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Human Resource Development Strategies
for Village Apparatus in Realizing Effective
Village Governance at Boalemo Regency,
Gorontalo Province

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ABSTRACT

The purpose of this study was to determine the human resource development policies and strategies for village apparatus in realizing effective village governance in Boalemo Regency, Gorontalo Province. The study was conducted using survey and qualitative descriptive approach. The data were collected by means of observation, in-depth interview and documentation. The data were verified by means of a) prolonged observation, b) enhanced perseverance during observations and interviews, c) triangulation of data sources, and d) focus group discussion. The data collected were processed by means of a) data reduction, b) data presentation, and c) conclusion drawing. The study is expected to provide recommendations for the Local Government of Boalemo Regency when it comes to strategies and policies for human resource development of village apparatus as an effort in realizing effective village governance at Boalemo Regency, Gorontalo University.

Keywords : Human resource development strategies, effective village governance

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I. INTRODUCTION

Republic of Indonesian Law No. 6/2014 maintains powerful legitimacy of the village apparatus in executing governance affairs at village level. In addition, the Village Governance Law refers to a set of regulations related to the village governance implementation. This is because governance system at the village level has grown into various kinds, which require protection and empowerment to ensure that it develops into a powerful, developed, autonomous, and democratic system. An established system can be used as a powerful basis in implementing the governance and development in the efforts of realizing fair, prosperous, and developed society.

Boalemo is located in Gorontalo Province and was established based on Republic of Indonesian Law No. 55/1999 with acreage of 2.300,9 Km². In administrative context, Boalemo Regency is divided into 7 (seven) sub-districts and 82 (eighty-two) villages. To realize his vision and mission, the Regent determined 3 (three) Local Competitive Programs, which served as development core competence. One of the programs included improvement of human resource quality and productivity. To realize the mission, many efforts had been made, including: providing scholarships for the teaching staffs as well as civil servants within the local government, participation of the local government apparatus in training as well as in other related programs, which aimed at improving the civil servant competence and capacity.

The empirical phenomena revealed that orientation of human resource development, particularly the civil servant, was still limited to the local government apparatus. It did not cover the village apparatus. Fortunately, the Village Governance Law legitimates the implementation of village autonomy, in which the village apparatus serves as the program administrator. However, it cannot be denied that there are many problems related to the implementation of village autonomy. They either directly or indirectly obstruct the implementation of village government affairs. These problems are attributable in part to the limited quality of human resources at the village level. In addition, human resource institution and management of the village government has not been well established. On the other hand, Republic of Indonesian Law No. 6/2014 requires preparedness of the village apparatus to serve as the program administrator.

There are some aspects to consider in developing apparatus professionalism at the village government. They include development of apparatus capacity at the village government with the priority to improvement in the capacity for public services, such as public basic needs, safety and preparedness for disaster mitigation, ability to formulate the strategic planning for village economic development, ability in village financial management, and environmental management system. Therefore, it is important for the village government apparatus to understand their strategic roles by comprehending, exploring, and studying various problems and

obstacles in implementing good governance and bureaucratic reform. The solutions for these problems are important for optimum performance in the future.

Based on the background above, the study focuses on human resource development strategies and policies for village apparatus in realizing effective village governance at Boalemo Regency, Gorontalo University.

II. LITERATURE REVIEW

Human resource development is defined as an effort for preparing an individual in bearing different responsibilities or higher responsibilities in an organization (Simamora, 2006 : 273). Human resource development is related to improvement in intellectual and emotional competence required for implementing the tasks in a better way by focusing on the organization's long-term needs. Mathis & Jackson (2006:350) proposes that development refers to efforts for improving the employees' ability to deal with more tasks and improving their capabilities beyond what the current tasks need. Employees and managers who have relevant experience and competence will be able to improve organizational competitiveness and ability to adjust to the changing environments.

The above mentioned definition confirms that to realize an effective village governance, professional village apparatus are the prerequisites. Indonesian Republic Law No. 6/2014 on Village Governance maintains that one of the principles, which must be considered in the village governance, is professionalism. Accordingly, the village chiefs must be assisted and prepared to become competent and professional apparatus in public service.

Village Apparatus meant here are all elements, which are involved in village governance systems. They include the village chiefs, secretaries, treasurer, head of village administration affairs, and sub-village heads. The village apparatus plays very strategic roles since they deal with the society directly. This is in line with what Yikwa (2015) suggests, that village administration apparatus serve as the mainstay in the implementation of village development. This confirms their strategic roles and meaning. Some studies have also proved that improvement of human resource quality for village administration affairs could be realized by means of education, implementation of *Kampong* administration affairs, as well as improvement of public service quality (Yikwa: 2015). Mangkunegara (2012:52) suggests that human resource development has some objectives, including (1) improving spiritual and ideological understanding, (2) improving productivity, (3) improving performance, (4) improving human resource planning strategy, (5) improving morale and attitude, (6) improving motivation for the employees to perform better, (7) improvement of occupational health and safety, (8) preventing obsolescence, and (9) personal development.

