# SUPPORT, FACILITIES AND SERVICES FOR AGEING ACADEMIC STAFF AT TWO INDONESIAN PUBLIC UNIVERSITIES

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# SUPPORT, FACILITIES AND SERVICES FOR AGEING ACADEMIC STAFF AT TWO INDONESIAN PUBLIC UNIVERSITIES

by

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بِسْمِ اللهِ الرَّحْمٰنِ الرَّحِيمِ

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DHR 1        Director of Human Resource University 1

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DFM 2        Director of Facility Management University 2

DOP 1        Director of Organization and Planning University 1

MoEC        Ministry of Education and Culture

VRPO 1        Vice Rector's of Planning and Organization Affairs University 1

VRRF 1        Vice Rector of Resources and Financial Affairs University 1

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## ABSTRAK

Asia Tenggara merupakan kawasan yang mempunyai penduduk tua tertinggi di dunia. Indonesia, negara berpenduduk keempat terbanyak dunia, terletak di kawasan ini. Berdasarkan data terkini, 9.92% daripada 270 juta penduduk Indonesia adalah golongan tua. Situasi penuaan di Indonesia juga digambarkan dalam sektor pendidikan tinggi awamnya, yang menunjukkan bahawa 27.13% daripada kakitangan akademik di pengajian tinggi awam berusia melebihi 60 tahun. Penuaan boleh mengakibatkan pelbagai impak, seperti batasan dan masalah berkaitan kesihatan, had mobiliti dan interaksi sosial. Oleh itu, dasar awam perlu disesuaikan dengan isu-isu ini untuk meningkatkan kesejahteraan warga emas sebagai alat untuk mengurangkan kesan penduduk yang semakin menua. Justeru, dasar penuaan perlu ada di universiti awam Indonesia untuk memberikan perkhidmatan yang lebih baik kepada warga emas. Malangnya, kajian ini mendapati universiti awam Indonesia tidak mempunyai dasar penuaan. Penyelidikan ini bertujuan menganalisis dasar penuaan di dua universiti awam Indonesia yang berautonomi sepenuhnya dengan menggunakan kaedah campuran penerokaan berurutan sebagai kaedah penyelidikan. Lapan informan terlibat dalam fasa kualitatif terdiri daripada pentadbir tertinggi daripada dua universiti awam autonomi sepenuhnya dan terkenal di Indonesia sebagai subjek penyelidikan. 41 kakitangan akademik berumur mengambil bahagian dalam fasa kuantitatif. Atlas Ti dan Analisis Faktor Pengesahan telah digunakan sebagai alat analisis. Penemuan utama kajian ini mendedahkan lapan sebab ketiadaan dasar tersendiri untuk kakitangan

akademik warga emas di universiti. Alasan yang paling kerap disebut oleh responden yang ditemu bual ialah ketidaktahuan tentang peraturan penuaan. Tidak mengetahui peraturan boleh memberi kesan melata pada sistem. Penemuan penting lain termasuk faktor permintaan mempunyai pengaruh yang istimewa di mana pentadbiran universiti akan menyediakan apa sahaja yang diminta kakitangan akademik yang tergolong dalam kelompok warga emas mengenai kemudahan dan perkhidmatan untuk warga emas. Walau bagaimanapun, kebanyakan kakitangan akademik warga emas enggan memajukan permintaan atau kehendak mereka kepada pengurusan universiti walaupun untuk sesuatu yang mereka perlukan. Berdasarkan penyelidikan ini, kajian lanjut diperlukan untuk mengkaji sebab-sebab ketiadaan polisi penuaan di universiti-universiti Indonesia. Sampel yang lebih besar dan pelbagai harus digunakan sama ada dalam universiti awam dengan autonomi penuh, universiti awam bukan autonomi penuh atau universiti swasta untuk memahami sama ada terdapat factor lain yang menyumbang kepada ketiadaan polisi penuaan di universiti Indonesia.

# SUPPORT, FACILITIES AND SERVICES FOR AGEING ACADEMIC STAFF AT TWO INDONESIAN PUBLIC UNIVERSITIES

## ABSTRACT

Southeast Asia is an area with the most ageing population globally. Indonesia, the fourth most populous country, is located in this area. With the latest data, Indonesia's ageing population is 9.92% of the 270 million of its population. Indonesia's ageing situation is also reflected in its public higher education sector, where 27.13% of the academic staff in public higher education are above 60 years old. Ageing can lead to many consequences, such as limitations and problems related to health, mobility and social interaction. Thus, public policy intervention is needed to address these issues and ensure the well being of the aged people. This is an important tool that can be used to mitigate the impacts of the ageing population. The ageing policy must also be present in the Indonesian public university to provide better services to the aged. Unfortunately, ageing policies in Indonesian public universities are found to be lacking. This research aims to analyse the ageing policy in two fully autonomous Indonesian public universities employing a sequential exploratory mixed method as a research method. Eight informants were involved in the qualitative phase comprising top administrators from two fully autonomous and well-known public universities in Indonesia as research subjects. 41 aged academic staff participated in the quantitative phase. Atlas Ti and Confirmatory Factor Analysis were utilised as analysis tools. Key findings of this study revealed eight reasons for the absence of a distinctive policy for the aged academic staff in universities. The most frequently cited reason by the interviewees was the unawareness of the ageing regulation. Being unaware of the regulation can have a cascading effect on the system. Another key finding is that the

demand factor has a special influence where the university administration will provide anything demanded by aged academic staff concerning aged facilities and services. However, most aged academic staff are reluctant to send demands or requests to university management even for something they need. Based on this research, further investigation is required to examine the reasons for the absence of an ageing policy in Indonesia and universities. A larger and more diverse sample should be used, covering both fully autonomous and non-autonomous public universities as well as private universities. This will help to understand whether there are other factors that contribute to the absence of an ageing policy and Indonesian universities.

