

CAPACITY BUILDING OF HUMAN RESOURCES IN THE GOVERNMENT OF THE PROVINCE OF GORONTALO

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ABSTRACT

This research aims at analyzing and describing the existence of development of human resources capacity for local government officials in the province of Gorontalo. This research was descriptive qualitative approach. The data were collected through observation, in-depth interviews, and documentation. Data analysis follows the interactive model namely data reduction, namely the presentation of data and draw conclusions. The results showed the development of human resources capacity of civil servants (*Pegawai Negeri Sipil/ PNS*) in the province of Gorontalo have not had a design as a guide for each Local Government Unit (LGU) in the development of human resources capacity. Development program of human resources capacity tends to be through education and pre-service training, leadership training at the level of Echelon III and IV with a very limited number. The programs are implemented without any synergy among the leadership of LGU, coordination, monitoring, and evaluation on an ongoing basis within each implemented program. The output resulting from the training has not been able to change the ability of PNS in terms of increased knowledge and intellectual property, interests, attitudes, and values, as well as skills that are intellectually nor are motion, controlled and conducted appropriately. Coordination, monitoring, and evaluation of development of government official Board (*Badan Kepegawaian dan Pengembangan Aparatur/BKPAD*) and SKPD in the implementation of programs for the development of human resources capacity in the government of the province of Gorontalo have not been functioning. The factors of leadership, transparency, shared commitment, the availability of facilities and infrastructure in the implementation of basic tasks and function, as the supporting factors in the development of PNS capacity, have not been optimal.

Keywords: Development, Capacity, Human Resources

INTRODUCTION

Based on the quantity aspect, the Gorontalo Provincial Government organizations have civil servants that have exceeded the needs that burden National or Regional Expenditure and Revenue Budget. The preparation of operating budget to pay wages, salaries, allowances, official travel, and others have reached the maximum tolerance threshold. It is 35%. Meanwhile, the budget for public spending which should be at minimum of 65% is not fulfilled.

Based on the quality aspect, it is related to the quality or ability of human resource. Most of the legacies of past recruitment that are full with nepotism and collusion do not meet the competence elements. These conditions continue due to each region has the authority to regulate and take care of its territory. Therefore, the uncontrolled civil servants admission results in a flood of honor local employee, whose competence is not relevant to the duties and functions.

There are about 32.67% of PNS in Gorontalo that have finished high school level. There are 40.13% who have a bachelor degree (S1). There are 14.45% who have a diploma. In addition, there are 10.10% who have received a master degree (S2). There is only 0.22% who has doctor degree (S3). The ability and skills of PNS are focused on the development of leadership capacity (Diklatpim I, II, III, and IV). There are only 12% of PNS who have structural positions. The capacity development through technical guidance is still limited to a particular position such as treasurers.

The declaration of "National Framework of Capacity Building in supporting Decentralization" by the Government, in reality has not been able to be realized in the region. It is due to a variety of reasons. One of them is the lack of budget. Therefore, the objectives of the sustainable capacity building for decentralization in terms of

the delivery of services, maintenance of facilities and infrastructure, development of economic development, poverty alleviation programs and development of good governance, are still not satisfying (Ministry of Home Affairs, 2004: 1) [1].

This research focuses on the role of decision makers in the human resources development and civil servants development activities. The activities are through formal education, education and training of structural and functional, as well as training of trainer activities (TOT). They include mental and spiritual development, behavior, ability, aptitude, and skills. Considering developing personnel resources required for strengthening the public sector institutions are still experiencing a number of empirical problems, especially within the Gorontalo Provincial Government organization. The role of decision makers are still low in terms of identifying and selecting issues, developing alternative problems solutions, and selecting the best alternative solutions for improving the apparatus resources, which focused on capacity building to optimize the performance or output. The development of human resources through education and training is still not optimal in the structural levels, functional and technical organizations. In the terms of mutation, it has not been based on the competence and expertise that support the ongoing promotion at every level. A number of determinant factors that influence the course of the human resources development by the Regional Government of Gorontalo Province become the central attention of the researchers in this research.

This research article aims at analyzing and describing the existence of capacity building of human resources, the results of performance (output) of human resources for capacity building, supporting and inhibiting factors in the development of human resources capacity, and the model of human resources for capacity building in Gorontalo Province.

One of the studies of organizational theory, according Suwanto (1999) [2] describes how an organization run its function and actualizes its vision and mission. Besides that, it is learned how an organization influences and being influenced by the people in the organization or the work environment. Kooiman (1993) [3] argued that changing patterns of governance from the concept of government into governance is a form of social and political interaction between the government and society in facing of such complex, dynamic, and diverse contemporary.

