

Human Resource Development in Minahasa Regency: Challenges and Policy Implementation in Education, Health, and Workforce Sectors

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ABSTRACT

This study investigates the quality of Human Resource Development (HRD) in Minahasa Regency, Indonesia, focusing on the interrelated dimensions of education, health, and economic welfare within the context of local governance. A qualitative descriptive design was employed, with data collected through interviews, field observations, and document analysis across 25 districts. The findings reveal that despite the steady improvement of the Human Development Index (HDI), significant disparities remain in access to education, healthcare services, skilled labor distribution, and digital infrastructure. The study identifies key challenges, including fragmented inter-agency coordination, limited budgetary support, and a persistent mismatch between educational outcomes and labor market demands. In addition, weaknesses in existing monitoring and evaluation systems were found to constrain evidence-based policymaking and program effectiveness. This research proposes strategic measures to strengthen HRD governance, such as enhancing cross-sector collaboration, optimizing resource allocation, expanding vocational and technology-oriented training, and developing integrated monitoring mechanisms. The study contributes to the literature on regional HRD by offering an empirical and contextualized framework for improving human capital development in decentralized governance settings and emerging regions.

Keywords: Education Policy, Human Development Index, Human Resource Development, Minahasa Regency, Public Policy Implementation.

INTRODUCTION

Human resource development (HRD) has become a central concern in contemporary development discourse, particularly in the context of regions striving to achieve sustainable, inclusive, and competitive growth. In an era characterized by rapid economic transformation, technological advancement, and increasing social complexity, the quality of human resources is widely acknowledged as a decisive factor shaping a region's developmental trajectory. Beyond its economic implications, HRD plays a critical role in enhancing social cohesion, reducing inequality, and strengthening institutional capacity. Consequently, governments across the world increasingly recognize that development strategies must move beyond physical infrastructure and financial capital to prioritize the systematic development of human capabilities. Within development economics and public policy, human capital is understood not merely as a collection of skills but as an integrated system encompassing education, health, competencies, values, and the ability to adapt to change. Investment in education enhances cognitive capacity and skill formation, health investment improves productivity and longevity, while workforce development ensures that human capabilities are effectively aligned with labor market needs. These interrelated dimensions are reflected in the Human Development Index, which has become a widely accepted framework for assessing development outcomes in a more holistic manner. The adoption of such indicators signals a global shift toward people-centered development, where progress is measured not only by economic output but also by the expansion of individual opportunities and freedoms.

In Indonesia, human resource development has been positioned as a strategic national priority, particularly within the framework of decentralization. The transfer of authority from central to regional governments was intended to enable more responsive, context-sensitive development planning. However, decentralization has also exposed substantial disparities in regional capacity, governance quality, and institutional readiness. As a result, improvements in national-level human development indicators often conceal persistent inequalities at the subnational level. These disparities are especially visible between urban and rural areas, as well as between regions with strong institutional capacity and those facing structural limitations. North Sulawesi Province exemplifies this uneven development pattern. Despite its rich natural resources and economic potential in tourism, agriculture, fisheries, and creative industries, the province continues to experience unequal human development outcomes across districts. Minahasa Regency, one of the province's most historically and administratively significant regions, illustrates this paradox. On the one hand, Minahasa has demonstrated consistent progress in human development indicators over recent years. On the other hand, this progress has not been uniformly experienced across all communities. Persistent gaps remain in access to quality education, availability of healthcare services, workforce skill distribution, and digital connectivity, particularly in rural and peripheral subdistricts.

