

## Institutional Village Strengthening Model In Completing Standar Minimum Of Human Development

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### Article Info

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**Abstract:** In the current era of village autonomy, one of the things that needs to be studied is the ability of village government human resources to meet development goals, both locally, regionally and nationally. One of the development goals is determined by the success of human development. The fact that there is weak capacity of village government has an impact on the success of overall development. For this reason, this study aims to examine these phenomena. This study used a qualitative approach with the unit of analysis being the village government in Galesong Utara District, Takalar Regency. This research was conducted from September to October 2020 and data analysis was carried out in November 2020. The research data consisted of primary and secondary data and were processed through data reduction. The results of this study indicate that the human resource capacity of the Desa government in the District of North Galesong has not been maximized in carrying out the authority of the village so that it has an impact on the success of its development. This can be seen from the three main dimensions of institutional development, namely human resource development, institutional strengthening, and organizational reform. In terms of human resource development, village officials lack experience in making terms of reference for training so that the expected output is not achieved. In terms of organizational strengthening, it has not been implemented because the incentive system, mechanisms and mechanisms for utilization, leadership, and organizational culture are unclear and inadequate except for the management structure. In terms of organizational reform, it shows that it has not been able to adapt to changes because it does not have a program that is prepared to increase institutional capacity and human resources for village development. Thus, the researcher offers a model for implementing village government based on human resource development (HR). This model is expected to provide solutions to the implementation of Village governance in North Galesong District in implementing human development policies which include dimensions of education, health and economy as well as increasing community participation in the success of development programs.

## **INTRODUCTION**

Development is a process of change for the better. The term development is one of the most prominent and most fundamental concepts related to the management of a nation's development. In Indonesia, development has become a slogan and key word for all aspects of life, including human development.

One of the weaknesses faced by developing countries lies in the institutional aspect, in addition to human resources. Meanwhile, the development process requires institutional support and strengthening (Milton J Esman, 1965). The development process includes various changes in social status, community attitudes, and national institutions, in addition to pursuing accelerated economic growth, addressing income inequality, and poverty alleviation programs. Where in essence, development must reflect the total change in society or the adjustment of the social system as a whole without neglecting the diversity of basic needs and desires of individuals and existing social groups to move forward towards a better condition of life, both materially and spiritually (Todaro, 2011).

Basically, the ultimate goal of development is the welfare of the people, because humans are not only the object of development but are also expected to become subjects, so that they can make a useful contribution to the progress of the region which at the macro level becomes the progress of a country.

Human development basically has a broader meaning and aspect than conventional development. Human development is the widest possible extension of freedom and depends on socio-economic aspects, health education, including employment, politics, the environment and changes in human welfare. In this context, humans are positioned as the potential wealth of the nation so that human development is expected to be able to create an enabling environment for its people to enjoy a long, healthy life and lead a productive life (UNDP, 1990b).

After the implementation of Law Number 6 of 2014 concerning Villages, of course there is hope for changes that will occur in improving the welfare of its citizens through improving the quality of human resources, reducing poverty and providing basic social services.

One of the important roles in meeting the minimum standards of human development and the overall success of development in the village is governance that emphasizes the aspects of the capacity of the village head and its officials, the capacity of village institutions and the capacity of basic services proportionally and adequately. In addition, it is supported by strong village economic institutions and equal access to village economic resources, natural environment management by prioritizing the principles of sustainability and responsiveness to disaster prevention and management.

Rural development has an important role in the framework of regional development. The process is directed at utilizing the production of development resources appropriately, and at enhancing the human capacity to strive to create an environment in which each individual community has the opportunity to become a productive society and creates enabling conditions for the continuous development of the human self. In this regard, rural development places itself in three characteristics, namely as a strategy, program and movement to build self-awareness in a better condition. (Tjokrowinoto, 1987).

Based on the results of the 2020 Developing Village Index (IDM) assessment, it shows that 76 villages in Takalar District, South Sulawesi are still developing villages, no villages have developed village status, let alone independent villages. Particularly in North Galesong Subdistrict as a research locus, all 9 villages have the status of developing villages. This indicates that the role of the village government and its institutions is not functioning optimally or it can be said that it is not yet effective in making changes in the village it leads. Likewise, the utilization of village funds for development in the village has not been used optimally since 2015.

