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### THE STUDY OF THE HUMAN RESOURCES AND GOOD GOVERNANCE

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#### Abstract

This study aims to discuss the human resource crisis, namely efforts to overcome the decrease in the number of officers, decreasing competence, improving the performance of operational officers and maintenance of irrigation networks, organizational governance, and irrigation services to the community. The object of this research is UPTD Irrigation Department and Spatial Planning Probolinggo District. The research method used is qualitative design with case study approach. The result of the research shows the efforts can be done in facing the human resource crisis by holding recruitment of freelance, increasing cooperation and communication with P3A / GP3A, maximizing the performance of officers by means of duplicate system, and conducting training / technical guidance irrigation. Organizational governance in UPTD Irrigation Probolinggo PUPR Office can be said a quite good company even with all the limitations. This is evidenced by the presence of 7 UPTD Irrigation in Probolinggo District and the establishment of Irrigation Commission of Probolinggo District. Irrigation services run in accordance with the principles of good organizational governance, namely the existence of transparency, justice in water distribution, participation and responsiveness. However, there has been no accountability report on the performance of PPA and UPTD every month to PUPR Probolinggo District.

#### Introduction

Public Works Department and Spatial Planning Probolinggo District is a technical service that have a vision of the realization a reliable Public Works and Spatial Planning infrastructure in Probolinggo reGENCY to support the improvement of People's Welfare towards environmental independence in 2018. In daily activities, PUPR Service is assisted by UPTD Irrigation. UPTD is directly responsible to the Head of Department of Public Works and Spatial Planning Probolinggo District. PUPR Probolinggo has 7 areas of UPTD Irrigation namely Paiton Region, Besuki, Krejengan, Pekalen, Gending, Dringu and Sumberasih. UPTD Irrigation is the executing element of some technical operational and maintenance activities in the region that has the main task of providing direct services to the community in the form of irrigation water distribution and distribution service. This activity is a daily routine service form of government to the community, so it requires a competent and sufficient institutional device, equipment and human resources.

Based on the results of preliminary interviews with the Head of Spatial Planning PUPR Probolinggo district, before the reform, in 1998, the number of officers available in the field are very enough in accordance with the guidelines of operation and maintenance. The competence of operational and maintenance officers consisting of the Head of UPTD, irrigation workers, Water Supply Officers, and Dam Operators at that time was very good. Operational and maintenance workers can make timely and accurate reports of debit and plant data on the basis of field conditions. Officers are able to distribute and provide a well irrigation water, clean and a well-functioning irrigation networks and a well-maintained irrigation network assets.

After the reform era, based on employment data, the number of operational and maintenance officers at Probolinggo District PUPR Office have decreased from year to year. Based on the analysis of operational and maintenance officers need, the current requirement of officers is 431 people while the available is 129 people. So the ratio of operational and maintenance officers PUPR Probolinggo currently is 1: 4 (existing officers: the need for officers normatively). This condition is exacerbated by the lack of technical training on the operation and maintenance of irrigation networks and the presence of officers from other regional apparatus organizations who do not understand at all about technical operation and maintenance.

Decrease in the number of workers and decrease in competence have an impact on the decrease of operational and maintenance officers' performance in the field. Indicator of performance degradation that happened at PUPR



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of Probolinggo Regency is the implementation of operation and maintenance of irrigation network is not running optimally, lack of maintenance of irrigation network causing high maintenance cost, loss of water supply, poor quality of water debit and crop reporting. If this does not get serious attention from the government it will likely have an impact on good governance and service to the community. According to Sofyan (2012), the low performance of operational and maintenance officers of irrigation networks in irrigation areas is due to limited knowledge of irrigation, limited budgetary costs from the government, limited irrigation observers, and wet land conversion. Decline in performance due to the impact of shortage of officers and the decline in the competence of these officers became the current strategic issue.

From the above explanation, it is necessary to conduct in-depth study on human resource crisis that is efforts to overcome the decrease of number of officers, decrease of competence, effort to improve the performance of operational officer and maintenance of irrigation network, organizational governance, and irrigation service to society. The formulation of the problem in this research is:

1. How is the solution to overcome the shortage of operational and maintenance officer at UPTD Irrigation and Spatial Planning Probolinggo District?
2. How is the solution to overcome the decrease of competence of operational and maintenance officer at UPTD Irrigation and Spatial Planning Probolinggo District?
3. How is the solution to improve officer performance on UPTD Irrigation and Spatial Planning Probolinggo District?
4. How is the organization of good governance on UPTD Irrigation and Spatial Planning Probolinggo district?
5. How is the development of irrigation service strategy to the community to keep it running optimally?