These disparities point to deeper structural and institutional challenges. Improvements in aggregate indicators do not necessarily translate into meaningful improvements in people's daily lives. Many individuals and communities continue to face limited opportunities to transform educational attainment into decent employment, or to convert economic growth into improved well-being. This situation reflects a broader development challenge in which resources and programs exist, but

institutional arrangements and governance mechanisms limit their effectiveness. In such contexts, development cannot be fully understood without examining how policies are planned, implemented, coordinated, and evaluated at the local level. Existing research on human resource development in Indonesia has contributed valuable insights, particularly through large-scale quantitative analyses of education, health, and economic indicators. However, this body of literature often privileges measurement over process. While statistical indicators are useful for tracking trends, they provide limited understanding of how HRD policies operate in practice, how decisions are made within local bureaucracies, and how institutional interactions shape outcomes. As a result, the everyday realities of policy implementation—such as coordination challenges, administrative capacity constraints, and contextual adaptation—remain underexplored.

Scholars in the field of HRD and public administration increasingly emphasize that successful human resource development is not solely a function of financial investment or program design. Rather, it depends heavily on governance quality, leadership, inter-agency collaboration, and the ability of institutions to learn and adapt. Fragmented governance structures, unclear division of responsibilities, and weak coordination mechanisms can significantly undermine HRD initiatives, even in regions with adequate resources. Moreover, human development outcomes are closely linked to well-being, motivation, and meaningful participation, suggesting that HRD policies must address both technical and human dimensions. The challenges of HRD are further intensified by global structural transformations. Digitalization, automation, and the expansion of knowledge-based economies have altered the nature of work and redefined skill requirements across sectors. Regions are increasingly required to prepare their workforce for occupations that demand adaptability, digital literacy, and continuous learning. However, uneven access to digital infrastructure and limited technological capacity place many developing regions at risk of exclusion from these transformations. In areas where digital connectivity is weak, educational innovation, workforce upskilling, and data-driven governance remain difficult to implement, thereby reinforcing existing inequalities.

In Minahasa Regency, these global and national dynamics intersect with local structural constraints. Educational disparities persist due to unequal distribution of qualified teachers, insufficient school facilities, and limited vocational education programs that are aligned with local economic potential. Healthcare services remain concentrated in urban centers, leaving rural communities vulnerable to inadequate access and lower service quality. At the same time, economic inequality continues to affect a significant portion of the population, indicating that improvements in regional income levels have not been evenly translated into poverty reduction or employment quality. These challenges are compounded by limited coordination among key sectoral agencies responsible for education, health, labor, and development planning, resulting in fragmented and sometimes overlapping programs. A critical weakness underlying these issues is the limited capacity of monitoring and evaluation systems. Many HRD initiatives are assessed primarily based on output indicators, such as the number of beneficiaries or programs implemented, rather than on outcomes and long-term impacts. Without integrated data systems and clear performance indicators, policymakers face difficulties in identifying program effectiveness, learning from implementation failures, and adjusting strategies in response to changing conditions. This misalignment between planning, implementation, and evaluation reduces the overall effectiveness of HRD governance and constrains the ability of local governments to make evidence-based decisions.

Despite the growing importance of district governments in shaping human development outcomes, empirical research that systematically examines HRD governance at the district level remains limited. Most studies do not sufficiently address qualitative dimensions such as bureaucratic capability, institutional interaction, stakeholder participation, and policy learning processes. Furthermore, the integration of HRD paradigms that emphasize learning, performance improvement, and meaningful work remains underdeveloped in regional development studies. This gap is particularly significant because district governments are the primary actors responsible for translating national development priorities into tangible local outcomes. Against this backdrop, the present study seeks to provide a comprehensive and multidimensional analysis of human resource development in Minahasa Regency. The study examines HRD as a governance process rather than merely a collection of sectoral programs. It focuses on how HRD policies are planned, implemented, monitored, and evaluated, and how these processes interact to shape development outcomes. By adopting a qualitative descriptive approach, the study captures in-depth perspectives from key stakeholders, enabling a nuanced understanding of institutional dynamics, policy constraints, and contextual realities. By integrating perspectives from human capital theory, capability-based development, organizational performance, and meaningful work, this research offers a holistic framework for understanding HRD in decentralized settings. The findings contribute to the broader HRD literature by highlighting the importance of governance quality, institutional alignment, and contextual adaptation in shaping human development outcomes. At the practical level, the study provides evidence-based insights to support more integrated, adaptive, and equitable HRD strategies, thereby strengthening Minahasa Regency's capacity to achieve sustainable human development and to harness its demographic and economic potential more effectively.

