



Original Article

A Study of Human Resource Development in the Quasi-Governmental Organizations: Evidence from Aceh, Indonesia

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Abstract: Today, effective human resource management impacts an organisation's success. A proper plan is required to obtain quality human resources and avoid the conventional norm. This study aims to analyse the practice of human resource capacity building in Aceh's Ulama Consultative Council (MPU) as a semi-governmental institution. This study applies a qualitative-descriptive approach using data collection techniques, including in-depth interviews, field observations, and documentation, such as official reports, scientific literature, journals, and other sources. The study showed that Aceh's MPU needs to improve its human resources development method. In creating top-notch, impartial, and high-integrity human resources, it is vital to change the selection process for Aceh's MPU members. There are many ways to improve natural selection based on the popular vote. If their voices are raised, members with high competence and integrity will be chosen for office. This issue can be resolved if the recruiting procedure is handled by experts (agencies) to create objectivity when choosing MPU Aceh members.

Keywords: HR capacity building; HR selection mechanism; Aceh's Ulama Consultative Council (MPU); High Integrity HR.



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1. Introduction

Human resource development (HRD) is an essential element for any organisation. Scholars have paid attention to the importance of HRD in increasing organisational performance (Troshani et al., 2011). Waheed et al. (2019) stated that there is a significant influence on human resources' quality in achieving organisational goals. In fact, Budhwar & Debrah (2001), Lippert & Govindarajulu (2006) and Lippert & Michael Swiercz (2005) stated that the success of an organisation depends on the effective management of human resources. Scholars have increased the emphasis on organisational strategy in selecting HRD practices. The era of competition has shown that human resource development

is no longer relevant to use with conventional approaches (Kianto et al., 2017). Organisations should develop and create flexible and innovative HR practices that adapt to changing organisational climate contingencies.

Previous researchers have carried out research related to HRD. Banmairuoy et al. (2022) examined the role of leadership in developing superior and competitive human resources in the business sector. Ahmed et al. (2023) examine the relationship between management commitment and HRD practices with innovation and the performance environment of industrial companies. There still needs to be more research that discusses human resource development in quasi-government organisations. This research attempts to analyse the practice of human resource development in quasi-governmental organisations in Indonesia. Government reform in Indonesia has gone through more than two decades, mainly since the democratic transition occurred, which gave birth to the regional autonomy policy (Prasojo, 2020). This policy changed the system of relations between the centre and the regions from centralised to decentralised, as well as the birth of semi-governmental institutions that carried out specific tasks and functions (Mochtar, 2019).

One of the quasi-governmental institutions is the Ulama Consultative Council or MPU. It is an independent institution located in Aceh. This institution considers regional policies, covering government, development, economy, socio-culture and society. Theoretically, semi-government institutions have the characteristics of both government and private bureaucracy, which combine elements of both in their management (Waheed et al., 2019). Another characteristic is that this organisation was founded as a private non-profit organisation managed by a board of directors of government officials or leaders appointed by the government (Mauchi et al., 2020). Additionally, several examples of semi-governmental organisations are financially sourced or supported by the government budget (Mead & Warren, 2016).

The characteristics of semi-governmental institutions have the same characteristics as independent institutions. Mochtar (2019) suggested eight characteristics of independent institutions, namely; (1) Institutions that are born and placed are not part of the existing branch of power; (2) The election process is through selection and not through political appointees, does not involve political power; (3) The process of selecting and dismissing them can only be carried out in a mechanism determined by the underlying rules; (4) The performance reporting process is carried out openly which is conveyed directly or indirectly through parliament (5) Leadership is collegial and collective; (6) Not being the central state institution, but its presence is essential to assist the increasingly complex constitutional system; (7) Having the authority to be self-regulated, namely being able to issue its regulations which also apply in general; (8) Has a basis of legitimacy either constitutional/law.

Aceh's MPU, as a semi-governmental institution, has elements of leadership, and its members do not come from ASN (government officers) but from Muslim scholars and intellectuals. The membership selection system is established through the MPU's internal regulations. This study explores the human resource development practice at Aceh's MPU institution. Omiunu & Gideon (2014) define human resource development as a process to obtain and increase the number of employees with skills, education, and experience for a nation's economic and political development. The main focus of human resource development is to upgrade the capacity of skilled members of the organisation to put up their duties and functions effectively. The organisation's success in directing its strategic goals lies in the ability of its members to encourage excellent performance. Grindle (1997b) states that there are four aspects of being a reference in human resource development: recruitment, training, working conditions, and salary. Therefore, this study analyses human resource development practices in quasi-government institutions, referring to the four aspects mentioned by Grindle (1997a).

