

Constructivism of Human Capacity Development Models

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Abstract

The idea of thinking about capacity development at this time, is a social construct that deliberately manufactured and developed for various purposes that began since 1950s and emerged in the late 1990s as an 'external reality is complex and objective'. Consistent with the results of the analysis, it appears that the construction of the apparatus built resource development involves a complex three relations, namely 1) Relation to the duties and internal rules, 2) Relation with skill, professionalism and competence, and 3) the relation with the outcome of development. In addition, the authorities have also been able to construct a principle to local governance both consisting of 6 (six) entity. In line with these results, the appreciation of the efforts to develop the capacity of the construction can be described as the human resource capacity metaperspective models.

Keywords: Capacity Building, professionalism, human capacity metaperspective models.

1. Introduction

In line with the enactment of Law No. 32 of 2004 on Regional Government, the organization of the system of government has changed from centralization to decentralization. The change has been assessed by many parties benefit and added value (value added) in several aspects, namely the political, cultural, economic and local administration. System through the government, there are many who believe that the welfare of local communities and the improvement of public services will be run in a more optimal and more effective.

Although the system of decentralization in Indonesia has been running for 13 years and able to add value, but many criticize, especially related to quality aspects of local resources. For Rondinelli (1981), the failure of the bureaucracy tends to be caused by several things, namely the strong commitment of the political culture of the nuances of a narrow, inadequate working personnel who are trained and skilled in local units; lack of financial resources to carry out the duties and responsibilities ; the reluctance to delegate authority, and lack of technological infrastructure and physical infrastructure to support the implementation of public service tasks.

In line with the context, the government's policy to reform the bureaucracy, especially to increase the capacity of organizations and personnel resources becomes very important. For Sarunadajang (2002), meaningful reform as a change without damaging (to change without destroying) or changes to maintain (to change while preserving) in this reform process is not a process of radical change and takes place in a relatively short period of time, but it is process changes planned and gradual.

In line with the government's efforts are needed to realize the professional personnel resources through education and training in a planned and systemic designed to improve the skills that are needed in the execution of their respective duties. Because the government has established various policies regarding professionalism apparatus, such as Law No. 43 of 1999 on Civil Servants, Government Regulation No. 41 Year 2007 on Guidelines for the regional organization; Government Regulation No. 101 of 2001 on training of civil servants; Government Regulation No. 30 Year 1980 jo 53 of 2010 on civil discipline; Government Regulation No. 46 of 2011 on Job Performance Assessment Civil Servant (PNS).

Although a variety of policies have been produced by the government to be able to realize the quality of the personnel resources professional, innovative and high quality, but in reality there are many officers who do not understand the organization's vision and mission of their agency, so the wheels do not fit with the organization running the rails. In addition, quite a number of officials who do not know about the duties and functions and their SOP. capability and expertise possessed by the local bureaucracy is still far from the standards of quality so that employee productivity is often assessed to be low, and on the other hand the attitude and apparatus tends to negative behaviors in performing a job task.

Bureaucratic institution which was originally formed to solve public problems, finally caught up to "bureau pathologies". This is due to the low capacity of personnel resources. Of 4,732,472 employees in Indonesia, the civil servants who have a high school education down as much as 41.30 percent, while the graduation diploma as much as 26.45 percent, 30.07 percent pass Undergraduate (S1), and graduating from master or doctoral degree (S2/S3) there are 2,18 percent (BKN, 2009). Apparently, the low educational qualification of civil servants is also followed by officers incompetence in handling tasks and functions in the field. In addition, there are many civil servants who are not optimally efficiency (under employment), and its performance is still low (under performance).

According Rohdewold (2004), resource issues concerning civil authorities five things, namely: 1) Lack of human resource management orientation; 2) Distribution of civil servants who are not in line with the distribution of work and functions of inter-governmental, inter-sectoral and inter-regional; 3) lack of orientation calculations on civil servants; 4) Lack of correlation between salary, duties, and responsibilities; 5) weak accountability system. Then according to BKN (2009), the issue regarding the quality of personnel resources 4 (four) things: 1) Polarization Civil Servant (PNS) Management Authority. 2) Excess Autonomy Daerah. 3) Spoil Practice Guidance System in Civil Servant (PNS), 4) Inconsistency Management Implementation of Civil Servant (PNS) Policy.

