

POLICY DYNAMICS OF VILLAGE APPARATUS CAPACITY BUILDING

T. Herry RACHMATSYAH¹, Harry NENOBAIS²

¹*Administration Science Study Program, University of Prof. Dr. Moestopo (Beragama), Jakarta*

²*Administration Science Study Program, University of Prof. Dr. Moestopo (Beragama), Jakarta*
herry.rachmatsyah@dsn.moestopo.ac.id

ABSTRACT

The village apparatus is the key to the implementation of good village governance. To ensure the quality of the village apparatus, the government has included a policy to increase the capacity of the village apparatus. By using a qualitative approach, this study aims to see the extent to which capacity building for village officials is running in the field and to see how it impacts efforts to realize good village governance. Based on the findings, several descriptions of policy challenges were obtained, including: the policies have not been implemented in full and well; policies have not been supported by an adequate budget; thematic training methods and patterns are still very limited; not yet optimal standardization and certification of facilitators, and efforts to strengthen the capacity of the village apparatus, which is still limited to the village government apparatus and has not yet been extended to members of other village institutions.

Keywords: apparatus, village government, management, capacity building

1. INTRODUCTION

The village, if viewed from a sociological and political perspective, has a very strong position. The number of 74,953 (seventy-four thousand nine hundred and fifty-three) villages indicates that most of the people live in rural areas. The role of the village apparatus as the spearhead of government that most touches the community is very important to be seen in depth, especially in terms of its capacity in managing village communities. According to Abdul Fatah et al. (2019) in their study on Analysis of Village Laws, all efforts in village regulation contained in the regulations aim to build village independence and welfare. In this case, village officials are expected to be able to encourage village regulations to be able to achieve independence and prosperity for the village community.

In the village government, the village apparatus becomes the driving force for the wheels of government in carrying out government functions. Village officials can be interpreted as village heads and village officials even more broadly. The village apparatus consists of the village secretariat, regional implementers and technical implementers. The village apparatus itself is tasked with assisting the village head in carrying out his duties and authorities. By regulation, minimum education has been regulated for villages and village officials. Education requirements only guarantee formal education qualifications, but to answer the need to create good governance at the village government level, other qualifications are needed.

With the increasingly massive community demands for good village government management, the capacity of qualified village apparatus human resources is a must. According to Sumarsono (2003) human resources are services or work efforts that can be provided in the production process. In this case, it describes the quality of the effort made by someone in a certain time to produce a certain service. To obtain good quality, it is necessary to increase the capacity of these human resources.

Basically, the development of the human resources capacity of the village apparatus is an effort made to realize good governance. In general, capacity building can be interpreted as a process of building the capacity of individuals, groups, or organizations. In addition, capacity building can be interpreted as an effort to strengthen the capacity of individuals and organizations which is reflected through the development of abilities, skills, potential and talents as well as mastery of competencies so that individuals, groups, or organizations can survive and be able to overcome the challenges of changes that occur quickly and unexpectedly.

According to Milen (2014), capacity building is a continuous and continuous process of individuals, organizations, or institutions. While Brown et al. (2001) explains that capacity building is a process that can improve the ability of a person, an organization, or a system to achieve the goals to be achieved. Darwanis et al. (2015) stated that increasing the apparatus' understanding of the principles of good governance will be achieved through capacity building of government officials in a region by the regional government itself. Shobaruddin (2018) stated that "determinants of capacity building of government institutions can be grouped into five dimensions, 1) the action of environment, 2) public sector institutional contexts, 3) task network, and 4) organizations, and 5) human resource. According to Grindle (1997) and Anggradewi & Haryanto (2014), capacity development is an effort aimed at developing various strategies to improve the efficiency, effectiveness, and accountability of government

performance. What is stated by Milen (2014), Brown et al. (2001), and Grindle (1997) illustrate that increasing human resource capacity is closely related to the process of developing or achieving organizational goals. This is also in line with what Keban (2015) stated, that capacity building contains efforts to improve the quality of human resources, encourage organizations to function better, and change the environmental context that organizations and individuals need in order to function well. In the context of village government, this shows that increasing the capacity of the village apparatus is the key for the implementation of better village government governance.