Some factors to consider in apparatus development include (1) personal divergence, (2) relationship with job analysis, (3) motivation, (4) active participation, (5) member selection, (6) instructor selection, and (7) training and development method (Mangkunegara, 2012:52).

Human resource development begins from human resource planning since the planning document contains analysis, prediction, and description on the future needs for human resource. In addition, human resource planning serves to anticipate turnover of the members of an organization because of retirement, promotion, and mutation. Furthermore, human resource planning also contains analyses on the capabilities, which the human resources need to have in the future and the required development to make sure, that the available employees can meet the changing and increasing needs.

The concept of effectiveness is related to the degree of job and mission achievement. In other words, effectiveness is related to the degree of an organization's success in achieving the target objectives. On the other hand, effectiveness refers to any actions taken by human beings in finishing their jobs on-time. Effectiveness describes the success of an organization in achieving its targets (Bahuwa, 2011).

On the other hand, village governance deals with administrative affairs and local community interests within the Indonesian Republic as a nation (Law No. 6/2014). When those definitions are combined, then an effective village governance is defined as the ways the village apparatus deals with administrative affairs and public services in a quick way in the efforts of realizing a prosperous community.

III. METHODOLOGY

A research had been conducted in Boalemo Regency, Gorontalo Province, since July 2015 by using survey approach and descriptive qualitative analyses. The primary data were collected by means of observations, in-depth interviews and focus group discussion (FGD), which included village apparatus, relevant officers from the Local Government Work Units (SKPD). Secondary data were collected from research reports, documents, and literature. The data were collected by means of in-depth interview and observations from the beginning to the final stage of the research. The findings from interviews and observations are combined with secondary data from relevant documents/publications/and research reports issued by relevant government and non-government institutions, as well as from other related sources. Furthermore, the data were analyzed using

the following stages: data reduction, systematic and organized data presentation, data interpretation, and conclusion drawing. The data were then validated by means of Focus Group Discussion (FGD), reference adequacy, field observation, and elongation of observation.

IV. ANALYSIS AND RESULT

Qualified human resources can be obtained when a nation or country is able to realize synergy in the management of a nation as a system. The same fact applies for village apparatus, which is a part of human resource investment at local level. The following table presents the details of apparatus quality based on educational level:

TABLE 1.
DATA OF VILLAGE APPARATUS BASED ON EDUCATION LEVEL
AT BOALEMO REGENCY, IN 2015

LEVEL OF EDUCATION	VILLAGE CHIEFS	VILLAGE SECRETARY	TREASURE	HEAD OF ADMINISTRATIVE AFFAIRS	SUB-VILLAGE CHIEFS
ELEMENTARY	1	2	0	4	157
JUNIOR HIGH SCHOOL	13	5	1	70	128
SENIOR HIGH SCHOOL	49	62	74	159	80
DIPLOMA	6	4	3	3	1
BACHELOR	13	9	4	9	1

Source : Data from sub-district offices in Boalemo Regency in 2015

The table above shows that in the aspect of educational level, most of the village chiefs and other related apparatus, such as village secretary, treasurers, and head of administrative affairs were mostly Senior High Schools; even some of them were Elementary School graduates. The case is different for the sub-village chiefs, as most of them were elementary school or junior high school graduates. This is certainly a worrying fact, given that Village Governance Law maintains that the village government needs to have adequate capacity to implement its tasks and responsibility in village administrative affairs.

Furthermore, it is ironic that besides the low educational level, most of the village apparatus had not get serious programs for increasing their capacity as the village government administrators, facilitators of village development as well as community prosperity. In-depth interviews and field observations revealed the village apparatus had not get adequate training, as presented in the following table.