### Literature Review

#### Operation and Maintenance of Irrigation Network

According to the Minister of Public Works and Spatial Planning of the Republic of Indonesia No. 12 / PRT / M / 2015 on the Exploitation and Maintenance of Irrigation Networks, Irrigation Network Operation is an effort to regulate irrigation water and its disposal, including activities to open the door of irrigation building, to arrange planting plan, to set up group system, to plan water distribution, building, collecting data, monitoring, and evaluating. Irrigation Network Maintenance is an effort to maintain and secure the irrigation network in order to always function well in order to facilitate the implementation of irrigation network operation and maintain its sustainability.

#### Recruitment

Sutrisno in (Mulyadi, 2014: 45) argues that recruitment is a process of finding, conducting, finding and attracting applicants to be employed in an organization.

#### Competency

According to Spencer in (Moheriono, 2014) a competency is an underlying characteristic of an individual that is causally related to criterion referenced effective and or superior performance in a job or situation. Competency in each person consists of:

1. Knowledge
2. Skill
3. attitude

#### Training

Noe (2010: 351) states that training refers to a planned effort by a company to facilitate the learning of employees about job-related competencies. These competencies include knowledge, skills or behaviors are critical to the success of a company's performance. Components of training and development according to Mangkunegara (2009: 51), namely:

1. The objectives and targets of training and development should be clear and measurable.
2. The trainers must be qualified and professionals.
3. Training and development materials must be in accordance with the objectives to be achieved



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4. Training and development methods should be tailored to the level of competence of the participating employees.
5. Training and development participants must meet the specified other requirements.

### Performance

Andrew F. Sikula in Malayu S.P. Hasibuan (2001: 87) states that Performance is a work done by a person in carrying out tasks assigned to him based on skills, experience and sincerity. Factors that affect performance according to Davis (1964: 484) in (Anwar Prabu Mangkunegara, 2013: 67) are Factor ability and motivation factor. This is in accordance with the opinion of Keith Davis, (1964: 484) who formulates that:

1. Human Performance = ability + motivation
2. Motivation = attitude + situation
3. Ability = knowledge + skill

### Good Governance

Kooiman (1993) states that good governance is a series of socio-political interaction process between government and society in various fields related to public interest and government intervention on those interests. Meanwhile, the State Administration Institution (2000) provides a good governance understanding of solid and responsible state administration, efficient and effective by maintaining a constructive interaction between the domains of the state, the private sector, and society. According to the United Nations Development Program (1997) the principles developed in good governance include Participation, rule of law, transparency, Responsiveness, Consensus Orientation, Equity, Effectiveness and Efficiency, Accountability, Strategic Vision, (Interrelated).

### Methodology Research

The research method used is qualitative design with case study approach. Sugiyono (2016: 24) states that qualitative research methods can be interpreted as a research method based on postpositivism philosophy, used to examine the condition of natural objects where the researchers as a key instrument, data collection techniques performed in triangulation, data analysis is inductive and qualitative research results more emphasis on the meaning of the generalization.

Creswell (2009) states that case studies are one type of qualitative research, researchers are exploring deeply into programs, events, processes, and activities against one or more people. A case is bound by time and activity and the researcher collects data in detail using various data collection procedures and in a continuous time.

The object of this research is UPTD at the Public Works service and Spatial Planning Probolinggo District. The main informants selected as the source of the information in this study are:

1. Head of Public Works Service and Spatial Planning Probolinggo District
2. Widyaiswara of East Java Province
3. Head of UPTD Irrigation Dringung Area
4. Irrigation worker of kraksa area

The method used in sampling in this research is triangulation. Triangulation is various technique of collecting data simultaneously. Some data collection techniques used by the researcher are semi-structure interview, observation in UPTD, documentation of the research result, and audio visual material method. Validity of data in this study is checking data from various sources in various ways and checking data obtained by researchers to the data giver.