**CHAPTER 1**

**INTRODUCTION**

**1.1    Background of Study**

One of the world's major concerns is the rapidly ageing population and many countries around the world now are currently dealing with an ageing population (United Nations, 2019, p.1-3). Furthermore, in this United Nations report as well, along with population growth, international migration, and urbanisation, one of the four demographic megatrends is an ageing population. According to the World Bank Group (2019) countries with population ageing rate of more than 7% are classified as having an ageing population. The latest data from United Nations in table 1.1 below, shows the number of the ageing population in the world is 9.1% of the total population.

The ageing population has become a major source of concern for governments around the world. First reason is that the ageing population emerges socio-economic issues. The evidence has demonstrated that one of the SDGs' (Sustainable Development Goals) agenda items is the ageing population. In the 2017 SDGs report, the elderly or aged people were classified as one of the vulnerable groups which require social protection from poverty and injustice (United Nations, 2017). Furthermore, the World Health Organization (WHO) developed a worldwide strategy and action plan to address the situation in relation to the SDGs (World Health Organization, 2017).

Second, the ageing population is becoming a major global concern due to its impact on the health sector. It is in line with the definition of ageing, a gradual accumulation of a wide range of molecular and cellular damage that will affect human

health and human capacity (World Health Organization, 2015). The ageing population will therefore require more access to health services compared to normal adult.

The third reason the ageing population has become the world's main concern is because there is no best policy yet to address the ageing population in all countries (United Nations, 2019). In order to obtain the best policy to cope with the ageing issue, the research on the issue has to continue and involve multidisciplinary science. (World Health Organization, 2017).

**Table 1.1 World aged population data**

| Regions, development group country or area | Population aged 65 or over (thousands) | | Percentage aged 65 years or over | | Old age dependency ratio (65+/20-64) | |
|---|---|---|---|---|---|---|
| | 2019 | 2030 | 2019 | 2030 | 2019 | 2030 |
| World | 702,935 | 997,488 | 9.1 | 11.7 | 15.9 | 20.5 |
| Sub-Saharan Africa | 31,867 | 46,535 | 3.0 | 3.3 | 6.8 | 7.1 |
| Northern Africa and Western Asia | 29,375 | 46,452 | 5.7 | 7.6 | 10.2 | 13.6 |
| Central and Southern Asia | 119,046 | 178,841 | 6.0 | 8.0 | 10.5 | 13.5 |
| Eastern and South-Eastern Asia | 260,582 | 383,337 | 11.2 | 15.8 | 17.8 | 26.2 |
| Latin America and the Caribbean | 56,411 | 84,577 | 8.7 | 12.0 | 14.8 | 20.1 |
| Oceania (excluding Australia and New Zealand) | 504 | 779 | 4.2 | 5.3 | 8.1 | 10.0 |
| Australia and New Zealand | 4,778 | 6,507 | 15.9 | 19.5 | 27.1 | 34.9 |
| Europe and Northern America | 200,372 | 250,461 | 18.0 | 22.1 | 30.1 | 39.2 |

Source:  United Nations (2019, p. 31)

The data in table 1.1 shows that there are more than 700 million people over the age of 65 in 2019. Most of the ageing populations are living in the Eastern and South-Eastern Asia. Indonesia, a country in South East Asia and the fourth most populous country, is concerned about the ageing population. Simultaneously, the structure of Indonesian demographic starts ageing, reaching a peak in 2050 when 25% of the Indonesian population is aged people (Priebe & Howell, 2014). According to

the data from the Indonesia Statistics Board, the number of aged people in Indonesia in 2015 was at 8.49% (21.68 million) of the total population (Badan Pusat Statistik, 2015b). In 2019, Indonesia's aged population increased to 9.6% of the overall population, or approximately 25 million people (Badan Pusat Statistik, 2019). In the latest data that was released by the Indonesia Statistics Board, for the 2020 data, the ageing population in Indonesia is 9.92% of 270 million of the total Indonesian population (Badan Pusat Statistik, 2020) or around 26 million aged people. The increase in the ageing population in Indonesia was somewhat predicted by scholars where the issue has become more prevalent in some Indonesian provinces (Ananta, 2012).