TABLE 2
DATA ON THE TRAINING PROGRAMS FOR VILLAGE APPARATUS
AT BOALEMO REGENCY IN 2012-2015

Training Programs	Participants	Year
1. Training on writing village profile	Village chiefs	2012
2. Technical Assistance for Village Apparatus	Village chiefs and Village Secretaries	2013
3. Technical Assistance on Formulation of Medium-Term Plan, Village Budgets, and Annual Development Plans	Village chiefs and Village Secretaries	2013
4. Technical Assistance on o One-Million Cocoa Planting Program	Village chiefs	2013
5. Training on Filling Village Register	Village Secretaries	2013
6. Comparative Study	Village chiefs	2014
7. Socialization of Land	Village Secretaries	27-28 June, 2014

Regulation		
8. Technical Assistance on Village Governance Law	Village chiefs	2015
9. Socialization on Village Financial Management	Village chiefs and Village Secretaries, and Treasure	2015

Source: In-depth interviews with the village officers, 2015

The Table 2 above shows that human resource development programs for the village officers were mostly limited for the village chiefs, village secretaries, and treasures. On the other hand, the head of administrative chiefs and sub-village chiefs did not get the same programs. In addition, most of the training programs were mostly limited to administrative tasks and routine jobs. Almost no training programs had been held for other aspects, such as managerial, attitude, and skill development. Consequently, the village governance had not been effective.

Human resource development programs within an organization should have involved various factors, such as education and training, career planning and management, productivity and quality improvement, and increase of occupational health and safety (Schuler & Youngblood in Said, 2012:). In an almost similar perspective, Klingner & Nalbandian (1985) suggests that work motivation and evaluation are very essential in the development of human resource quality.

In-depth interviews and Focus Group Discussion revealed that the most common patterns used for human resource development in the village government were mostly comparative studies, socialization on the new regulations, and technical assistance for 1 – 3 days per session. Short courses, combined with mostly administrative and routine topics, would not be effective in increasing professionalism of the village officers. As a result, the human resource development programs did not contribute much to the implementation of government responsibilities, development, and public services.

Therefore, the local government needs breakthroughs and innovation to increase the human resource quality of the village government. The innovative programs are expected to create professional offices to hold the administrative tasks, development, and public services. Effective, efficient, and applicable strategies for human resource development are necessary to increase the quality and competitiveness of the village apparatus. The following are some strategies, which the Local Government of Boalemo Regency can do to develop the human resources in the village level (1). Conducting need analysis for human resource development. The analysis can focus on three aspects: organizational analysis, job or task analysis, and person analysis.

These analyses are important to obtain the information on the task requirements and supporting aspects as the bases for formulating educational programs and activities. In this way, the training and education programs are expected to meet the needs for job implementation. In other words, the analyses are important to find out the needs based on the job requirements at each institution. (2) Formulating participative planning process for human resource development. After the need analysis, the next important strategy is formulating program planning that involves relevant stakeholders, such as related institutions, colleges, and the village apparatus. (3) Restructuring the education and training system. It is believed that village officers with higher education tend to be easier to make innovation and make use of the sophisticated technology. This assumption is confirmed by Nelson and Phelps (1966), that educational background determines the employees' ability to make use and adapt to the latest technology. Accumulation of human capital begins from education, training, technology innovation and adaptation, and regulation related to population growth. (4) Providing room for public participation in the implementation of capacity building programs. Public participation is defined as direct participation in policy formulation to the implementation; or simply participation in the supervision process and evaluation of the outcomes. This would encourage the community empowerment process and help the local people to be autonomous in reliable capacity building. For instance, educational programs, both formal and informal, are not only the government responsibilities; instead, the colleges (both government-owned and private-owned) are provided with opportunities to participate actively or to build partnership with the government. (5) Reorienting the reward system. It is the time for the local government to provide rewards or appreciation for the village officers who perform well. This is particularly true since they are now given more work load and even out-of-normal working hours. Presidents Soekarno once reminded that a great nation is one that appreciates its heroes. This means that we need to build an open-minded community, which does not hesitate to appreciate every achievement. The same thing applies in the public service sector. (6) Regular evaluation; this is necessary to do in every phase of the development process to ensure effectiveness and efficiency of the programs.

V. CONCLUSION

Based on the findings above, it can be concluded that the pattern of human resource development in village government was dominated by comparative studies, socializations on new regulations, and technical assistance, which took 1 to 3 days. Short courses, combined with mostly administrative and routine topics, would not be effective in increasing professionalism of the village officers. As a result, the human resource development programs did not contribute much to the implementation of government responsibilities, development, and public services. In addition, implementation of the village government authorities was limited by lack of knowledge and inability to understand and to do the responsibilities.

The strategies recommended for the local government to increase human resource quality in the village level include (1) Conduction need analysis for human resource development; (2) Formulating participative planning process; (3) Restructuring the education and training system; (4) Providing room for public participation in the implementation of capacity building programs; and (5) Reorienting the reward system. All of the strategies above are not alternative in nature; instead, they are cumulative and support each other.

The development of human resources in the village government needs to consider several factors, such as individual divergence, relationship with job analysis, motivation, active participation, selection of participants, selection of instructors, and training and development method.

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