The process of paradigm shifting is not matched with the paradigm-shifting of PNS as a public servant. Islamy (1998: 7) [4] revealed that the public bureaucracy circumstances in the government sector, education and health are in a condition known as organizational slack marked by a decline in the quality of services provided. One of the causes is the nonstandard units of public bureaucracy that is not facilitated by 3P (personnel, equipment, and budgeting). The lack of capacity of PNS creates the necessity for the development in improving the quality of skills and mastery of its tasks and functions.

Mc Guire et.al, (in Harsono, 2006) [5] explained that capacity building should be carried out efficiently and continuously at three levels of individuals. The first is skill, knowledge, behavior, grouping task and motivations of the work of people within the organization. The second is the overall level of the unit related to organizational structures, the decision maker in the organization, procedures, and mechanisms work, arrangement of facilities and infrastructure, relationships, and organizational networks. The third is depth system involving a framework associated with the policy setting and the underlying circumstances which support the achievement of specific policy objectivity.

In this context, the human capacity building in Gorontalo Provincial Government organizations is conducted via formal education and diklat (education and training). Theoretical studies focused on the design of capacity-building, the type of capacity development programs, implementation, coordination function, monitoring, and evaluation, and the synergy between LGU leadership in the implementation of human resources capacity building in Gorontalo Province.

METHOD

The research method was descriptive qualitative approach. The primary data sources were obtained from informants that are determined deliberately, especially the data which comes from the key informants. Secondary data were collected from a variety of official and reliable sources. The collected data were analyzed descriptively by following the interactive model of Miles and Huberman (1992) [6], consisting of the procedure of data collection, data presentation, data reduction, and conclusion.

RESULTS AND DISCUSSION

The Model of Capacity Building Based on Theory

The competence of human resources in the Provincial Government of Gorontalo is still below the standard. It is proven by the poor performance. One of them is shown based on the low quality of service in

government agencies, which caused many complaints from the society. It occurs due to the inadequate levels of formal education and lack of effectiveness of education and training, especially in terms of the relevance of tasks and functions. According to Faisal Tamim (Rukmana, 2005: 1) [7], from 3.6 million of Civil Servants (PNS), who truly perform their duties professionally and showed high productivity is only about 60-65%. While the rest has not changed much since the Minister of State Apparatus Empowerment encouraged the professionalism and productivity over the last two and a half years. The implication of it makes the competitiveness of Indonesian workers ranks is still the lowest in Southeast Asia. It is indicated by the poor quality of education in Indonesia, which can be seen from the Education Development Index (EDI) in the world.

In 2007, the rank of education in Indonesia was decreased, from the previous rank 58 to rank 62 out of 130 countries surveyed. The low quality of education in Indonesia is also reflected in the level of international competitiveness. Indonesia's competitiveness according to the World Economic Forum, 2007-2008, is at the level of 54 from 131 countries. It is far from the competitiveness rankings among the ASEAN countries (Association of South East Asian Nations) such as Malaysia who finished 21st and Singapore in the 7th place. It affects the aspects of Human Development Index (HDI) of Indonesia, as shown by the low rank of Human Development Index (HDI) in 2007 and 2008, which put Indonesia on the order of 108 and 109 of the 179 countries (Wikipedia Indonesia, in Megalia 2011: 2) [8]. The determination of PNS that has no relevance to their duties with the training that they followed was the most important part, besides the factor from the lecturers.

The creation competencies required by each PNS in carrying out his duties is one of the factors that must be managed. Competence is related to one's ability and knowledge in the field of work (Semaiwan, 1999) [9]. Efforts, to develop competence in the organization, can be reached through the implementation of effective training programs. It is a systematic and structured efforts aimed at improving the employee skills and knowledge related to their field of work Duguay & Corbut, (2002) [10]; and the Indonesian Ministry of National Education, (2010b) [11]. The effectiveness of the training implementation should observe to the various aspects such as instructors, curriculum, training methods, and facilities.

Seven factors determine the key of success. They consist of top management support, specialists commitment and generalists in the human resources processing, development of technology, organization complexity, knowledge of the behavioral sciences, learning principles, and the other functions of human resources management (Ranupandodjojo and Husnan (1990); GJ Bergenhenegouwen, HFK Ten Horn and EAM Mooijman (1996); Ellström (1997) and Sullivan (1998) [12], [13].

Theoretically, the model of the human resources capacity building uses the alternative strategies of management models in increasing PNS competence, reforms education and training resources, pre-requisite in the implementation of the training program, the input factors consists of human resources, curriculum, facilities, budget, information, and analysis of both internal and external environment. Each component inputs are interrelated and mutually supportive in the organization's activities. Element of human resources is the most important role in the implementation of prerequisites education training program.