2. Materials and Methods

This study uses a qualitative-descriptive approach. The research location was carried out at Aceh's MPU Secretariat office. Interest in conducting research within the scope of the province is due to the highest institutional bureaucratic hierarchy. In this context, authority and fatwas in solving community problems, especially in religion, are issued at this level. It is different from the Regency/City MPU, a subordinate of the provincial MPU, where he needs the authority to issue a fatwa, so recommendations can be formed easily and in-depth. Data collection consists of primary and secondary data. Primary data was collected using a purposive sampling technique, especially in determining the critical informants who were interviewed in-depth. The main concern in choosing purposive sampling is the researcher's assessment of who can provide the best facts and information to answer research objectives (Kumar, 2011). Data collection was carried out using structured interviews developed with open questions. The interviews lasted between 50 to 65 minutes and were done by contacting the informants first. Field notes recorded interviews with obtaining prior permission from informants, and observations were included in data collection. Secondary data is carried out through a review of documentation to collect secondary data sources, namely reports, official documents from the government, and literature relevant to the study. The collected secondary data is then analysed based on the specified variables.

Data analysis using a model by Miles et al. (2014) consists of three stages: data condensation, data presentation, and concluding/verification. Data condensation is carried out in the form of summarising, coding, and categorising. The data is sorted/segregated, removing irrelevant data, and organising data so that conclusions can be drawn and verified. The next activity presents a set of organised information that provides the possibility of drawing conclusions and taking

action. Data is presented in short descriptions, charts, or the like. The last activity draws conclusions and verification. Researchers verified conclusions during the study.

3. Results and Discussion

3.1. Human Resource Development (HRD) MPU Aceh

3.1.1. Selection

The recruitment and selection process for Aceh's MPU members has characteristics different from other special institutions in Aceh. This characteristic shows MPU Aceh as a semi-governmental institution that can make its regulations (self-regulated). An interesting thing that needs to be studied in this process is the extent to which external actors are involved in the selection process for Aceh's MPU members. External actors referred to are agencies, consultants, or independent teams formed to select qualified and objective Aceh's MPU members. Referring to Qanun (local regulation) No. 2 of 2009 and Aceh's MPU Regulation No. 1 of 2022, the recruitment and selection process for Aceh's MPU members will be carried out through the Ulema Council. The study demonstrated several stages in the recruitment process for Aceh's MPU members. The stages consist of administrative, interview, and selection of the ability to read the yellow book. Each candidate member of the MPU must go through all of these stages to be elected through a democratic mechanism, namely elections based on the most votes through an extensive deliberation (Mubes) of the clergy. While the MPU method of implementing the selection does not use external actors, be it agencies or institutions formed by the leadership. As stated in the regulations, the leadership of Aceh's MPU has full authority in selecting MPU members.

Yusuf & Suwarno (2012) stated that the selection methods in HRD are diverse; some use employment agencies/consultants, work centres, and headhunters. The same view was also expressed by Armstrong (2006), proposing a way of selecting organisational members, namely: (a) using an agency; (b) using a recruitment consultant; (c) using an executive search consultant (head-hunter). Head-hunters are used to find several people suitable for an organisation's strategic/executive/leadership positions. Armstrong added that this method costs much money. A study conducted by Hamm (2011) on the selection of new employees at the United States Department of Labor and Statistics estimates that it costs more than \$ 40,000. Despite the high costs, many benefits can be felt by the organisation. These benefits include producing quality members of the organisation, saving time, and reducing the organisation's workload from the hustle and bustle of the selection process being carried out. Such a method can maintain the objectivity of the selection of organisational members.

On the other hand, if the MPU member selection method is implemented directly by the MPU leadership, then objectivity will not embed in the MPU member selection process. There is an anomaly (confusion) in the MPU member selection process that has been implemented so far. The head of the MPU is the person who determines the candidates but also participates as a member and competes with other candidate members for election. Ideally, the selection process for Aceh's MPU members should be carried out by an agency (an independent team) to avoid the practice of "interests" from certain groups that want to dominate the management of Aceh's MPU members. Objectivity in implementing the selection is to produce competent human resources responding to current developments and global challenges. Therefore, selectors must be objective, emphasising rational considerations rather than (subjective) feelings. Selectors must be honest in the selection process without distinguishing people from backgrounds considered detrimental or beneficial to a handful of groups (Ardana et al., 2014).