In line with the problem, then assess the capacity-building apparatus becomes very important. According to Thomson (1995), increased capacity building in developing countries will be able to affect a change in the culture of the people. Meanwhile, according to Jeremy Hall (2008), capacity development has a significant relationship with the local government improvement. Capacity building is often defined as a process to improve the ability of people through training development, organization and systems to achieve organizational objectives that have been set, so it can be used as a strategy to increase the professionalism and competence creation apparatus at the local level, especially in strengthening service delivery.

2. Research Methodology.

The purpose of this study, among other things: 1). Identify personnel understanding of the capacity of resource officers in local bureaucracy; 2). Understanding of the forces to identify good local governance principles. 3). Formulate an alternative model of capacity-building apparatus.

To achieve the research objectives, the research approach used is qualitative approach. According to Bog and Taylor, qualitative research is a research process that produces the data in the form of descriptive data is written / spoken of the subject and the object being observed / researched. Setting this study is the bureaucratic institutions of local authorities Bojonegoro District, East Java Province. Key informants in this study were 23 officers, which could represent all work units in local government, both at the secretariat institution, department, agency, or district office.

3. Conceptual Framework

According to Berry (1990); Rachel Smith, (2010); Maconick Roger, (2010), confirmed that the capacity-building will be tied to how much staff is able to demonstrate the real contribution to the development of personal, organizational and society. one of the fundamental problems faced by public organizations or the bureaucracy is limited professional resources unavailability.

For Richard Hall (1968), the professional perspective of the profession highly reflected in their attitudes and behavior, where there is a reciprocal relationship between attitudes and behavior professionalisme. This moment, the term or the idea of professionalism is no longer placed only as an ideological-utopian, but has become a praxis demands for environmental officials in the government bureaucracy.

Professional public bureaucracies are forces that have a performance in the efficient use of resources and effective in achieving the targets and goals of the various policies and programs. Professional apparatus also means being able to work well in accordance with the duties and functions and be able to produce effective performance and make the apparatus efficient. for high performing or have a professional attitude is influenced by a variety of things, among others: 1). how skills could be developed apparatus; 2). how knowledge can be enhanced apparatus; 3). how the system of organizations and organizational structure is formed that is able to provide access to self-actualization and innovation thrive officials; 4). how models of leadership and the bureaucracy; 5), how the remuneration system is designed to be able to motivate high performance of the apparatus.

One of the efforts to create a professional apparatus, the apparatus increased capability and capacity to be something that is most important. According to Wikipedia, Capability is the ability to perform actions. Ability comes from the word 'able' which can be linked to a task or job. According Miftah Toha (1983), is one of the elements of capability maturity, related to the knowledge and skills that can be gained from education, training or experience. Meanwhile, according to Moenir define work ability in relation to the state of a person who is an earnest, efficient and effective in order to carry out the work to produce something which is optimal.

Theoretically, one of the efforts to improve and develop human resources quality with a training program in a planned and systemic. According to William B. Werther, 1989; Swanson & Holton, 2001; Gary Desler, 2003), development of training may involve (1) needs assessment, (2) training and development objectives, (3) course content, (4) learning principles; (5) actual program, (6) skill knowledge abilities of works, and (7) evaluation.

Although individual capacity largely determines the formation of the quality and professionalism of officers through the stages in a planned and systematic training, but the construction is considered not sufficient yet. To answer this question, Lynham & Cuningham (2006) assert that the ' context ' and ' aim ' greatly affect the

HRD construction.

If the organization is a target of the performance system, the HR objectives sought to develop human expertise to improve the performance and sustainability of the organization by improving the learning and performance of individual capabilities, processes and social subgroups within the organization as well as the organization as a whole. However, if the nation becomes the target of the performance system, the HRD goal seeks to develop the skills and human skills to national economic performance, the performance of political development and social growth and prosperity by allowing increased learning capacity and capability of individuals, family units, communities, social groups, the organization and the nation as a whole.

Differences in ' objective ' and ' context ' , will explain the difference in the depth or increasing the complexity, diversity, interdependence and expertise. Along with this, McGoldrick (2001) proposed HR as a holographic that can help to visualize and understand in between layers of interconnected layers, each of which operated in the context of the environment. Holographic layer is built based on six assumptions: (1) Each layer of HRD is specific context and objective of HRD; (2) HRD has never occurred in a context of isolation ; (3) Competence as the responsibility to learn and practice will be different for each layer context; (4) challenge to fundamental theoretical is necessary to inform that HRD is professional in practice in the various layers of the profession; (5) the increasing of inter-disciplinary and multidisciplinary collaboration are required as one of the movement along the layer; (6) the movement along the layer demands the use of multiple layers of epistemology and the study process.