Based on the initial observations of researchers in the field, it is still common to encounter problems related to the ability of the apparatus in managing village government. One of the problems that are often faced is the lack of knowledge of village government administrators in understanding all existing regulations. This study aims to see the extent to which capacity building for village officials is running in the field and to see how it impacts efforts to realize good village government.

Considering that in discussing the implementation of policies to increase the capacity of village officials, it is very complex, this research limits the policies taken by the Directorate General of Village Government Development in realizing an advanced, independent, and prosperous village government.

2. METHOD

This study uses the constructivism paradigm with a qualitative approach. This study seeks to combine knowledge that does not only come from experience with facts but is the result of careful construction of the subject's thinking. The research design itself uses a phenomenological approach, namely the implementation of the policies of the Directorate General of Village Government Development. The data sources are observational data originating from the Directorate General of Village Government Development and from other sources. To explore the existing data, it takes informants who have direct relevance to the topics discussed. The informants included 16 informants who represented the leadership elements in the Directorate General of Village Government Development *casu quo* the Directorate of Facilitation of Village Apparatus Capacity Development, elements of higher education academics, elements of practitioners, elements of the regional government and elements of the village government.

3. RESULTS AND DISCUSSION

The policy for increasing the capacity of the village apparatus has so far been contained in the policy on the pattern of developing the capacity of the village apparatus or the so-called Strategic Master Plan for Capacity Building for Village Apparatus developed by the Directorate General of Village Administration. The plan was prepared as an effort to ensure the achievement of goals and targets that have been prepared by the Directorate General of Village Government Development. Through this policy, increasing the capacity of village officials is not only through training using classical methods, but also increasing the capacity of village government technical coaches and the Village Apparatus Independent Learning Process. Based on the results of data collection that has been carried out, it can be obtained notes of results and important discussions as follows:

1) Support of Budget and Time of Policy Implementation

The village apparatus training held in 2015 cannot be continued as massively as it has ever been, this is because budget support is no longer available. *Deconcentration* funds to the province are no longer possible, given the optimization of the budget, which is a government policy. The change in post-2015 budget support made capacity building for village apparatus with village apparatus training no longer carried out. The local government also does not have the ability to organize such training by involving a large number of participants. So that in 2016 until now the capacity building of village apparatus in the form of village apparatus training supported by *deconcentration* funds, is no longer found. This position should make the government take concrete initiatives, namely by changing the system approach to the policy implementation model from the top-down approach to the implementation model proposed by George Edward III, which is called the dynamic model. This factor is considered suitable in dealing with extreme and rapid changes. Because this implementation model also considers all other factors or indicators that are also dynamic so that this implementation model follows the situation at hand. In a situation where budgetary support is no longer possible to support the implementation of capacity building for village apparatus, it is necessary to make changes that require training patterns that were previously only the responsibility of the central government but also involve the provincial government, district/city governments and even villages. The implementation of policies that prioritize independent and thematic learning will make the challenges of budget constraints overcome, but the central government is still obliged to set training standards so that the measurement of training results and outputs can still be carried out properly.

2) Training Implementation Method Support

The pattern of implementation of training is tiered by preparing trainers at the central, regional level and then training at the village level and sub-district officials. In addition, the method that is run uses an in-class training

pattern or can be called a classical pattern. This method requires the participants to be present in person, in a classroom where each class is filled with a maximum of 30-40 participants and is escorted by 1 group of facilitators containing 3 people. Each facilitator explained certain topics according to the topic distribution during the trainer consolidation meeting which was held the day before the training. The trainers will carry out the steps or lesson plans that have been contained in the modules used.

Discussion, role play, atmosphere building, and practice is part of the training. If you look at the training that has been carried out, the method used is the same method for all of Indonesia. Uniformity in determining policies related to the methods used in training village apparatus has only been successful in some areas, especially in Java and Bali, but if you look at the results of the pre-test and post-test, the lowest average score is in the East Indonesia region. According to the Head of Sub-Directorate Region IV, Mrs. Ratna Adriani, using the usual methods and approaches for the Papua and West Papua regions will be very difficult to produce the expected output. As it is known that Indonesia has different regions. This difference can be seen from the characteristics of the region, culture and culture, human resources, facilities, and other things. Departing from this difference, making uniformity in the training approach method for all of Indonesia is not appropriate. For example, in eastern Indonesia, the Human Development Index (HDI) data has a low value when compared to other regions. As it is known that HDI is an indicator that assesses the growth rate of human resources in an area in a certain period. The higher the HDI, the better the growth of human resources in an area, and vice versa, if the HDI value is low, it reflects the poor growth of human resources in the area. Based on this indicator, we can see that the HDI in eastern Indonesia is still low. Therefore, the training approach to be applied must be different. The capture power of participants, namely village and sub-district officials in Papua, will be different from participants from Central Java. That is why the approach method must be made different according to the characteristics of each region.