### Results and Discussion

From the interviews with informants namely Head of Public Works Service and Spatial Planning Probolinggo District, Widyaiswara of East Java Province, Head of UPTD Irrigation Dringung Area, and Irrigation worker of kraksa area in order to overcome the human resource crisis such as the declining the number of operational and maintenance officers, the researcher is obtained data and interesting findings related to efforts in overcoming the human resource crisis as follows:





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**1. The solution to overcome the decreasing number of operational and maintenance officer**

The decline in the number of operational and maintenance officers requires immediate efforts. There are two ways: short-term and long-term solutions. The short-term solutions can be by maximize the role of existing operational and maintenance workers by doing working together. This activity in addition is not only to addressing the shortage of the number of officers in the field but also to generate work motivation of officers. With the principle of “gotongroyong”, the operation and maintenance work will be completed more quickly. Secondly is maximizing the role of field officers in the dual system. Third is the improvement of coordination and cooperation with the association of water user famer.

Fourth is improving the work facilities such as procurement of three-wheeled vehicles, motorcycles, etc. Working facilities can accelerate and facilitate the operation and maintenance work in the field. Fifth is recruiting freelance daily workers. In Probolinggo district the most possible procurement is by recruiting freelance daily workers. The central government has not revoked the employee moratorium policy enacted since 2015 which will expire in 2020. This employee moratorium policy has not been revoked since the ratio of direct expenditure and indirect spending in Probolinggo District is currently 4: 6. Moratorium also called morari (latin) or delaying a legal authorization certain obligations up to the time limit specified. The implementation of this moratorium aims to give space to the government in evaluating the effectiveness of the number and performance of civil servants.

**2. The solution to overcome the decrease of competence of operational and maintenance officer at UPTD Irrigation and Spatial Planning Probolinggo District.**

Since the Reformation era on 1998 up to now, the technical training on irrigation activities has been rare. Recorded since 1998, only three times the existence of technical training activities on irrigation were implemented in 2006, 2007 and 2018. This is one of the triggers of the declining in the competence of the workers. This decreasing of competence needs to get serious attention from the government through several efforts such as optimizing meeting or 10 day meeting in UPTD office. Reporting system of plant condition and discharge of irrigation channel from irrigation worker to UPTD and UPTD to PUPR in East Java is carried out every 10 daily. The purpose of this meeting is to determine the relative factor of polowijo (FPR) as the basis for the distribution and the provision of water in the field, the discussion of all the problems in the field and the means of evaluating the activity 10 days ago and the next 10 days. Through the 10 days meeting activities the officers can share experiences, problems and find the solution together. In addition, there should be a checking activity of 10 daily reports by the department or field inspection which is sudden or not. Inspection activities serve as a means to do knowledge sharing as well as a communication tool in the completion of all operations and maintenance issues in the field. This is in line with the findings of Muhammad et al (2014) in Medan Krio who found that the low maintenance performance of irrigation physical networks either by irrigation field officers Medan Krio and local communities are should inspection irrigation networks routinely done for 7 days to know the condition of an irrigation network expected by this inspection and condition of damaged irrigation building can be handled immediately and repaired.

The last is about improving the competence of officers is the procurement of technical guidance / training on irrigation. If it refers to the implementation of training before the reform era, the duration of the training is ideally ranged from 2 to 3 months. The training also includes a one-month field practice. While technical guidance ranges from 7 to 14 days. However, the long-time technical / training guidance activities are currently not possible because the availability of the implementing officers is lack in the field. So when the officers attended the old training then the work in the field there is no one can handle. So the training that allows at this time is a short course with a duration of no longer than 7 days. Technical guidance or technical training activities can run optimally by using the widyaiswara that already have TOT certificate (training of trainer), understand the main duty and function of operational and maintenance officer and has experience in field of operation and maintenance of irrigation network. The implementing officers who are required to attend the training are the Head of UPTD / supervisor of irrigation progress, Irrigation worker, Water Supply Officer, Operation Officer and UPTD Office Staff. The best training method is combine the 3 teaching methods that are theory or discussion, learning process in the classroom, and the field practice.



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### 3. The solution to improve officer performance on UPTD Irrigation and Spatial Planning Probolinggo District.