By looking at the collaborative layer , it shows that the definition and the purpose of HRD are finally different in each layer . Human resource development in the individual layer, family, organization, international organization, community, country, region and global world finally has a difference. Purpose and context is highly influenced by the complexity, diversity, interdependence, multi- disciplinary and theoretical foundation. Basing on holographic , Cho and Mc Lean (2004) , offers five models NHRD , they are : 1) centralized model, 2) the transition model , 3) the government - initiated models toward standardization, 4) the decentralized/free-market model, and 5) the small -nation model.

Departing from the NHRD model, especially on the governments initiation model towards standardization and decentralization model / free market , has been developed various theory that mainly strengthen the interest of skills , individual skills and human capital as a tool and a means to achieve high performance and able to answer all the demands of the environment that is always changing .

According to Sweetland (1996) , who initiated the Human Capital Theory states that the investment resulted by people will be able to give economic benefits for individuals and whole society in the long run . While Schultz (1961), defines human capital is someone's knowledge and skill that are gotten while learning and training to gain profits. For Psacharopoulos and Woodhall (1985), to increase the productivity of individual, it requires additional knowledge, skill and attitudes for economic and social development. In addition , Fitz - enz (2000), tried to offer a more modern definition where human capital as one of the characteristics that brought towards job : intelligence, satisfying work energy, a positive attitude , reliability and commitment , ability to learn , imagination and creativity . Fitz – Enz's definition is very strong on utilitarian human capital and provide a fresh look at it as something related to the holistic development of the individual.

In line with the perspective, it is seen that the construction of the HRD are complex, extensive and very varied. According to David McGuire, Thomas N. Garavan, David O'Donnell and Sandra Watson (2008), the discipline and profession of HRD are formed around the tension value on the agenda that is focused on economic - functionalist and socially oriented in a critical - constructivist agenda . In the perspective functionalist or strategic, HRD focuses on employee development in terms of utility / usability, organization value performance or reputation capital in the field. In the perspective of psychodynamic and approach to discourse , HRD is based on the values of the complexity and contradictory , while a global perspective , HRD focuses on the assessment of people and embrace the development of the idea of development that occurs organically within the context of the influence of society and geopolitics . While on the perspective of critical theory, HRD revolves around the need to develop the capacity to think reflectively through tension in working capital relationship with the principles of a more utopian world about deliberative democracy and cosmopolitanism.

4. Analysis

The concept of capacity building of human resources is not a single concept and static , but is diverse and dynamic . Subjectively, meaning capacity building has been constructed by various actors, which produced a variety of multi- meaning or interpretation. According to Berry (1990), Rachel Smith, (2010), and Roger Maconick, (2010), asserts that the development of human resource capacity will be tied to how far staff is able to show the real contribution to the development of personal , organizational and community .

The construction of the apparatus towards the meaning of development of human resource capacity , seems to be appreciated and related to the terminology or the concept of ' internal rules' and 'duties' (roles, responsibilities and functions). Among the local bureaucracy, terminology or the concept of ' internal rules of

bureaucracy ' and ' duties ', is no longer a plural term, but it has become the language idiom in their daily lives. The term ' internal rules' and 'duties' are no longer a word or a foreign idiom , but has become the mother tongue that can be felt on a daily basis , can be heard and discussed among the officers.

Internal rules and duties are not merely a formal symbol with normative meaning, but has been transformed into a substantive meaning because it has been able to become a pattern of thinking and patterns of action for them. *The apparatus cannot work without the duties and authorities cannot run without rules.* Denial or avoidance of the ' internal rules and duties ' would be disastrous, both in the form of administrative sanction or penalty action. While obedience and loyalty in running ' internal rules and duties ' will generate positive appreciation or awards. The construction can be traced from the appreciation of an informant.

" The development of human resource capacity is the ability to increase the skills of officials / civil servants in order to maximize TUPOKSI (Main Duties and Functions) to provide services according to the principles of public openness , rule of law, honest, fast, cheap , and free "

The same thing also expressed by other informants.