According to the Head of the Section for Region IVB, Anindito Wibisono, said that: "...the usual patterns and methods for training in Papua and West Papua will be less successful..." The face-to-face method with in-class style will not produce training outputs in Papua and West Papua. Realizing this situation, the Directorate took the initiative to adopt different approaches and methods. Based on the results of the evaluation of these problems, publications or visualizations of the modules were compiled. The publication/visualization in question is making a 2-dimensional cartoon display using typical local people, local dialects/languages, and local communication patterns. For the substance that is raised according to the values that have been stated in the module. After going through a longer discussion and deepening, a visualization was compiled. In practice, this visualization is conveyed to participants between training subjects, because the delivery or viewing of visualizations is not included in the lesson plan of the training module.

The implementation of this visualization is a powerful way to formulate the right approach for each region in Indonesia. Of course, the determination of this approach must be based on an in-depth and precise study. Speaking of studies, up to now the Directorate General of Village Government Development has not yet established cooperation with institutions or study bodies to carry out or formulate policies related to village government, including the appropriate approach method for each region. This study can also be used as an academic responsibility regarding the determination of a suitable training approach or method for regional characteristics in Indonesia.

3) Training Modul Support

In the implementation of training, the most crucial supporting equipment is the module. Until now, the existing training modules only contain 4 basic knowledge for village and sub-district officials as technical advisors for village administration as it is known that each region in Indonesia has different needs for knowledge related to village governance. Departing from this, it will be a waste of time and energy if the training carried out teaches something that is basically already known by the participants in depth. For example, when it comes to the areas of Java and Bali, training in basic knowledge such as administering village government, establishing village regulations or legal products in the village, managing village finances and assets, and holding village development consultations, is no longer a basic need. This situation is because most of the village apparatus in Java and Bali have understood these 4 things. The existing need is to understand more detailed and detailed knowledge related to additional knowledge that can support the implementation of village governance.

Detailed and need-based modules will be more to ensure training with a specific or thematic theme, the preparation of thematic modules is mandatory. Such as modules on community empowerment, *Siskeudes*, *Sipades*, *BUMDes* and many more. It is hoped that the hall as a representative of the Directorate General of Village Government Development in the region can be maximized for in-depth thematic training. In fact, up to now, the training carried out is only general in nature and has not addressed more specific issues. The preparation of thematic modules aims to answer the need for more in-depth knowledge of one issue so that for one theme participants can better understand because it is discussed in depth and in a long training duration. Technically, thematic training is a special

capacity by village government officials related to development sectors, for example capacity in the fields of health, education, economic development, agriculture, fisheries, livestock, plantations, and other technical capabilities needed by village officials to able to manage and assist the village optimally. This includes specific skills in technical fields related to general areas in the administration of village governance. In the type of capacity discussed, the thematic capacity which is reflected through the arrangement of thematic modules is in the second type of capacity called thematic/specific capacity, namely technical capabilities in certain fields that affect and/or support the overall performance of the organization. Determining the need for thematic modules will of course be very diverse and of many types, so it should be like the determination of training methods or approaches, it is necessary to have an in-depth study basis to formulate existing needs. Of course, this formulation must involve various parties who act as stakeholders in training. In the future, the role of the *Balai* in organizing training with thematic modules will be expected to be able to answer more substantial regional needs.

4) Training Standardization Effort

To increase the capacity of the village apparatus the preparation of human resources will be very important. This is because human resources is the subject or actor that will determine the success of achieving the objectives of the village administration itself. Competency-based human resources development is one model that can provide results in accordance with the goals and objectives of human resources development based on established performance standards. In training, standards related to human resources involved in training will be important. The quality of these human resources must be guaranteed, so there is a need for determination and certification which is a standard in the implementation of training.