Apart from the foregoing, that in the development process that occurs is that existing development programs belong to the upper level government (province, district / city, even the center). The community only becomes the beneficiary and recipient of development results as a result of the instructive development process because it is bound by the rules and development targets set by the central government. The village government only carries

out activities as the domain of the development program which has been regulated in various regulations. Another thing that also affects is the limited ability and skills of village officials in addressing various existing problems.

In fact, from the perspective of public administration, the government and community institutions play an important role as a catalyst or facilitator in the entire development process. Strategic roles that can be carried out through government and community institutions, in addition to empowering, building participation, raising awareness, as well as mobilizing resources for development. So the approach we offer is related to the phenomena that occur in villages in the North Galesong District, which is a model of strengthening human resource-based village institutions in meeting development needs, especially human development. This research was conducted from September to October 2020. Based on some of the problems that have been described previously, the research questions are : 1) How is Human Resource Development in Strengthening Human Resource-Based Village Institutions?, 2) How is Organizational Strengthening in Strengthening Human Resource-Based Institutions?, 3) How is Institutional Reformation in Strengthening Human Resource-Based Institutions?. While the data analysis of the research results was carried out during November 2020. In analyzing the phenomenon and building the model, capacity building theory is used which is based on aspects of human resource development, organizational strengthening and institutional reform.

### 1. Capacity Building

Institutionalization in a development perspective is a concept which includes three dimensions, namely: 1) the ability of the organization to maintain its life, in addition to reforming; 2) organization and environment have intrinsic value; 3) related to the relationships and patterns of activities that exist within the organization to become normative and community unity (Saul M.Katz, 1986)

Institutional development is a perspective on planned social change, which focuses on two dimensions, namely macro and micro changes. Capacity building is the process of maximizing the abilities, talents and knowledge of a person, group and organization. This is used to strengthen oneself so that they can maintain their profession (Linda, 2019).

Increasing institutional capacity is more focused on the inability of the organization and the inability to carry out responsibilities and the inability of the organization to carry out its functions properly (Grindle, 1997). In the government sector, institutional capacity building is a collection of methods in order to increase efficiency and effectiveness as well as the ability to respond to organizational performance (Buchari et al., 2017).

### 2. Human Resource Development

Human resources are a major factor in the development process, because apart from being a development actor, they are also a development target. Human development or human development is a process in making choices for humans to enlarge choices for humans. This theory was born to revise the previous concept of human resources which was only based on the average per capita income. Even though this is not a detailed manifestation of the condition of human resources in an area. This is the gap between the rich and the poor tends to be higher, so that the poor will be recorded as having a higher welfare (UNDP, 1990a).

Human resource development is essentially to increase human resources that have the potential to be productive, so that they are able to handle national development as best as possible, through improving the quality of life in the form of improving their health and intellectual abilities through education. Human resource development is directed at increasing dignity and human capabilities (Rozy, 1991). So that efforts to develop human resources need to be carried out comprehensively and in an integrated manner in all development sectors.

### 3. Institutional Theory

Institutional theory is based on the importance of values and norms in a organization to obtain the resources needed to survive. And to get the required resources must be accepted and legitimized by the environment. Meanwhile, institutional theory in dealing with its environment must "intervene" by matching organizational structures and strategies, and optimizing the values and norms in the organization (W.R.Scott, 2001).

Meanwhile, a deep understanding of the nature of institutional development and development can be explained in five institutional dimensions, namely 1) leadership; 2) doctrine; 3) program; 4) resources; and 5) internal structure (Milton J Esman, 1965) :

- a. *Leadership*, is seen as the most important and critical dimension in institutional development because the process of deliberate change requires intensive and skilled management, and can improve human capabilities in depth, both in relation to internally and to the environment.
- b. *Doctrine*, is formulated as a specification of the values, objectives and operational methods that underlie social action. Doctrine is seen as a series of projected factors both within the organization itself and in its external environment.
- c. *Program*, refers to certain actions related to the implementation of functions which are the output of an organization. Thus the program is the translation of doctrine into the practical activities of an organization.
- d. *Resources*, are people, finance, technology in an organization. This is related to the factors of production in an organization including economic resources, information, status, strength, authority, legality and support.
- e. *Internal structure*, formulated as a structure and processes held for the operation of the organization and its maintenance. The division of roles within the organization, internal patterns of authority, communication systems and the commitment of the people to the organization's doctrine and programs.