According to Indonesian Law 13/1998 on the Welfare of the Elderly, a person in Indonesia is classified as an aged person when he or she reaches the age of 60 (*Undang Undang Republik Indonesia Nomor 13 Tahun 1998 Tentang Kesejahteraan Lanjut Usia*, 1998). However, in Indonesia, most individuals begin to retire from their official jobs before they reach the age of 60, at the age of 55 for those working in state businesses and the private sector, and at the age of 58 for those working as government servants (Adioetomo & Mujahid, 2014). Nevertheless, several occupations require retirement at the age of 60 or above. Among them is academic staff in higher education. Academic staff retire at the age of 65 or at the age of 70 years if they acquire the rank of full professor (Indonesia Higher Education Database, 2020). Comparing the retirement age of academics between Indonesia and its neighbouring country in the Southeast Asia zone, Indonesia has the highest academic staff retirement age. Academic staff in Malaysia retire at age 60 (Hashim & Wok, 2014), Singapore at age 63 (Ministry of Man Power of Singapore, 2023), and Thailand at age 60 (Sukiam et al., 2014).

The academic staff is someone who works in a higher education institution. Indonesian higher education institutions are classified into several categories, ranging from modest to large: community college, academy, polytechnic, school of higher learning, and university or institute. In terms of ownership, higher education in Indonesia is divided into two types, public and private higher education. Based on the data from the Indonesia Ministry of Research, Technology and Higher Education, in 2016 the total number of higher education institutions in Indonesia were 3,246, consisting of 532 universities, 73 institutes, 1,426 schools of higher learning, 1,020 academies, nine community colleges, and 186 polytechnics (Ministry of Research Technology and Higher Education, 2016).

This research will focus only on the university, the most prominent higher education institution because it can establish and perform many study programs of any major. According to statistics, there are 532 universities in Indonesia, with 63 of them being public and the rest being private. It is estimated that there are 68,059 academic staff members in Indonesian public higher education institutions, with around 23.4 percent of them being above the age of 60, and that this figure would more than double within the next five years (Ministry of Research Technology and Higher Education, 2016). According to the data released by the Indonesian government, the number of aged academic staff in public higher education increased to 27.16 percent in 2018 (Ministry of Research Technology and Higher Education, 2018), but then decreased slightly to 27.13 percent or 21,710 aged academic staff in 2019. (Ministry of Research Technology and Higher Education 2019). In 2019, it was reported that the total number of academic staff in Indonesian public higher education institutions was at 80,023.

As Indonesian higher education institution enables their aged academic staff to work, then the institution must ensure the rights of aged people in their campus.

According to Indonesian Law 13/1998, the aged are entitled to the rights for aged people and the government must ensure eight rights for Indonesian aged people: 1) Religious service; 2) Health service; 3) Job opportunity; 4) Education and training; 5) Accessible public facilities; 6) Law service and assistance; 7) Social protection; 8) Social assistance.

A derivative public policy is needed to implement Law 13/1998 and provides these rights in university. The aged people derivative policy serves as the basis for university administration to formulate and implement aged people rights based on Law 13/1998 in university. This is in line with the public policy definition that public policy includes of strategies and rules that created by government or government branches with the purpose of regulating society. (Shires, 2004; Wagner, 2007)

It is important to note that living as an elderly is difficult because it is fraught with numerous issues. This include health issues (Pal & Palacios, 2011), financial challenges owing to retirement (Koutsampelas, 2012), poverty (Priebe & Howell, 2014), learning new technologies (Boulton-Lewis & Buys, 2014) and mobility and nutritional issues (Donini et al., 2013). As a result of these concerns, the government must provide specialised services for the elderly to alleviate their burden and make life simpler for them through ageing policy implementation.

Additionally, the difficulties and constraints faced by elderly persons will be exacerbated for those who serve as academic personnel. According to Rosso et al., (2013), mobility is a critical factor in communication and social engagement, and inadequate mobility will result in low communication and social engagement. Working as an academic necessitates strong communication and social involvement, therefore their absence or limitation will cause academic career disruption.

Furthermore, working as an academic staff at a university is one of the most stressful occupations because of the tremendous workload and pressure (Melin et al., 2014). This is consistent with Mark & Smith (2012), who argued that academic employment can result in increased anxiety and depression. The stress level will likely increase further, since Gaus & Hall (2015) noted that the Indonesian government has established a new job specification for academic staff. With the current stress level of the academic staff, and in particular the aged, it is essential that reliable health services are available on campus.

Considering of the aforementioned ageing difficulties, public policy must adapt to these issues in order to improve the well-being of older people. (World Bank Group, 2019).  The public policy, in this case, ageing policy, is to encourage the government's responsibility to empower, assist, and motivate citizens and offer high-quality protection. (Walker & Maltby, 2012). Scholars further suggested that universities with older academic personnel establish an ageing policy. The purpose of a policy is to bring about positive changes in the community and environment (Denhardt & Denhardt, 2007). Furthermore, Ageing policy must be built on the voices and needs of older people. (Stenner et al., 2011). Then, the aging policy is needed in universities to make the life of older academics easier.

Aged academic staff members are a tremendous asset to the university; many of them hold the highest academic rank of full professor and have already made significant contributions to the university via research, publications, and community services. In order to protect their valuable asset, public universities must ensure that the rights of the aged on their campuses are upheld and respected. There are at least three aged rights that can be offered at public universities in Indonesia, including health care, education and training for senior citizens, and accessible public amenities.

If these rights are fulfilled, the aged academic staff can work in a comfortable working condition.