3.1.2. Training

Education and training must be connected to developing public sector human resources. Both have an important role in influencing the quality of the organisation and policy making. The training aims to improve organisational members' ability to face challenges and developments to innovate in the era of globalisation challenges. Yusuf & Suwarno (Yusuf & Suwarno, 2012) argued that HR development could be categorised into two forms, formal and informal. The formal form of HR development is in the form of training, lectures, and planned change efforts within the organisation. At the same time, the development of human resources is informal in the form of employee development by the organisation's leadership. The study found that there needed training and education programs for MPU members. The existing training program is aimed at Tengku, recitation teachers, and young Acehese clerics, packaged in ulema cadre education. There are several reasons why education and training were not implemented for members of Aceh's MPU, namely:

- Members of Aceh's MPU consist of Muslim clerics and intellectuals whose religious knowledge is above average (experts/experts);
- Muslim intellectuals generally have a background in the teaching profession whose education is already at the master's, doctoral, and even some professor's levels.
- Have passed the stage of the yellow book reading ability test;

- There is a material strengthening program on specific issues concerning fatwas formulation. Strengthening the material is filled by experts/experts who master the problem as material for consideration in making fatwas.

Although the training was not held for members of Aceh's MPU, some experts see the training as having benefits for developing organisational human resources. According to Widodo (2015), there are benefits of training for members of the organisation. These benefits are divided into three categories, namely behaviour (attitude), knowledge (knowledge), and skills (skills), which are further explained as follows:

- Behaviour (attitude). The results of training can change a person's attitude and behaviour to help in achieving development and self-confidence. Training can also help employees deal with stress, disappointment, and conflict to provide recognition and feelings of job satisfaction.
- Knowledge. Training can provide new knowledge about work tasks by adopting new technology, thereby assisting in organisational tasks.
- Skills. Training will produce more skilled, effective, and efficient employees at work. Skills in training can provide innovations in improving organisational performance.

The need for training and education depends on the knowledge and skills gaps required by the organisation. Syafril & Alwi (2014) stated that this gap arises when there is no suitability of knowledge and skills to the demands of changes in the organisational environment. Training and education are needed to significantly balance changes in the organisational environment when changing new organisational members. The training needed by MPU Aceh members is not at a technical or operational level but at specific training. The training needed is professional from the selection system and the diversity of elements (Ulema, Muslim scholars, and women's representatives) in Aceh's MPU membership. According to Beardwell & Thompson (2016), professional training is needed to get the latest information in their field.

Furthermore, Beardwell & Thompson provides an example of the legal profession that requires professional training because the development of rules and policies often changes, thus requiring professional training. Regarding the opinion of Widodo (2015) and Beardwell & Thompson (2016) regarding the importance of training for increasing the latest knowledge in their field, training for organisation members is still considered very relevant. Professional training is still needed regardless of the proportion of MPU Aceh's membership of Muslim scholars. The training related to the duties and functions of Aceh's MPU is recommending the local government policies. Strengthening training materials can be in the form of understanding the constitutional system, legal drafting, policy advocacy, and other relevant materials related to their duties and functions.

3.1.3. Condition of Work

Working conditions can be interpreted as the condition of the workplace environment. The work environment is one of the supporting factors for employee work productivity. Vice versa, a bad work environment will impact decreasing employee performance. Newstrom & Davis (2002) divided working conditions into three types, namely:

1. Physical condition
2. Physical conditions include the conditions around the workplace, including buildings, lighting levels, air temperature, noise levels, or other things that adorn the workplace.
3. Psychological conditions
4. These conditions include the design of workspaces that support employees' comfort, interaction among employees, and some supervision or work environment.
5. Temporary conditions
6. This temporary condition is meant by the division of working hours for employees, known as the shift work system.

The study shows that the working conditions at Aceh's MPU institution have been going well. The physical condition of the work environment is to the needs of MPU members and the apparatus of Aceh's MPU Secretariat. The description regarding working conditions can only be explained more deeply in the working conditions of the apparatus. It is because MPU members are not obligated to work office hours. MPU members are only present at meetings, plenary sessions, and other important meetings. Aceh's MPU Secretariat has a permanent building and comfortable employee workspaces away from the noise. It is equipped with air conditioning (AC) and monitoring cameras (CCTV) in every corner of the employee's workspace. Based on the observations, the researchers found that the workspace of Aceh's MPU Secretariat apparatus was equipped with work support equipment, such as computers, laptops, printers, copiers, and other equipment to support the implementation of employee duties. The condition of this supporting equipment is functioning correctly and is used in carrying out the daily tasks of the apparatus.