" Developing the capacity of the apparatus is an understanding towards officials' duties that should be shown in every implementation of development with the ability of the corresponding duties ... and it is expected that the officials will be more innovative in the improvement of service so that people who receive a service satisfied "

For officers , the term ' internal rules and duties ' eventually became an entity that is able to guide belief and knowledge of the apparatus , where the term feels alive and has a value that can guide and direct work in daily life. In general, duties (roles, responsibilities and functions) can be interpreted as the primary target or a job that is charged to the organization to be achieved and be done by someone. Duty emphasizes more on the idea of the scope or complexity of organizational positions, while the function is a set of activities that belong to the same species based on the nature or implementation held by an organization .

Although ' internal rules and duties ' reflects a concept that has different meaning, but the two concepts are actually placed as the two concepts that are complementary and inseparable. The existence of duties will be meaningful, when it is used as the internal rules of the organization that are strengthened through formal decision , especially through government regulation , region regulation and Decisions of Regional Head. For informant as inspector, they have roles, responsibilities and functions:

" Inspector has the task to lead the inspectorate in conducting oversight of the government business in the district, the guidance implementation for the organization of village governance and the implementation of government affairs village. While in paragraph 3 stated that, the inspectorate has the following functions: a. Implementation of planning monitoring program, b. Implementation of policy formulation and facilitation of supervision, and c. Implementation of inspection, investigation, assessment testing and supervisory duties. d. Implementation of other functions that are provided by the Regent based on the field duty... " .

While informants as the district chief, has other duties.

"..... Head has the tasks of the delegation of partial authority regent in the administration of Government, Developing and serving people in the District according to the legislation in force. While in chapter 3, confirmed that the Head has the function: a. implementing District Government policy in the District; b. Preparing of the necessary information about the district in the formulation of policies for the Regent; c. Coordinating with vertical agencies in the District; d. Coordinating the activities of service delivery across Village / Country; e. Implementing the other functions provided by the Regent as field duty. "

In a juridical - normative, ' duties ' within the local bureaucracy in Bojonegoro had been settled through the Local and Regent Regulation, particularly Local Regulation No. 4 about The Main Tasks and Functions of the Secretariat of the Regional Representatives Council, Local Regulation No. 6 of 2010 about the Amendment of Local Regulation No. 7 of 2008 about Work Organization and Administration of District Bojonegoro, and Local Regulation No. 8 of 2009 about the duties and functions of District and Sub-District. Then the forms of the Regent Regulations are the Regent Regulations No. 9 of 2009, about the Main Tasks and Functions of Expert Staff Regent, Regent Regulation No. 5 of 2009 about the Main Tasks and Functions of Regional Development Planning Board and the Regional Technical Institute.

The construction of the terminology ' duties and internal bureaucratic rules ' which are declared by the

authorities is actually not a new knowledge and understanding. The term 'duties and internal bureaucratic rules' are often discoursed, discussed and internalized among authorities and between official - authorities have been able to build new value and awareness.

Internalization of the term 'duties and internal bureaucratic rules' that is done every day, not just being able to change their perspective and knowledge, but has been able to touch on the aspects of life, attitudes and actions of the authorities to be submissive and obedient to the 'duties and internal rules of bureaucracy'.

The value of submission and obedience to the 'duties and internal rules' among the authorities in Bojonegoro is not only rely on the local rules such as the Local and Regent Regulation, but is also influenced by variety of national policy rules, such as Constitution, Government Regulations or Decree of the Minister. One of the material in the Principles of Civil Law, especially in Article 4 which states that 'Every State Employee is obliged to be faithful and obedient to the Pancasila, the 1945 Constitution, the State, and the Government, and shall keep the unity of the nation within the Unitary State of the Republic Indonesia'.

Basing on those realities, it seems that the construction of knowledge and the authorities' understanding in interpreting the development of the resources capacity which related to 'duties and internal rules' is not original product knowledge, but rather as a process of assimilation and adaptation to the environment and structure.

Knowledge and understanding of the authorities, seen affected by the construction of the bureaucracy as an external reality that is enumerated by Max Weber, Peter Blau & Meyer, 1971; Coser and Rosenberg, 1976; Mouzelis, 1998. Bureaucracy is a system of control in organizations designed according to the rational and systematic rules, and aims to coordinate and direct the work activities of the individual in the context of the completion of large scale administrative tasks. Ideal form of bureaucracy is held, when the government organizations are arranged through the principle, formal hierarchical structure, managed with clear rules as the control that enable decisions made at the top level and consistently implemented by all levels below it, has a mission and target to be achieved, the impersonal treatment, and work based on technical qualifications.