The public university can easily provide the aged facility on their campus. This is due to the fact that public universities have complete authority over their budgets and policies when it comes to campus development. The rector is in charge of the public university and can create the policy and allocate the budget to realize aged rights.

However, according to preliminary research of this study. It is surprising the issue of ageing staff has not been mentioned at all in the strategic plan of the two public universities that have been selected as the subject of this research. There has been no mention of ageing academic staff, or support services for aged academic staff. Public university's strategic plan is a policy document of the public university and states the policies that have been implemented and policies that will be executed in the future.

The number of reliable health facilities owned and maintained by public universities also demonstrates that Indonesian public universities have not yet provided enough elderly-related facilities on their campuses. According to the latest data, only 11 public universities have a hospital equivalent to 17.3% of the total number of public universities in Indonesia (MOHA, 2019). Furthermore, when there is a health emergency on campus, the aged academic staff cannot rely on the health community centre around campus neither where they are working due to the high absenteeism rate of health workers in its centre. (Ramadhan & Santoso, 2015).

These circumstances that have been mentioned above become the background of this research. This study aims to analyse the ageing policy in two fully autonomous Indonesian public universities.

## 1.2   Definitions and terms

### Ageing

World Health Organisation defines ageing as a gradual accumulation of a wide range of molecular and cellular damage that will affect human health and human capacity (World Health Organization, 2015).

### Public

The term "public" appears repeatedly in this thesis. Each individual has a unique interpretation of the term "public", and the term "public" is used in a variety of context, including public school, public policy, public administration, public service. In order to ensure consistent understanding of the term "public", this thesis prefers to adhere to Bovaird & Loffler (2003) argument regarding the definition of public, which said that while the term "public" has a broader meaning. It is occasionally used to distinguish between the public and private sectors.

### Policy

A policy has a broader meaning. The word policy has not only prevailed in academic practice but has also been a word that is often mentioned in everyday practice, and every person has a different meaning for policy. Thus, it is necessary in this thesis to provide a definition of policy. Scholars have argued many definitions of policy, such as Shires (2004), who noted that policy is a set of processes for addressing issues of concern, and (DeLeon & Vogenbeck, 2007) provided further evidence that the issues that need to be addressed could be social issues. A set of processes noted by Shires is elaborated by Howlett & Cashore (2014), who state that policy is actions and must have a goal(s). Scholars elaborated on policy with two plural words: processes and actions. This emphasizes that a policy in order to address an issue is not only consisting of a single action and process but also a chain of processes and actions.  Hill

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(2005) called it a course of action or web decision. Apart from addressing issues of concern, the purpose of a policy is also intended to bring about positive changes in the community and environment (Denhardt & Denhardt, 2007). According to what scholars have argued about policy, this thesis defines policy as a set of actions to bring about positive changes in the community and environment by addressing issues of concern.

**Public Policy**

Shires (2004, p. 369) contends that public policy processes should be used to address issues of concern. According to DeLeon & Vogenbeck (2007, p. 9) the issue of concern in public policy processes is social issues. Furthermore, Shires (2004, p. 369) explained that public policy is made up of strategies and rules developed by the government or its branches. However, (Wagner, 2007, p.29) argued that policy comprises not only what the government develops but also all that goes everything into regulating a society.

According to the arguments above, public policy for aged people can therefore be defined as government strategy(ies) and norms to handle ageing challenges. A public policy for aged people or ageing policy must exist in any country that facing an ageing problem.

*Tridharma*

Higher education in Indonesia has three main tasks, or in the Indonesian language, called *tridharma*. The first task is teaching, second is research and publication, and the third is community service and development (OECD/Asian Development Bank, 2015; Sandy & Shen, 2019). Because of these three tasks, the academic staff in higher education either in public or private institution must implement these tasks.

## 1.3    Reasons for doing research about ageing

As mentioned in the background of study, the world population is facing the ageing situation, and in many countries around the world, their aged population exceeds 7% of their population. Ageing research is important in policy formulation because it allows for the analysis of the requirements of the aged, which will ultimately benefit the government in providing the needs (Walker, 2007). Numerous studies on ageing have been undertaken and they have also served a number of different purposes.

Ageing research has sought to investigate the limitations and problems of elderly people in comparison to adult people, such as research from Pal & Palacios (2011) which discusses the limitations and problems of health-related problems; malnutrition problems caused by mobility limitations (Donini et al., 2013), and income problems leading to poverty (Koutsampelas, 2012).

According to Boudiny (2013), there are at least three types of ageing research purposes. First is to define a concept, such as an active ageing concept that she defines in her article. Second, ageing research is necessary to ascertain some facts, such as the needs of aged people, their daily lives, and their daily activities. Finally, ageing research serves as a foundation for formulation of policies that address the issues associated with ageing and aged people.

Powell et al., (2012) argue that studies on ageing such as their own can be used for political ends. They conducted a study on aged people voting behaviour and turnout in the electronic voting systems. Lassen & Moreira (2014) suggest that ageing research is necessary to understand how society cope with aged people.

Ageing research continues to advance as the world's population ages. Fernández & Fernández (2013), Lee (2014), Giang & Pfau, (2009) and Koutsampelas (2012) also looked at the aspects of income and poverty. Additionally, World Bank Group (2019)

noted that the government must develop specific policies and provide particular services and programmes for the aged due to their problems and limitations (health, poverty, and income).