**4. Model for Strengthening Village Institutions**

According to Grindle, institutional capacity can be measured through 3 dimensions, namely human resource development, organizational strengthening and institutional reform (Grindle, 1997).

Table 1. Dimensions and Focus of Institutional Capacity Building

<b><i>Dimensi</i></b>	<b><i>Focus</i></b>	<b><i>Activity</i></b>
Human Resource Development	Provision of professional and technical personnel	Training, salaries, working conditions, recruitment
Organizational Strengthening	Management system for improve the performance specific tasks and function; micro structure	Incentive system, utilization of personnel, leadership, organization culture, communication, managerial structure
Institutional Reform	Institutions and systems; macro structure	Game rules for economics and politics regime, policy and law change, constitutional reform

Source : Grindle, 1997

Based on the theory of human resource development and the capacity building model above, the authors combine it into a human resource-based capacity building model. In addition to meeting the minimum standards for human development, it is also to improve the

performance of village institutions in meeting the needs of the community in the development process.

#### 5. Model for Strengthening Village Institutions based on Human Resources

Human Resource-Based Institutional Strengthening is a model derived from the concept of human resource development and Grindle's institutional capacity building model. The concept of resource development aims at realizing human development who are virtuous, tough, intelligent, independent, skilled, professional, creative, innovative, disciplined and oriented towards the future to create a better life. The institutional capacity building model aims to improve organizational performance. To utilize resources optimally, it can be found in human resource-based institutions so that they are more effective and efficient. Likewise, meeting human development standards requires building institutional capacity. The problem of limited human resources in government organizations in villages is a problem in the development process, so to explain this phenomenon is to build a model for strengthening the capacity of village institutions based on human resources. In this context, government organizations need capabilities as a development tool to increase efficiency and productivity through organizational structuring according to development management needs.

### **RESEARCH METHOD**

This research was conducted in Galesong Utara Subdistrict, Takalar District, South Sulawesi Province with the consideration that all villages in this sub-district are still developing villages even though according to existing indicators there are villages that are actually developed status. Besides that, it does not have its own development program as a result of limited human resources (IDM Takalar Regency 2019).

The approach used in this research is a qualitative approach with a case study strategy. Use of this strategy to define institutional capacity based on context. In the case study, there are three types of research, namely explorative, descriptive and explanative types (K.Yin, 2015). The research strategy is using descriptive research.

The informants in this study were determined purposively who were considered competent with regard to institutional problems in the District of North Galesong. This determination is based on the judgment of experts (or researchers themselves) for specific goals and situations (Neuman, 1997). Informants in this study were 1) North Galesong Sub-district (Drs. Syahriar, M.AP) 2) 3 village heads (Aeng Towa Village, Pakabba Village, Sampulungan Village), 3 Village Consultative Body (BPD) chairman (BPD Bontolanra. Bontokaddopepe, Tamalate) , 3) Head of Community Empowerment Institution (LPM) 1 person (LPM Bontokaddopepe), 4) Head of Village Owned Enterprise (BUMDes) 3 people (Tamalate Village, Bontolanra Village, Bontokaddopepe Village), 5) Human Development Cadres (KPM) 3 people (Aeng Batu-batu Village, Bontosunggu Village, Tamasaju Village) , 6) Village cadres 3 people (Sampulungan Village, Aeng Towa Village, Pakabba Village).

Data collection techniques used in this study were observation, in-depth interviews, and documents. The observations made were mainly related to tangible objects, such as physical developments in villages and BUMDes. In-depth interviews were conducted with the informants mentioned above, while the documentation technique was collecting, documenting regulations, journals, and research results related to this research.

In qualitative research, data processing and analysis are inseparable activities. This can be seen in the qualitative data analysis stages proposed by Miles and Huberman, namely: data reduction, data presentation and conclusion / verification. This research uses a case study analysis strategy, where the analysis used is a descriptive technique

### **RESULT AND DISCUSSION**

#### **Result**

Based on the previous description, this research focuses on increasing the capacity of village institutions to meet human development needs in the North Galesong sub-district. Including a model for strengthening human resource-based institutional capacity.