Basing this fact, then development of the authorities' capacity have relationships with 'duties and internal bureaucratic rules' that are transformed into a single entity that has an objective element in the institutional life of the bureaucracy. Authorities' capacity development is *a social construction that has an arrangement to form meaningful discourse*. If so, then the term 'internal rules and duties', has changed into *an institutional structure reality of local bureaucratic that is driven by rules (rule - driven) and finally able to repress their way of thinking and acting*.

In addition, the development of resources capacity is also related to the skills, professionalism and competence. The authorities' building of knowledge and understanding that attach the term 'Skills, Professionalism and Competence' in the capacity development is not just appear that way, but must be understood as a process of self-deposition and internalization.

The life of local bureaucrats who are always dealing with daily routines, often handcuff their creativity and imagination to be able to get out of the bureaucratic demarcation. Nevertheless, in line with the demands of global development and pressures of policy structure, then willy-nilly, happy or unhappy, capacity raising and bureaucratic skills should be changed to be qualified authorities so are able to build a reliable work ability of the bureaucracy, as constructed by an informant.

" Those of us who frequently join training ... assess that is intended by the capacity development is a planned effort or steps to improve the knowledge of human resources (HR) and the Civil State Employees and their competence, so with that ability to improve their work ability better It is a basic of professional thinking... "

It also expressed by other informants.

" Despite the capacity development has many broad meaning, but in my opinion.... That capacity development is more associated with someone's effort to acquire expertise (skills) in their respective sectors so that they can work optimally, in addition, must also have levels of professional ability to be able to support the completion of tasks more efficiently...."

Those informants' views are very clear that capacity development is strongly concerned with the efforts of resource capability development to the authorities themselves to be able to do the task and the main function so that the bureaucracy can perform better.

The same thing is also expressed by other informants, as secretary of the Department of Cooperatives and 'UKM' who stressed that "*capacity development is an attempt to establish himself and develop his true identity to develop more progress*". Meanwhile, according to informants from the Department of Agriculture, more emphasize on the "*planned effort of the creation of better conditions in the fulfillment of the quality of*

human resources“.

From the diverse views of informants can be seen that capacity development is actually related to the demands and efforts to increase and development of someone's ability to become more qualified. Meanwhile, according to informants from the Department of Clean & Green, emphasize more on '*the development of the mental, attitude and behavior towards the authorities to be qualified*'. Then the other informants, as the sub district secretary, asserted that '*the development of the capacity is increased development resources for government authorities to act as a public servant efficiently and effectively*'.

Appreciation of the authorities in understanding of the capacity development which related to the efforts of resources capacity and capability increasing, seems have been housed within the policy demands, such as the Principles of Civil Law, especially Article 12, paragraph 2, which confirms that.

"To realize the implementation of development and government tasks required the professional, responsible, honest, and fair Civil State Employees through construction under the guidance system performance and system career focused on system performance”

Along with this, the construction of the authorities to the development of the capacity that related to ' Skills, Professionalism and Competence ' is a result of the adaptation and assimilation of the mind from the diverse demands and transformed into an entity that has an objective element within the local bureaucracy. Relationship between authorities' capacity development with the 'skills, professionalism and competence', has turned into a *reality institutional structures of local bureaucracy that has an arrangement to form a meaningful discourse*.

In addition to this, the construction of authorities' capacity development is also related to the '*outcome*' and '*satisfaction service*'. That term is no longer a layman's term to be heard by the local bureaucracy authorities, but has become everyday language in the local bureaucracy, as revealed by an informant.

" The government authorities want to learn to listen to public complaints and then the authorities could build their skills to be better and finally its *outcome* can be considered important for the community, either physical or the results of building services.... "

Basing the statement, it can be seen that the appreciation of the authorities' resources capacity development to be more associated with the self-ability of the authorities to accommodate and listen to people's complaints that the resulting *outcome* is able to be perceived by the public again.

In line with the increasing authorities self-ability, especially the ability to build positive experience and affirmations will provide considerable opportunities for authorities to be able to accommodate all the complaints and demands of society and processed to be used as input into policy *outcomes* , both as service and construction. Construction is also corroborated by other informants.