Ageing research does not stop in the topics of poverty and income of old people, research on ageing recently also discusses about working life of old people such as article from Loretto & Vickerstaff (2015) that discussed inequality issues for aged people who are still actively working. Another article on aged persons working is from Virtanen et al., (2017) which investigates at the percentage of the aged who continue to work after they reach retirement age.

WHO (2015) defines ageing as the steady accumulation of a wide variety of molecular and cellular damage that will directly impact the health condition and human capacity. Therefore, ageing becomes a primary concern for people's health. As a result, this may explain why the majority of research on the subject of ageing is focused on the relationship between age and health.

In 2015, ageing research began to align with a new development agenda comprised of 17 goals dubbed the Sustainable Development Goals (SDGs). This agenda is currently being implemented in 193 nations worldwide, including Indonesia. As a result, most research on the ageing population is linked to the SDGs. The relationship between ageing and the SDGs will therefore be examined in detail in a separate subchapter of this thesis.

Researchers argue in this subchapter that research on ageing is vital and can play a significant role in the current world situation, which is characterised by an ageing population. According to Boudiny (2013) this research may be classified as  ageing research with the objective of discovering new knowledge, and the outcome of this research could serve as a foundation for policy formulation.

## 1.4  Indonesia aged population at a glance

Indonesia has a large population, ranking fourth in the world in terms of population. Indonesia's population is currently estimated to be 262 million people (Agustina et al., 2019). Furthermore, Agustina et al., (2019) stated that these populations are dispersed across 17,744 islands in Indonesia and they are made up of 300 ethnic groups and 730 language groups. However, only 600 islands out of that total number are populated (Mboi, 2015, p. 92). Indonesia's populations is concentrated on Java Island. According to Nuraini et al., (2015, p. 24) 57% of Indonesians live in Java island, despite the fact that Java Island accounts for only 7% of Indonesia's total land area. Furthermore, when compared to other large islands like Sumatera (105 inhabitants per square kilometre) and Kalimantan (25 inhabitants per square kilometre) Java Island has high density of 1055 per square kilometre (Nuraini et al., 2015, p. 24).

Furthermore, life expectancy in Indonesia is increasing year after year, resulting in an ageing population. According to 2015 data, Indonesia has a life expectancy of 70.7 years and an aged population of 8.49% of the total population (Setiawan et al., 2015, p. 39). In 2019, the aged population increased to 9.6% of the total population and this can be further divided into three cohorts. First is the young elderly between 60-69 years (63.82%). Second is middle elderly between 70-79 years (27.68%) and the last cohort is old elderly 80+ years (8.50%) (Maylasari et al., 2019, p. 13).

Apart from that, discussions in ageing population always relate to a term called "Old Age Dependency Ratio" (OADR). According to United Nations, (2019, p. 11) OADR is defined as "the number of old age dependents (a person aged 65 years or over) per 100 persons of working age (aged 20 to 64 years)". The OADR for Indonesia is currently at 15%. This equates to 15 older people for every 100 people of working

age (Badan Pusat Statistik, 2019). This figure is slightly lower than global OADR, which according to United Nations, (2019) stands at 16% or 16 older adults for every 100 people of working age. Furthermore, the United Nations, (2019) predicts that OADR in Eastern and South-Eastern Asia will more than double by 2050.

Another indicator of ageing population beside OADR is dependency ratio, International Labour Organization defines dependency ratio as "the ratio of persons who are not of working age (0 to 14 years and 65 years and over) to that of the working-age population (15 to 64 years)" (Harasty & Ostermeier, 2020). According to data from the Indonesia National Statistic Board, the dependency ratio in Indonesia was less than 50% in 2019 (Maylasari et al., 2019, p. 31). This means that the proportion of Indonesians in the labour force is larger than the proportion of Indonesians who are not in the labour force, indicating that the country is suited for development acceleration. However, Maylasari et al., (2019) suggest that this condition of dependency ratios below 50% will only last until 2040 and will thereafter considerably climb above 50% due to Indonesia's rapidly increasing ageing population.

## 1.5 Aged people at Indonesia public university

The public universities in Indonesia are one of the places that aged people are still actively working. This is due to the fact that, according to Indonesian Law 14/2005 (Undang Undang Republik Indonesia Nomor 14 Tahun 2005 Tentang Guru Dan Dosen, 2005) on teacher and academic staff, academic staff in Indonesia have a pension time of 65 years, which can be extended to 70 years if the academician reaches full professor level. In this study those above the age of 60 who serve as academic staff in a university are referred to as aged academic staff. According to data from 2018, the proportion of aged academic staff in all public higher education institutions in Indonesia is 27.16% of the total number of academic staff in public higher educations

(Ministry of Research Technology and Higher Education, 2018). In 2019, the figure was somewhat lower at 27.13% or 21,712 academic professionals over the age of 65 (Ministry of Research Technology and Higher Education, 2019).