**Human Resource Development in Strengthening Village Institutions Based on Human Resources**

Human resource development in increasing institutional capacity is an activity that focuses on its members. This can be seen in table 2:

Table 2. Human Resource Development in Strengthening Human Resource-Based Institutions

<b>Village</b>	<b>Training</b>	<b>Incentive</b>	<b>Working Condition</b>	<b>Recruitment</b>
Pakabba	Administrator BUMdes	There/cadre	Standard	Nothing
Bontolanra	Administrator BUMdes	There/cadre	Standard	Nothing
Aeng Batu-batu	Nothing	There/cadre	Good	Nothing
Tamasaju	Nothing	There/cadre	Standard	Nothing
Tamalate	KPM	There/cadre	Good	Nothing
Bontosunggu	Nothing	There/cadre	Standard	Nothing
Aeng Towa	Nothing	There/cadre	Standard	Nothing
Bontokaddopepe	Nothing	There/cadre	Standard	Nothing
<i>Sampulungan</i>	<i>Nothing</i>	<i>There/cadre</i>	<i>Standard</i>	<i>Nothing</i>

Source : Data Reduction, 2020

Table 2 shows that there are only 3 (three) villages in Galesong Utara District that conduct training in the context of capacity building, but this is limited to BUMDes administrators and Human Development Cadres. Meanwhile, village heads, village officials and the BPD did not receive training. The other 6 (six) villages did not budget for the training at all. As motivation for working, the village head and village officials, apart from earning regular income, also receiving allowances, BPD only received allowances, while village cadres only received incentives. The conditions of work in 7 (seven) villages are still standard, while 2 (villages) are in good condition. Recruitment of cadres that is carried out is in accordance with the needs and policies of the upper level government (central and district), while the village head is based on his term of office, which is once every 6 (six) years along with his apparatus.

**Organizational Strengthening in Strengthening Human Resources-Based Institutions**

Strengthening organizations other than village government is an important component in developing organizational capacity. Strengthening village institutions (BPD, BUMDes and Kader) in North Galesong District as follows:

Table 3. Organizational Strengthening in Increasing Human Resource-Based Village Institutional Capacity

<i>Village</i>	<i>incentive system</i>	<i>Utilization of personnel</i>	<i>Leadership</i>	<i>organizational culture</i>	<i>Communication</i>	<i>Management structure</i>
Pakabba	There is	Nothing	Nothing	Nothing	Nothing	There is
Bontolanra	There is	Nothing	Nothing	Nothing	Nothing	There is
Aeng Batu-batu	There is	Nothing	Nothing	Nothing	Nothing	There is
Tamasaju	There is	Nothing	Nothing	Nothing	Nothing	There is
Tamalate	There is	Nothing	Nothing	Nothing	Nothing	There is
Bontosunggu	There is	Nothing	Nothing	Nothing	Nothing	There is
Aeng Towa	There is	Nothing	Nothing	Nothing	Nothing	There is
Bontokaddopepe	There is	Nothing	Nothing	Nothing	Nothing	There is
<i>Sampulungan</i>	<i>There is</i>	<i>Nothing</i>	<i>Nothing</i>	<i>Nothing</i>	<i>Nothing</i>	<i>There is</i>

Source : Data Reduction, 2020

Table 3 shows that only the incentive system and management structure have been met, and the rest have not.

### Institutional Reform in Strengthening Human Resources-Based Institutions

Another important element in increasing institutional capacity is organizational reform, because this affects the performance of the organization in carrying out its activities. This can encourage organizational performance so that it is more sensitive to the outside environment.

Table 4. Institutional Reform in Strengthening Human Resources-Based Institutions

<b>Village</b>	<b>Supportive Policies</b>	<b>Policy Updates</b>
Pakabba	UU 6/2014,Permendagri	no Nothing
Bontolanra	UU 6/2014,Permendagri	no Nothing
Aeng Batu-batu	UU 6/2014,Permendagri	no Nothing
Tamasaju	UU 6/2014,Permendagri	no Nothing
Tamalate	UU 6/2014,Permendagri	no Nothing
Bontosunggu	UU 6/2014,Permendagri	no Nothing
Aeng Towa	UU 6/2014,Permendagri	no Nothing
Bontokaddopepe	UU 6/2014,Permendagri	no Nothing
Sampulungan	UU 6/2014,Permendagri	no Nothing

Source : Data Reduction, 2020

Table 4 shows that the village does not yet have its own authority in regulating its institutions, especially the BPD as a consultative institution at the village level based on Law Number 6 of 2014 concerning Villages, while its function is regulated through Permendagri No. 110 of 2016 concerning the Village Consultative Body, which until now there has been no renewal or other regulation.