The training carried out do not yet have standards recognized by special institutions, especially training carried out at the beginning of the formation of the Directorate General of Village Government Development. That all human resources involved in the implementation of the training, such as the organizing committee, class officers, and especially the trainers/facilitators, have not yet received recognition of their skills and feasibility in carrying out the training. The only basis is the internal standard created by the Standards Sub-Directorate. The standard only contains technical matters such as the number of trainers and participants in one class, the abilities of the trainers, facilities, and other technical matters. The standards made have not yet entered a more substantial and clearly measurable realm, such as the ability of trainers/facilitators in planning training, implementing the teaching and learning process in the classroom, making learning steps and implementing existing learning steps.

In fact, the training carried out does not yet have a clear standard as referred to above. In fact, there are provisions for competency standards related to facilitators/trainers that have been set by the Ministry of Manpower. This standard is called the Indonesian National Work Competency Standard, which is a formulation of work ability that includes aspects of knowledge, skills, and/or expertise as well as work attitudes that are relevant to the implementation of the duties and job requirements specified. This standard was developed in consultation with the institution or related users, to ensure the suitability of needs in the workplace. This standard is also used primarily for designing and implementing training, conducting an assessment (assessment) of training outputs, as well as assessing the current level of skills and expertise possessed by a person including trainers/facilitators. Clear standards and standardization of the training held is a quality assurance step.

National Professional Certification Agency through the Professional Certification Institute supported by the government, professional associations, professional education and training institutions and the community in the field of manpower are increasingly developing in improving the implementation of workforce competency certification in each sector. This has a positive impact by increasing the competitiveness and productivity of the workforce. To measure the competence of the human resources involved in the training, especially those who will serve as facilitators/trainers, it is necessary to measure the capabilities of each of these trainers. In 2017, the Directorate General of Village Government Development carried out training on trainer certification. The training held is by getting more into how the trainer plans, implements, and evaluates the training. At the end of the training session there will be a test carried out by Professional Certification Institute, in addition to a knowledge test, a skill test is also carried out in determining topics, preparing training plans/lesson plans, making training materials and carrying out the training process using public speaking skills and combined with skills in mastering class and audience.

Until 2021, trainer certification training was only carried out 2 times, namely in 2017 and 2018, and even then, only involved 120-140 participants for each training implementation. of all participants who took part in the training, only 30% of participants took the professional certification exam, of course this was due to the costs that had to be incurred to obtain the certification, which was different from the recognized training. The absence of budget support from the Directorate General of Village Administration has resulted in a low percentage of training participants participating in training certification. It is surely a question, if the Directorate General of Village Administration wants an increase in the quality of the existing trainers, then technical matters such as financial support need to be

taken seriously. Because it is hoped that there will be certification for trainers, the quality of the trainers who will serve in the training will be guaranteed.

In addition to facilitators/trainers who must obtain standardization through certification, training providers, namely the Sub-Directorate, should also obtain certification so that they are recognized as standardized and recognized training providers. With this certification, it will directly reduce training errors, increase productivity, commitment to quality, and have competitiveness against training providers in other sectors. However, so far there has been no attempt to do so. Of course, this is part of the policy that has not been fully implemented. Besides that, training modules should also be standardized so that existing modules can be used by local governments.

In the implementation of the training, many other parties or institutions also carry out similar training. It is surely a good thing, but the existing training institutions have not been clearly regulated so that it is often found that training institutions carry out training but with non-standardized methods and using modules that are not from the Directorate General of Village Administration. This situation is even more complicated because many training institutions collect fees for each participant from the village budget. To bring order and prevent the worst possibility, it is necessary to standardize training providers, especially related to village government training. After that, the application of standards for training institutions can be applied. So that later the training institution that will carry out the training will use standardized and certified trainers and modules.

5) Organization Reinforcement Effort

In the administration of village government, village institutions or supra-village institutions that are directly related and have linkages, it is necessary to strengthen institutions and organizations so that the tasks and functions of the existing organizations can still be optimal. One form of strengthening carried out is strengthening human resources. In the previous explanation, the strengthening of human resources only revolves around the village and sub-district government apparatus. But village government administrators have the role of other institutions and organizations such as *PKK*, youth organizations, farmers' groups, Village Consultative Body, *BUMdes* and other organizations. Due to the close relationship with the village government, the capacity of human resources within the institution or organization needs to be considered. When it comes to increasing the capacity for members of this design institution, it has not received enough attention. For example, training for Village Consultative Body members has not been included in the priority activities even though it carries out a check and balance function to the village government. As an institution that carries a large mandate, of course, the quality of their knowledge must continue to be improved, especially regarding the administration of village government and regulations related to it. In addition to Village Consultative Body, there are village government partners who need assistance and improve the quality of knowledge, there are *Rukun Tetangga/Rukun Warga*, youth organizations, *PKK*, and others who until now have not received good treatment.