The expected output is the capacity development to produce competent apparatus resources, skilled, knowledgeable, and have the right attitude (Winfrey, 1992; and Miller, 1999) [14] [15]. Especially for those that related to PNS competence in the technical education and training implementation at the Ministry of the Internal Affairs and Local Government, it is stated that the competency of education and training covers three areas. The first is the cognitive aspect, namely, the appearance shown by the participant in the change or improvement of knowledge and the intellectual. The second is attitude aspect including the appearance indicated by the participants in the change of interests, attitudes, and values. The third is skill aspect including the appearance shown by the participants such as intellectual, character behavior, and motion controlled and carried out well that meet with a certain speed (Philips, 1991; and Prihadi, 2004) [17], [18].

The development of a sustainable model covers three factors, namely the problem of the personal development, professional, and career. Personal development is more related to the inner-self quality development that related to attitudes and behavior. While professional development related to competence problems that associated with daily routines. Feedbacks are obtained from the final results to reformulate the vision, mission, policies, strategies, programs, and new organizational aims (Dionne, 1996; and Hashim, 2001) [19], [20]. In other words, the final result will be input factors for the next implementation cycle of education and training.

Model of Human Resource Capacity Development Based on the Results of Research Studies

The phenomenon of human resource capacity development in Gorontalo province has not led to an improvement of professionalism, responsibility, honesty, and fairness. It is due to the dominance of political factors that is supported by the unfamiliar paternalistic culture among the government officials that makes the organization has not reached its optimal performance. Strengthening civil society becomes a logical choice in the

globalized dynamics of change, thus strengthening the apparatus competence in service and leadership becomes non-negotiable factor. Strengthening these competencies must be accumulated well and simple through the equitable distribution so there is no reason for the apparatus to have a tendency in pursuing structural position that is not match with the required competencies.

The Local Government is still facing various problems in developing apparatus resource capacity. The first is the limited allocation budget for development program, due to the high funds demand for the primary organization operational needs, for instance, maintenance of buildings, equipment, supplies, salaries, official travel, stationery procurement, etc. The second is the low human resource motivation profession, this is caused by inadequate education, technical training, and functional, thus creates lack motivation in developing themselves in the field of duty. The third is there is still management policy to develop apparatus that is not socialized well. The fourth is the recruitment system often ignores the standard quality.

Local governments nowadays are required to implement decentralized affairs effectively and efficiently in governance and development in the regions. Effective means that the implementation of government activities and timely projects, right on target and suitable to the needs (Hidayat in Masykur, 2001: 40) [21]. Decentralization is expected that duties performance and government functions, development and community services can be implemented more efficiently and effectively by creating an ideal working culture.

According to Simamora (2002: 422) [22], the compensation for employees affects the productivity and their tendency to remain with the organization or seek another vacancy. In addition, the most important part in order to increase the apparatus capacity of resource, according Pagon et al. (2008) [24], it requires organizational leadership competencies as outlined in Figure below, consists of, the competence of the individual (antecedents), cognitive, functional, and social. Individual competence is an inherent attribute that attached to a leader. One of the examples of individual competencies is education. It provides a strong influence to person cognitive competence. Cognitive competencies provide a foundation for mastery general knowledge, laws, theories and concepts. Functional competence is a mastery of skills for problem-solving in daily activities. While social competence is a requirement for building relationships either individually or socially. All competencies should be integrated with the organization characteristic such as vision, mission, values, and goals. The combination of leadership competence and organization characteristic will bring success in management changing.

Taking notes of the current and forthcoming circumstances and problems, the position and existence of a leader is crucial. The Leaders at various levels and hierarchy accordance with the ability and authority are motivator of all components in running the national life to achieve national objectives.

For Indonesia, the national leadership system needed to operate the national development is a vision based on national paradigm with some abilities. The first is strengthening national integration and solidarity. Second is having a high concern for national stability to increase the sense of nationality. The third is to comprehend the changes and implementing reforms in government management. Forth is applying the political approach to finding solutions for dealing with various society problems.

CONCLUSION

The human resource capacity building in Gorontalo Province Government still does not have a design as the guideline for every LGU in the developing its human resource capacity. The type of human resource capacity building programs is still dominated by pre-service education and training while there are very limited quantities of structural leadership training. The output which is generated from education and training have not been able to display PNS to have improvement of knowledge, intellectual, interests, attitudes, and values, as well as intellectual, behavior, motion skills which is controlled and carried well. The non-functioning coordination, monitoring, and evaluation between BKPAD and LGU dealing with the implementation of apparatus capacity development programs, and also the non-optimal leadership functions , transparency, commitment, infrastructure facilities availability for duties implementation, as a contributing factor in the development of apparatus capacity.

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