‘... although the authorities' resources development tends to be more perceived as improving the quality of the authorities.... In fact, it can be understood more broadly. Capacity here should be able to be linked to development outcomes and the exists service-oriented potential development, such as oil exploration in Bojonegoro that can produce additional value or benefit to the public interest in a sustainable manner ... '.

Noting the statement of the informant, shows that the authorities' capacity development is not a narrow concept that is only able to explain about the capacity of individuals, but it also has a broader meaning by linking the *processes, outcomes, benefits and impact*.

The construction of the authorities' thought that emphasizes on the authorities' capacity development is related to another entity , namely '*processes , outcomes, benefits and impact*, not merely as a reflection of pure thought which could subjectively constructed by the authorities themselves, but the results of the authorities' knowledge tend to reflect as the assimilation of knowledge from existing theoretical construction, structural pressures and the reality of contemporary society that demands for improved better public services.

Appreciation of the authorities is similar to theoretical construction which is developed by Interplan (1969). Bureaucratic organizations carry out the service mission, so the successful implementation of bureaucratic tasks is determined how the bureaucratic is able to provide services, in terms of bureaucratic organizations that provide services and communities as clients or beneficiaries upon the services. This is also corroborated by Warren Bennis (1986), that the determinant of the success of an organization's services is how to create the right *delivery mechanism* for the community as service users.

While Chitwood, initiated three types of patterns on the public service, namely: *First*, the pattern is the same for all services. *Secondly*, the same pattern of services in proportion to all, the distribution of services,

based on a certain characteristic related needs. *Thirdly*, the pattern services are not the same for individuals with a relevant difference (Frederickson, 1988), by paying attention to the construction, capacity development can be recognized through three forces are complex relations, namely: 1) the relation with duties and internal rules; 2) relations with Skill, Professionalism and Competence; 3) Relationships with developmental *outcome*.

5. Capacity building models construction.

According to UNDP (1990), decentralization policy gives many advantages especially for improving access performance improvement bureaucracy at the local level involving seven (7) aspects, namely: (1). Aspects of efficiency and effectiveness in governance. (2). Aspects of community participation, (3) Aspects of Responsiveness, transparency, and accountability of government, (4). Aspects of program and *policy* innovations. (5). Aspects mix between functionality and administrative relations, fiscal and political. (6). Complementary aspects between decentralization and centralization. (7). Aspects of the reform of public sector exclusively.

Therefore, centralized systems provide enough open space for the local bureaucracy performance improvement efforts, especially to realize good local governance, it is very important to appreciate a model of capacity building officials as one part of that effort.

Basing on the results of the construction of the apparatus meaning that capacity development is seen that the development of the capacity of agencies have relationships with three (3) terms, namely: 1) 'duties and internal rules', 2). skill, professionalism and competence, and 3). Building outcome. If the outcomes are associated with dimensions or levels of capacity building, the construction of the apparatus capacity on two dimensions, namely institutional and individual dimensions.

Capacity building of officials in more institutional dimensions mean that efforts to improve the quality of personnel resources would involve or depend on the institutional context, such as the clarity of the internal rules of the bureaucracy, the workings of the rule as a means of control or controls for the apparatus, organization form structure that shape the behaviour of officials, the availability SOP. While in the context of the individual dimension, the apparatus will involve capacity building aspects of the individual's own capacity, such as education, knowledge, skills, competencies, skill ownership, professionalism is assessed to produce the performance of individual productivity boosting organizational performance improvement.

Construction that can be built by the apparatus, appears to have strengthened Lynham & Cuninghame (2006), which explains that the 'context' and 'aim' greatly affect the construction HRD. If the organization is a target of the system performance, the HR objectives sought to develop human expertise to improve the performance and sustainability of the organization by improving the learning and performance of individual capabilities, processes and social subgroups within the organization as well as the organization as a whole.

In line with this, McGoldrick (2001) has been proposed as a holographic model of HR that can help and understanding between the layers that are connected. Basing holographic, Cho and Mc Lean (2004) offers five models NHRD, namely: 1) the centralized model (*centralized model*), 2) a transition model (*the transition model*); 3) Models government initiatives towards standardization (*the government-initiated models toward standardization*); 4) Model decentralization / free market (*the decentralized / free-market model*), and 5) a small country model (*the small-nation model*).