As a form of effort that must be carried out is to develop thematic modules related to increasing the capacity of members of the village institution. Apart from the human resources side, institutional strengthening can also be viewed in terms of future steps regarding the status of these members. For example, in responding to the challenges of the sub-district apparatus, a certain functional status was introduced. This has been conveyed in various forums. This discourse certainly brings fresh air to the sub-district apparatus in the middle of the desert of emptiness experienced in the implementation of village government. Starting from the absence of adequate budget support related to technical guidance of village government because the location of the villages to be facilitated is very far away with difficult terrain to the threat of changing tasks which often haunts them. For this reason, a dual functional position was initiated that could be occupied by the sub-district apparatus who carried out the function. Then the discourse was followed with the intention that it would change its status to a central employee who was seconded in the region.

Ideally, if the discourse is implemented, the function will be stronger, with its status as a central employee who is placed in the region and has dual functional positions, it is hoped that work in facilitating village government will be more optimal.

4. CONCLUSION

Based on the description of the results of the research and discussion, it can be concluded that several important notes describe how the implementation of the policy to increase the capacity of the village apparatus has been running:

1. There is still not strong budget and method support. In fact, the process of implementing the policy to increase the capacity of the village apparatus that has been implemented must be adjusted again due to obstacles in budget support. In addition, the pattern and method of the training approach carried out still uses a uniform or the same method, this is of course acceptable at the beginning of the implementation due to time constraints, but for

the second year onwards these patterns and methods need to get changes and adjustments.

2. The policies contained in the Strategic Master Plan for Capacity Building for Village Apparatus have not been implemented completely and well. Even though it is known that the plan is a roadmap that outlines the methods and objectives and even the division of responsibilities as to who does what. Until 2021 its implementation is still very weak. Besides that, with the limitations in increasing the capacity of the village apparatus, there is a policy change to carry out training to increase the capacity of the sub-district apparatus as a Village Government Technical Supervisor. This shift is of course due to budget constraints but is also very rational because the number of sub-district officials is certainly less than the number of villages. The simple logic is that if the sub-district apparatus acting as Village Government Technical Supervisor has good capacity, they can indirectly direct and guide village officials in the implementation of village governance.
3. The pattern of training that presents thematic themes is still very limited, while this is a necessary step because many village officials no longer really need capacity building in the 4 main areas but rather need more specific and thematic topics. This desire has also not been optimized through the support of thematic modules that have been carefully prepared.
4. The not yet optimal standardization and certification for facilitators/trainers and training providers has become a reality. Meanwhile standardization and certification an important process in increasing the capacity of the apparatus, especially to ensure the quality assurance of outputs resulting from the policy.
5. Efforts in strengthening the capacity of the village apparatus only dwell on the village government apparatus, not paying attention to village institutions which are partners of the village government in the process of administering village governance. Currently, increasing the capacity of members of village institutions has not become a priority. An example is capacity building for Village Consultative Body members who are direct partners of the village government. Whereas the Village Consultative Body carries out a control function over the village administration. This is due to the absence of modules and training models that suit these needs.
6. There are many regulations governing villages today, where each ministry involved in village development issues regulations in accordance with their respective authorities. In the village apparatus training that was carried out, the existing regulations were also discussed, of course, specifically for regulations issued by the Ministry of Home Affairs. However, regulations issued by other ministries have not been discussed in depth.
7. The Village Apparatus Independent Learning Process is not yet optimal, which also mandates a separate portion in providing an understanding of the village apparatus and sub-district apparatus related to regulations governing the administration of village governance. This has not been able to run optimally and well because the instrument has not been prepared properly.

Based on the important notes above, it is hoped that in the future efforts to increase the capacity of the village apparatus with all the components in it must be carried out in accordance with and in line with a structured and good basic design as stated in the Strategic Master Plan for Increasing Village Apparatus Capacity document.

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