Aged academic staff bear the same obligations and responsibilities as other academic staff. These include teaching; research and publication; and community service which are referred to in Bahasa Indonesia as *tridharma*. Each academic staff must adhere to the *tridharma* each year. Otherwise, the public university where the academic staff member works would discontinue payment of one of the academic staff allowances. In addition of the main obligation, academic staff can have additional task in university administration such as being elected and/or appointed as the head of the department, vice dean, dean, the head of the institution, head of the centre, vice-rector and rector. However, aged academic staff are ineligible to be a candidate for university administration (Ngo & Meek, 2019). Yet, the aged academic staff serving in university administration positions may continue to serve until the service terms expire.

Aged academic staff normally have a long career in the university. They made many contributions to the university through the *tridharma*. Due to their senior academic status, many of them hold the rank of associate professor or a full professor. Some of them also hold significant positions in university administration. They have the authority to create and implement university policy.

The discussion of older academic staff in Indonesia is relatively new; limited articles discuss this topic. However, the older academic staff in a neighboring country, Australia, has been discussed by Larkin & Neumann (2012) and Earl et al. (2018), who investigated Australian universities human resource management dealing with ageing academics. Some scholars strongly emphasized that universities should have a specific policy for their older academic staff (George & Maguire, 2020; Hutchings et al., 2020).

### 1.6 Indonesia university policy

Indonesian higher education institutions are classified into numerous types, ranging from large to small: university, institute, school of higher learning, polytechnic, academy, and community college. The definition of these higher education institutions is below:

**Table 1.2 Definition of higher education institution in Indonesia**

| No | Type of Higher Education Institution | Definition |
|----|--------------------------------------|------------|
| 1. | University | is a tertiary education institution, which provides academic education and may provide vocational education in various clusters of science and/or technology and, if eligible, may provide professional education. |
| 2. | Institute | is a tertiary education institution, which provides academic education and may provide vocational education in **some** particular clusters of science and/or technology and, if eligible, may provide professional education. |
| 3. | School of higher learning | Higher education institution which organizes academic education and vocational education in one clumps of science and/or technology and if eligible, school of higher learning is able to organize professional education. |
| 4. | Polytechnic | is a tertiary education institution, which provides vocational education in various clusters of science and/or technology and, if eligible, may provide professional education. |

Table 1.2 Continued

| 5. | Academy | is a tertiary education institution, which provides vocational education in one or several particular branches of science and/or technology. |
| 6. | Community College | Higher education institution which organizes vocational education of diploma level one and /or level two in one or several branches of specific science and/or technology based on local advantages or to meet particular needs. |

Source: OECD/Asian Development Bank (2015, p. 186) and Ministry of Research Technology and Higher Education (2018, p. VIII)

Based on the table 1.2, university is the largest model of higher education. They could provide education ranging from vocational to doctoral level in a variety of science clusters. This study focuses on university, specifically a public university. As mentioned in chapter one, public universities in Indonesia are classified into three groups based on financial authority: fully autonomous, semi-autonomous and non-autonomous. The policy of public universities is influenced by several policy institutions above the university level. This is because public university are seen to be a part of government bureaucracy (OECD/Asian Development Bank, 2015, p. 211). The first institution is the Ministry of Education and Culture (MoEC). As noted earlier in this thesis, this ministry exerts tremendous influence over universities. Additionally, Moeliodihardjo (2014) argues that the Ministry of Education's Directorate General Higher Education (DGHE) plays an important role in terms of regulating universities in Indonesia, whether public or private. DGHE establishes research standards, formulates funding formulas for public universities, and regulates the admission process and promotion rank of professorship.

Apart from the MoEC, the second organisation that has a substantial impact on higher education institutions, particularly public universities, is the Ministry of Finance (MoF). According to Rosser (2016), the Ministry of Finance is responsible for regulating financial management in public universities. This is also consistent with

Moeliodihardjo (2014) assertion that public institutions must adhere to the MoF's financial management regulations.

The Ministry of State Apparatus and Bureaucratic Reform (in Indonesian abbreviation: MENPAN-RB) and the National Civil Service Agency (in Indonesian abbreviation: BKN) are the next two entities that have major influence over public universities. These two entities, which report directly to the president, issue regulation pertaining to public officials ranging from recruitment, promotion, sanction, deployment and pension. The difference between the two entities is that MENPAN-RB is one of the presidential cabinet ministries, while BKN is a non-ministerial government organisation. According to Sandy & Shen (2019), MENPAN-RB is involved in developing regulations governing academic staff credit points and the points required for academic staff job promotion. On the other hand, BKN has the authority to recruit, terminate and transfer all academic and non-academic staff in public universities which carries the status of public officials while the rector of a public university's jurisdiction is restricted to recommending public officials for recruitment, termination and mobility (Moeliodihardjo, 2014).

Despite the influences from aforementioned entities, public universities nonetheless have a great deal of autonomy in issuing regulations and policies. Public universities with full autonomy enjoy the most authority to set policies regarding organization, financing, staffing and academics (OECD/Asian Development Bank, 2015, p. 212). The regulations and policies in public universities are issued by the rector (Ngo & Meek, 2019) and named "Rector's Regulation." (Peraturan Rektor in Bahasa Indonesia).

