steps to maintain its existence in society. As academic institutions, universities can make breakthroughs in developing science and technology that can be useful in society.

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