Efforts to improve officer performance can be done by using two ways, namely formal and non-formal. For formal ways can be done with additional employee benefits or in Indonesia called with TPP. Provision of additional income has been mandated in Government Regulation Number 58 Year 2005 regarding Regional Financial Management and Permendagri Number 13 of 2006 which is renewed by Regulation of the Minister of Domestic Affairs Number 59 Year 2007 concerning Guidelines on Regional Financial Management namely Article 39 stated that "Local Government can provide additional income to regional civil servants based on objective considerations with due regard to the financial capacity of the regions in accordance with the provisions of legislation". The additional income criteria are in the form of additional income based on workload, place of work, working conditions, professional scarcity, work performance, and / or other objective considerations. Second, the improvement of work facilities other than those mentioned above can also be in the form of procurement of security equipment such as buoys, dummies, gloves, rubber shoes, procurement of lawn mowers, motorcycles, tricycles and a house.

Third is the provision of rewards to the workers. The rewards are all income in the form of money, goods directly or indirectly earned by employees in return for services provided to the company (Hasibuan, 2007). Fourth is the creation of work plans and performance accountability reports every month. This performance accountability report is intended to facilitate the implementation of monitoring and evaluation of PPA, POB, Irrigation workers and supervisors/heads of UPTD. In addition to preparing performance accountability reports, it is also necessary to improve the field inspection by the agency as a means for motivation of operational and maintenance officers. Thus if the motivation increases, the performance of officers will also increase. This is confirmed by Davis (1964: 484) in (Mangkunegara, 2013: 67) that factors affecting performance include ability and motivation factors. Sixth, is the addition of daily personnel off (recruitment of employees). However, recruitment of these employees also needs to be followed up with technical training / guidance activities.

Seventh is the procurement of technical guidance / training. Training refers to the effort planned by a company to facilitate the learning of employees about job-related competencies. These competencies include knowledge, skills or behaviors that are critical to the success of a company's performance (Noe, 2010: 351). The relationship between employee competence and performance is very close and important, the relevance is strong and accurate, even if the employee wants to improve his performance should have the competence in accordance with his job assignment (Spencer in Moeheriono, 2014). The last is monitoring and evaluation of PPA level workers, and irrigation workers. Worker monitoring and evaluation can be conducted at UPTD, Regency, Provincial or National level. This activity consists of several categories of competitions, namely categories of PPA, POB, irrigation worker and supervisor/Head of UPTD. This activity is also a forum for doing a knowledge sharing.

For informal ways, performance enhancement can be done with a mental approach that is through a familial approach, giving incentives and vacation for the workers. Some efforts to improve the performance above, in line with the results of research conducted by Susanti (2016) that there are four factors that affect operational performance and maintenance of Irrigation Network in Sungai Penuh City. Factor consists of four factors namely: a. Factor of Work Method and Environment b. Human Resource Factor c. P3A Factor d. Cost and Equipment Factors.

### 4. The organization of good governance on UPTD Irrigation and Spatial Planning Probolinggo district

From the indicators obtained, researchers can make the conclusion that organizational governance at UPTD Irrigation Probolinggo PUPR Service District can be a quite good even with all the limitations of shortage of personnel and decreased worker competence. This is evidenced by the presence of 7 areas of UPTD Irrigation in Probolinggo District. The division of UPTD area is in accordance with Appendix II of PUPR RI's Ministerial Regulation no. 12 year 2015 on Exploitation and Maintenance of Irrigation Network that 1 (one) UPTD has work area of 5000-7500 ha. Although seen by the total amount of energy, it becomes not ideal with the needs. In the year 2017 published Regulation of the Minister of Home Affairs of the Republic of Indonesia No. 12 of 2017 on Guidelines for the Establishment and Classification of Branch Office and Technical Implementation



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Unit of the Region. This regulation implies the effectiveness of regional apparatus organizations. The strategic issue is currently developing in the incorporation of 7 UPTD into one UPTD.

In the implementation of field activities, several principles of good governance have been implemented. One of them is responsiveness. This is evidenced by the responsiveness of workers in the face of floods and drought. Secondly, the principle of equity has been used in the distribution and delivery of water. There is no partiality to who is strong and who is weak. The next principle used transparency. This openness in the water distribution is contained in the maintenance boards that exist on each weir, the point of the irrigation network nodes or in each building for tapping. Farmers can read this information at any time in the field. However, the principle of accountability has not been fully implemented in Probolinggo District. Accountability here is an accountability report of the performance of the operational and maintenance. The report contains the operations and maintenance of irrigation networks of field officers for a month.