### Discussion

#### Human Resource Development in Strengthening Village Institutions Based on Human Resources

The village government as an organization that carries out coaching and empowerment of village communities in 2020 has not provided training for BPD, Hamlet Heads, LPMs and economic actors in their villages. Whereas the main key to successful performance is the capacity of human resources in an organization and one of the indicators that influences this is training. So that every change in regulations, especially those of a technical nature, should be known by all members of the organization. Likewise with limited incentives, only village cadres who receive incentives other than that only receive income (salary) and allowances. This is because the village funds used have been regulated by the state. It is different if the village already has its own village income which can be managed independently. This is also a problem in the village because it only depends on village funds. Apart from incentives, working conditions are also very important. BPD, LPM, BUMdes and village cadres do not yet have separate offices as places to work so coordination is slow.

Besides that, the recruitment carried out by the village government did not go through the proper process. In general, this is only through appointment by the village head without considering his abilities and competencies.

Based on table 2, the village government does not make a human resource development program, even though there is training but no output is achieved. This is because the village apparatus lacks experience in making terms of reference for a training so that the expected output is not achieved. As a resource-based institutional strengthening, it is appropriate to pay attention to village officials, BPD, LPM and BUMDes administrators as well as village cadres who are a group of people who are established but have limited abilities, even though they are there to help the village government both in government administration and in the development process.

### **Organizational Strengthening in Strengthening Human Resources-Based Institutions**

Organizational strengthening has not been implemented because the incentive system, mechanism and utilization system mechanism, leadership, and organizational culture are unclear and inadequate except for the management structure. The reason is that in general the existing institutions do not have offices that can be used for discussions in preparing organizational development programs. Likewise in determining the management and members of the institution based on the mechanisms and rules set by the central or district government.

As an organization in a village, the presence of BPD, LPM and BUMDes is almost the same as a bureaucratic organization so that the system and culture used is a bureaucratic work system that is oriented towards superiors and rules so that leaders are the only source of information and instructions. This is what causes the organization to only carry out the instructions of the leader, not run the program.

### **Institutional Reform in Strengthening Human Resources-Based Institutions**

Village institutions whose work systems are similar to bureaucracy causes resistance to change. The bureaucratic organizational model becomes an obstacle in adapting to the changes that occur. Rules and regulations as a reference in planning, creating and implementing programs or activities come from the upper level government, namely the regency, provincial and pusa, including the reference for determining or selecting the management and members of the organization in the village. Besides that every year the priority for the use of village funds changes, let alone the program, the activities carried out in the village are only repeating the previous year's activities. This shows that they have not been able to adapt to changes because they do not have a program that is prepared to increase the institutional capacity and human resources for village development in Galesong Utara District.

### **CONCLUSION**

Based on research questions from the results of research and strengthening of village institutions in North Galesong District, Takalar Regency, South Sulawesi Province in meeting the minimum standards of human development analyzed using the concept of strengthening the institutional concept, it can be concluded: 1) human resource development that focuses on training, incentives, conditions employment and recruitment have not been carried out properly. From the training aspect, only 3 villages carried out training from 9 existing villages, from the incentive aspect only village officials received fixed income and allowances, while village cadres only received incentives and even then it was still below standard. From the aspect of workplace conditions, 7 villages are still standard, while 2 villages are in good category. Meanwhile, from the aspect of recruitment, it is in accordance



with existing regulations, 2) organizational strengthening which emphasizes the incentive system, utilization of personnel, leadership, organizational culture, communication and management structure has not been implemented properly. Of these dimensions, only the incentive system and management structure have been met. 3) Institutional reforms that focus on policies and policy reform have not yet been fully implemented. Supporting policies are guided by Law Number 6 of 2014 concerning Villages and all Ministerial Regulations as the domain of the law, and no policies have been made by the Village regarding the situation, conditions and needs of the village.

Thus, this study recommends a model of institutional strengthening based on human resources because resource development, organizational strengthening and institutional reform are not carried out as a feature of institutional strengthening based on human resources. Village institutions and activities are carried out with a bureaucratic pattern so that they have not been able to make development programs that are in accordance with village situations and conditions

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