The policies of the public universities according to Indonesian government regulation 4/2014 about higher education management are written down in several

documents. The first document is the statute. MoEC has a significant influence on the public university through the university statute. Based on Indonesia Law No. 12/2012 on Higher Education (*Undang Undang Republik Indonesia No. 12 Tahun 2012 Tentang Pendidikan Tinggi, 2012*), the statutes of fully autonomous public universities are enacted by government regulation and the statutes of semi-autonomous and non-autonomous public universities are enacted by MoEC regulation. All drafts of the fully autonomous, semi and non-autonomous public university statutes, must be reviewed by the MoEC. MoEC plays a critical role in the management of higher education in Indonesia through these statutory processes. They can manage all public universities through the enactment of statutes.

For public universities, the statute is a crucial document. This document governs all aspect of university administration, including financial, human resource, academic affairs, student affairs, facilities and any other component of university administration. Certain public universities may also construct their own derivative laws and documents containing such strategy plans, either long-term or midterm, based on the enacted statute. The second document is the public universities' 25-year long term development plan. The third document is the strategic plan for public universities which is updated every five years. All policies at public universities must adhere to the regulations governing institutions above the university layer

## 1.7   Indonesia academic staff merit system and income

In Indonesia, the merit system for higher education academic staff can be organised into five tiers. A junior lecturer is the first tier of academic staff; they are people who have recently begun working as academic staff in higher education. The second and third tiers are lecturers and assistant professor. Associate professors are the fourth tier while full professors are the highest. Academic staff must accumulate

academic points in order to advance from one tier to the next. Academic staff members get points for performing three primary functions: teaching; research; and community engagement.



Figure 1.1 Indonesia academic staff merit level

The human resources department in the university, and the team of academic assessors, whose members are appointed by the rector and have the qualification of a full professor, together with the university senate evaluate the promotion application for junior lecturer, lecturer and assistant professor positions. Meanwhile, the associate and full professor promotion applications are evaluated not only by the human resources department, the team and the senate from the university but also by the team and the human resources department from the Ministry of Education and Cultures as the ministry that manages higher education in Indonesia. The team from the ministry will determine the final decision whether an academic staff can obtain the promotion to associate and/or full professor or not.

Individuals possessing at least a master's degree are eligible to apply for academic positions in Indonesia. However, academic staff with a master degree can only advance to the post of assistant professor. They may be promoted to associate

professor provided they have sufficient publications in high ranking international academic journals. For the full professor position, the educational background requirement is a PhD level.

The merit system normally corresponds with income. Typically, every month a full-time academic staff who is working at a public university has three types of income. First is the basic salary and allowances. Second is academic staff special allowance or in Bahasa is called *sertifikasi dosen* (*serdos*), equal to one-month basic salary. Third is remuneration, which varies according to work load and position in the university administration, a greater work load and a better position corresponds to a higher remuneration. Academic staff seniority and level, such as assistant professor, associate professor or full professor, also have a role in determining the amount of basic salary, allowances, remuneration and special allowance. Additionally professor get a stipend, equivalent to two times their basic income.

In the Indonesian public official personnel system, each civil servant has health insurance from the Indonesia Social Security Administrative Body for health (BPJS). The premium of this health insurance is automatically deducted every month from the academic staff basic salary, and this health insurance covers not only the academic staff but also their nuclear family. Moreover, the BPJS health insurance also covers catastrophic illness, such as cancer, heart attack and stroke (Agustina et al., 2019).

Since the majority of full-time academic employees at public university are classified as government servant, they are covered by BPJS's health insurance. The insurance can be used to pay for a medical examination in a private doctor's office, a medical clinic or a community health service as well as for any emergency condition requiring hospital care.

## 1.8    SDGs and the world ageing population

Since 2015, the world has been operating under a new development agenda known as the Sustainable Development Goals (SDGs) 2015-2030. This agenda has 17 goals and signed by 193 countries in the world (Independent Group of Scientists appointed by the Secretary-General, 2019). The ageing population has also been included to the SDGs' agenda. The United Nations noted that implementation of the SDGs must take into account the social and economic needs of the aged, including access to public facilities (Dugarova, 2017). Furthermore, in the 2017 Sustainable Development Goals report, United Nations (2017, p. 17) categorized elderly or aged people as one of the vulnerable groups along with children, mothers with new-borns, persons with disabilities and poor people. Additionally, the United Nations argues in the same report that these vulnerable groups require social protection to safeguard them from poverty and inequality.

According to Global Sustainable Development Report 2019, Asia Pacific is one of the regions with an ageing population, and the SDGs must take this into account. Additionally, the United Nations emphasized in this report that aged people are one of the deprivation epicentres of income poverty, poor health, low-level education, and aged are at risk of being left behind (Independent Group of Scientist appointed by the secretary-general, 2019, p. 15, 39, 118). According to the World Health Organization (2017), almost all Sustainable Development Goals are related to ageing and WHO have also arranged and prepared strategies to ensure that the aged are not being left behind in the SDGs process.

From what the United Nations (Independent Group of Scientists appointed by the Secretary-General, 2019; United Nations, 2017; World Health Organization, 2017) and one scholar (Dugarova, 2017) have argued, certain points can be drawn. First, the

SDGs have already identified and acknowledged the issue of ageing and the subsequent issues that have arisen as a result of it. Second, the SDGs address the issue of ageing and give more attention to its subsequent issues. As a result, the 193 countries that signed the SDGs agreement must therefore satisfy the social-economic demands of the aged.