After the Reformation era until now the reporting activity have not been done anymore. Organizational governance in UPTD is also supported by the establishment of District Irrigation Commission. Based on PUPR No. 17 year 2015 on Irrigation Commission, Regency Irrigation Commission is coordination and communication institution between representatives of regency/city government, representatives of irrigation area water user farmer association and irrigation network user representative at regency/city. The irrigation commission of Probolinggo District has been established since 2009 and has a secretariat office.

### 5. The development of irrigation service strategy to the community to keep it running optimally

The irrigation service is currently running well despite all the limitations. Evidence of irrigation services runs quite well amongst them there is no rice field that is not planted. However, it is necessary to develop a strategy of irrigation services. Some strategies that can be done, the first is the empowerment of farming communities such as the establishment of P3A, facilitation of P3A and the enhancement of cooperation with P3A / GP3A. In this activity, P3A / GP3A can be included in the participatory design and construction activities. In addition, increased cooperation with P3A / GP3A can be done in the operation and maintenance of irrigation networks. Second is the increase of irrigation commission activities. The irrigation commission can provide technical recommendations to regent related to the needs of personnel in the field and increased officer competence.

Third is the utilization of information technology such as mobile phones. Utilization of mobile phones in the implementation of tasks in this field is very important. One of them is to accelerate the delivery of daily debit and plant reports, sending survey results/track irrigation networks can facilitate communication in the field. Fourth is optimization of filling board operation. Operating boards must be filled regularly every 10 days. On each operation board can be listed mobile phones number that related to irrigation workers. Operating boards accompanied by mobile phone numbers. This irrigation worker allows for information disclosure and ease of communication. Fifth is maximizing the role of field officers in the dual system. PPA can act as interpreter or vice versa. Sixth is improving the responsiveness of officers in irrigation service. With the pickup system identification problems can be done from the beginning and immediately found the solution.

## Conclusion

The conclusion of this study is:

1. the right solution to overcome the shortage of operational and maintenance workers at UPTD Irrigation Public Works and Spatial Planning Probolinggo District can be done through two ways short-term and long-term solutions. The short-term solutions can be done with maximizing the role of existing operational and maintenance workers with a duplicate system, working together, improve coordination and cooperation with Water User Farmers Association (P3A).
2. The appropriate solution to overcome the decrease of competence of officer of operation and maintenance at UPTD Irrigation Public Works and Spatial Planning of Probolinggo Regency can be done by optimizing meeting or 10 day meeting in UPTD office, inspection field by service, and procurement of technical guidance/training on irrigation.
3. The solutions to improve performance of the workers at UPTD Irrigation Public Works and Spatial Planning Department Probolinggo can be done in two ways, namely formal and non-formal. Formally can be done





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with additional employee benefits (TPP), improvement of work facility, reward, work plan and performance accountability report every month, improvement of field inspection by service, procurement of technical guidance/training, and monitoring and evaluation. Informal improvement of performance can be done with mental approach that is through approach of kinship, giving incentive, and vacation for the workers.

4. Good governance at UPTD Irrigation Public Works Department and Spatial Planning Probolinggo District at this time can be said quite well despite the limitations of workers and decreased competence of workers. Evidence that good governance at UPTD in Probolinggo District there are 7 UPTD. Some good governance principles are responsiveness, equity, transparency and participation are well implemented. However, these workers have not made performance accountability reports as they were in the past. Organizational governance in the UPTD is also supported by the establishment of irrigation commission on Probolinggo District since 2009 which is a forum for coordination and communication between government, and community.
5. Irrigation service in UPTD Irrigation at this time has been running well even though with all limitations. However, there needs to be an empowerment of irrigation service strategy such as empowerment of farmer community such as P3A establishment, P3A facilitation, improvement of cooperation with P3A / GP3A, improvement of irrigation commissioning activity, utilization Information technology such as mobile phones, optimization of board filling, maximizing the role of executing officers in the field with duplicate system, and enhanced workers responsiveness in irrigation services

### Recommendation

The study of operational and maintenance officers at the UPTD of Public Work and Spatial Planning Office of Probolinggo District still has many limitations. So it opens up many opportunities for future researchers to carry out research with the same topic and object but with different methods. Qualitative research with this case study approach needs to be supported by quantitative research, to test the magnitude of the effect of the availability of personnel and the competence of officers on the performance, governance and irrigation services.

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