The psychological conditions described by Newstrom & Davis (2002) are related to work interactions with employees between units at Aceh's MPU Secretariat that have been going well. Coordination between sections usually

occurs in jobs that have links with other sub-sections, such as the treatise sub-section with the interconnected legal and fatwa sub-sections. Both sub-sections have a working relationship related to the fatwas and treatises produced. For example, it is the authority of the treatise sub-section in making fatwas and treatises. When the fatwa has been ratified, the next task is to carry out socialisation which is the authority of the legal and fatwa sub-sections. Coordination between sub-sections like this has been going well at Aceh's MPU Secretariat. The work environment influences how employees interact and carry out their duties. The workplace environment is an essential factor in maintaining employee comfort. When the work environment is well created, it will improve organisational work productivity.

3.1.4. Salaries

Salary plays a significant role in the performance and productivity of organisational members. All organisations use payments, bonuses, promotions, or other types of rewards for their employees to encourage high performance levels. Giving employee awards ensures employee performance increases and encourages employees to be more productive in helping the organisation achieve its goals (Sandilyan et al., 2012). Even though the goal is to provide incentives as a stimulus to improve employee performance, some countries still need to pay special attention to this problem. For example, in Nigeria, leaders in public sector organisations pay little attention to work motivation in the form of employee incentives. It is to the results of a study by Irek (2018), which found that the reward system in the form of employee incentives in Nigeria often needs to meet expectations. This finding shows that the public sector needs to pay more attention to increasing employee incentives. Unlike what is implemented in private companies, incentives get special attention because this will affect employee performance.

In this regard, an incentive system is provided monthly through MPU regional budget (APBA). The Aceh government has set salaries and allowances for leaders and members of Aceh's MPU with values according to colonisation. Apart from salary, the leaders and members receive various other benefits. These benefits consist of commission allowances, representative allowances, family allowances, and health benefits. Commission allowances are given to Aceh's MPU members who are commission members as stipulated in Aceh's MPU institutional structure. Representative allowances are given to leaders, deputy leaders, and Aceh's MPU in connection with their position as leaders and members of Aceh's MPU. The purpose of providing incentives is to stimulate Aceh's MPU members to improve their performance in their main tasks and functions. However, if you look at the performance report of Aceh's MPU for 2021, Aceh's MPU has not shown promising results; Aceh's MPU performance has not met the targets of the Aceh Medium Term Development Plan (RPJMA) for 2022. The performance achievements of Aceh's MPU can be seen in Table 1.

Table 1. Aceh's MPU Performance Achievements

Performance Indicator	Achievements until 2020	Realisation 2021			RPJMA targets (2022)	% RPJMA achievements (2021)
		Target	Realisation	% Achievement Level		
The number of Fatwas and Tausiah stipulated according to the provisions of Islamic law.	33 document	7 document	12 document	171%	50 document	90%
Number of halal product certificates produced	649 certificate	250 certificate	213 certificate	85%	1650 certificate	52%
The number of Ulema cadres whose competence has been increased	381 person	24 person	24 person	100%	1000 person	41%

Source: Report of Aceh MPU Performance (2021)

Table 1 shows a performance indicator for the number of halal products certified halal certified, reaching 52% in 2021. The obstacles faced in terms of halal product certification are the need for auditors and the low capacity of the Institute for the Assessment of Food, Drugs, and Cosmetics (LPPOM) MPU Aceh halal laboratory. These two main

problems need solutions to accelerate the halal product certification process proposed by MSME business actors in Aceh. From the aspect of the number of scholars whose competence has increased, they still need to meet the RPJMA targets. The total number of scholars who have participated in the education of cadres of scholars in 2021 has only reached 41%. Even though the target must be achieved in 2022, there were obstacles in implementing ulema cadre activities. In 2020, these activities could not be carried out due to a budget-refocusing policy caused by the COVID-19 pandemic.

4. Conclusions

Human resource development practices at MPU Aceh institutions could have gone better. Aspects of the recruitment and selection of Aceh's MPU members use the direct election mechanism with the most votes. Its mechanism can be changed with a mechanism based on competence. The weakness of direct elections is that they do not produce competent MPU members with high integrity. Members with high competence and integrity are only necessarily elected if their votes are high. This problem can be solved if a professional party (agency) carries out the recruitment process to create objectivity in the selection process for Aceh's MPU members. It also has implications for the quality of the fatwas and Aceh's MPU response to social problems in Aceh. Human resource development at MPU Aceh, which includes recruitment, training, and working conditions, will be optimal and of high quality if carried out with an objective recruitment system, professional training, and supported by a good work environment. It means that the recruitment process for Aceh's MPU members should be carried out by an agency (professional party) to produce objectivity in recruiting MPU members. With this, objective and qualified Aceh MPU members will be obtained, which will influence the response/actions of Aceh's MPU towards the social-religious problems of the people in Aceh.

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