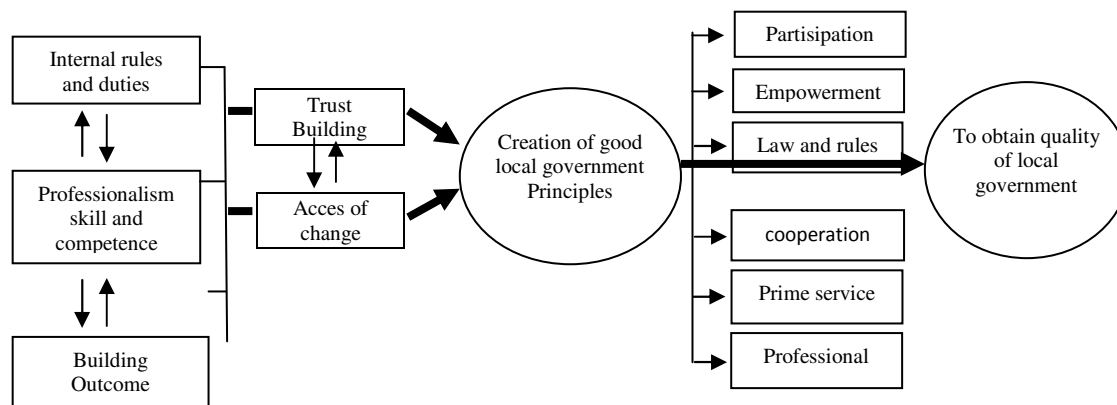
In addition, David McGuire, Thomas N. Garavan, David O'Donnell and Sandra Watson also offers a metaperspective HR to facilitate the integration of seemingly contradictory views and provide the potential to achieve fertilization in a more rounded and holistic. Construction metaperspective HR metaperspective can be categorized into four, namely: 1). *Metaperspective Language*; 2). *Metaperspective Systems*; 3). *Community and / or Societal Metapers-pective*; 4. *Psychological Metaperspective*.

Basing the results of the construction of the apparatus and then try juxtaposed with his view David McGuire, the researchers can add to or appreciating a new resource development model rooted in institutional and individual dimensions as a *Human Capacity Metaperspective*.

Appreciation of *Human Capacity Metaperspective* more models placed in an attempt to optimize the objectives of decentralization that gave an opportunity to strengthen *mainstreamwelfare state*, especially creating good local governance (*good local governance*). Considering the results of the construction of the apparatus, then the meaning of the good local governance, contained 6 (six) principles, namely: 1). Development of a participatory process; 2). Empowerment; 3). Enforcement of laws and regulations; 4) Prime Services; 5) Cooperation and 6) Professionalism apparatus.

If the result of the construction and knitted try elaborated, the capacity development approaches that is directed officials to realize good local governance can be explained through the *Human Capacity Metaperspective model*. As a model, *the Human Capacity Metaperspective models* can be described as below.

Figure 1
 Human Capacity Metaperspective models can be constructed



6. Conclusions

Development of the capacity of the intentionally produced, introduced, socialized, internalized and developed by International donor institutions (World Bank, ADB, UNDP), Institute of International NGOs (GTZ) and the national government is not simply happen by chance, but is very systemic in various forms policy network.

The presence of capacity development as International activities are not new as an intervention or activities through the organization or group in the country to help others in developing their ability to bring a particular function or achieve certain objectives such as capacity building activities in the District Bojonegoro. In line with the results of the study, then can be summed up some of the findings from the perspective of constructivism, among others:

1. Capacity development in Bojonegoro apparatus is constructed as a knowledge or understanding of the nature Multiperspective, pluralistic and inclusive manner subjectively formed through a variety of faiths idea.
2. Meaning of capacity building apparatus is constructed as an overall change process that relate to internal rules and duties, quality of human resources of local authorities (skill, professionalism and competence), and development outcomes.
3. Construction that can be built by the apparatus of the principle of good local governance (*good local governance*) for Bojonegoro relate to a) the process of development, b) Empowerment, c) and Rule of Law Enforcement, d) Public Services, e) Cooperation and f) Apparatus professionalism.
4. Construction development capabilities directed officers to realize *good local governance* model can be constructed which can be named as a *Human Capacity Metaperspective models*.

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