The topic of this thesis according to global strategies of WHO (World Health Organization, 2017) is closely related to SDG goal number 3: Good health and well being, SDG goal number 8: promote sustained, inclusive and sustainable growth, full and productive employment and decent work for all and SDG goal number 11: Make cities and human settlements inclusive, safe, resilient and sustainable by providing universal access to safe, inclusive and accesible green and public spaces, in particular for older persons. United Nations (2017) noted that goal 3 of the Sustainable Development Goals addresses all main health priorities and the reduction of noncommunicable diseases. In order to address aged people's health issues, they have to participate in certain activities (World Health Organization, 2002). The participation, physical and mental health of aged people were also discussed in this thesis.

One form of aged participation is keeping active, either in formal or informal work. This thesis discussed the aged people who are still active working in the higher education sector, which is in line with SDGs goal 8, which focuses on productive employment and decent work. Furthermore, since his thesis was discussed, the situation and condition of the working place where the aged were working inside it and providing good access facilities and service for aged people. Then, this thesis is connected with SDGs goal 11, which emphasises universal access to safe, inclusive, and accessible public spaces.

## 1.9    Problem statement & Study rationale

The Indonesian population is ageing, which is reflected in the academic staff at public universities in Indonesia. The government is obligated to provide distinct services to the older, not just those who are retiring but also those who are currently employed in the formal and informal sectors. As government-owned institutions, public higher education institutions, including public universities, are obligated to provide unique services to their ageing faculty and staff. In addition, some scholars have also suggested that universities have a special policy for their aged staff.

However, the strategic plans document of the two public universities selected for this research, which specified which policies had been implemented and which would be implemented in the future, indicates that the universities' administration is not well informed about this situation. There has been no mention regarding aged academic staff or supports for the aged academic workforce in their universities.

The reasons why public universities in Indonesia do not appear to have an ageing policy have not been disclosed due to a dearth of study on this subject. Despite the fact that numerous studies on ageing have been conducted, research on the aged people in universities has been limited, especially in global South. This research therefore highlights the reasons why Indonesian public universities lack a specific policy for their aged academic staff. This study is also one of the ways in which the government may be informed on ageing policies for aged people at universities. The following figure shows the flow of the problem statement regarding ageing policy at universities
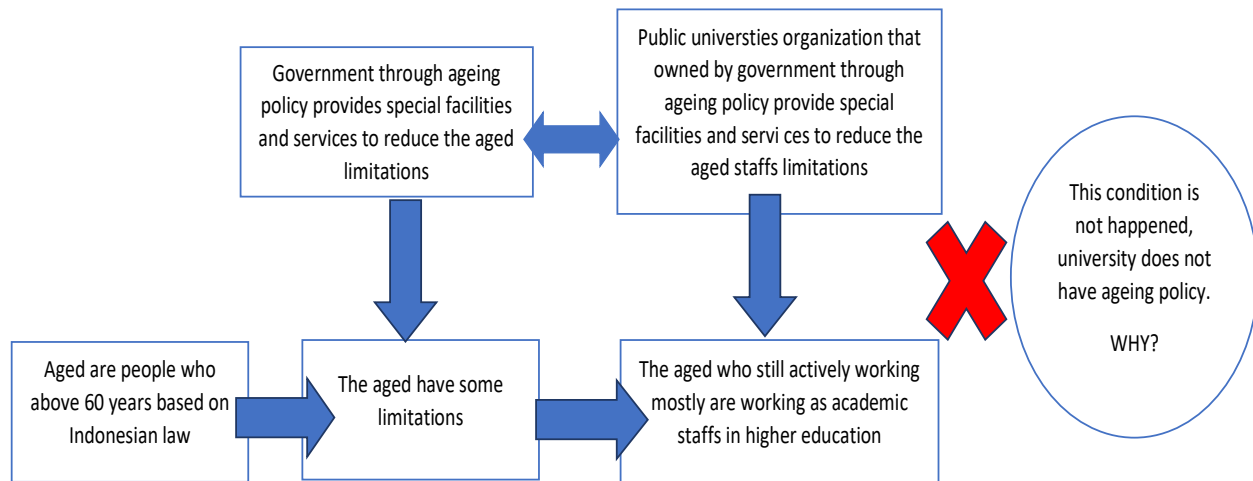
Figure 1.2 Flow of problem statement

## 1.10 Objective and research questions

The objectives for the study are:

➢ To investigate the reasons behind the Indonesian public universities' lack of a distinctive policy for their aged academic staff.

➢ To identify the factors affecting the policy-makers to create a distinctive policy for their aged academic staff.

➢ To explore the distinctive policy existing in public universities that potentially relate to their aged academic staff.

➢ To propose an ageing policy in Indonesia Public Universities.

Then, four research questions were created to answer the objectives of this study. The research questions are:

1. Why is there a lack of a distinctive policy for the aged academic staff in Indonesian public universities?

2. What are the determining factors for the policy-makers to create a distinctive policy for aged academic staff?

3. What are the existing policies of public universities that potentially relate to their aged academic staff?