LITERATURE REVIEW

Conceptualizing Human Resource Development

Human Resource Development (HRD) has evolved from a narrow focus on workforce training into a multidimensional concept that encompasses education, health, skills formation, and institutional capacity building. In contemporary development studies, HRD is regarded as a strategic process aimed at enhancing individual competencies, organizational effectiveness, and societal well-being. The underlying premise is that sustainable development cannot be achieved solely through economic growth or technological advancement, but must be supported by continuous investment in human capabilities. The theoretical foundation of HRD is strongly rooted in Human Capital Theory, which posits that individuals' knowledge, skills, and health constitute productive assets that contribute directly to economic performance. Education and training improve cognitive and technical abilities, while health interventions enhance productivity and life expectancy. From this perspective, human resource development is not merely a social policy but a critical economic investment. Over time, this view has been expanded to incorporate broader dimensions of human development, recognizing that economic productivity is closely linked to social inclusion, equity, and access to opportunities. In addition to Human Capital Theory, the capability approach offers an important complementary perspective. Rather than viewing development solely in terms of economic output, the capability

approach emphasizes people's real freedoms to achieve valued ways of living. This perspective suggests that HRD should not be limited to producing skilled workers for the labor market but should aim to expand individuals' substantive opportunities in education, health, employment, and civic participation. In regional development contexts, this means that HRD policies must address structural barriers that prevent individuals from converting resources into meaningful life outcomes.

Human Development and the Role of Governance

The relationship between HRD and governance has received increasing attention in both academic and policy debates. Human development outcomes are not determined only by the availability of resources but also by how effectively those resources are managed, coordinated, and delivered. Governance quality—including transparency, accountability, institutional coordination, and policy coherence—plays a crucial role in translating HRD investments into tangible social benefits. In decentralized governance systems, such as Indonesia's, local governments bear primary responsibility for planning and implementing HRD policies. Decentralization is intended to bring decision-making closer to communities, enabling policies to be more responsive to local needs.

However, numerous studies have shown that decentralization can also produce uneven outcomes due to differences in administrative capacity, fiscal resources, and political commitment among regions. District governments with stronger institutional capacity are better able to design effective programs, coordinate across sectors, and monitor performance, while weaker districts often struggle to deliver basic services. The literature on public administration highlights that effective HRD governance requires strong inter-agency collaboration. Education, health, labor, and economic development policies are deeply interconnected, yet in practice they are often managed by separate bureaucratic structures with limited coordination. Fragmentation among agencies can lead to overlapping programs, inefficient resource allocation, and inconsistent policy implementation. As a result, many HRD initiatives fail to achieve their intended impact, not because of poor program design, but because of weak institutional integration. Furthermore, research in organizational performance emphasizes that successful HRD depends on alignment between strategic goals, implementation processes, and evaluation mechanisms. When planning, implementation, and monitoring systems are disconnected, organizations struggle to learn from experience and to improve program effectiveness. This insight is highly relevant to regional HRD governance, where policy coherence and institutional learning are essential for long-term human development progress.

Dimensions of Human Resource Development

The multidimensional nature of HRD requires attention to at least three interconnected sectors: education, health, and economic empowerment.

1. Education as a Core Component of HRD

Education is widely regarded as the most fundamental pillar of human resource development. Access to quality education enhances individual capabilities, improves employability, and promotes social mobility. Numerous studies demonstrate that educational attainment is strongly correlated with higher income levels, better health outcomes, and increased civic participation. However, educational development is not only about expanding access but also about ensuring quality, relevance, and equity. In many developing regions, including Indonesia, significant disparities persist in the distribution of

educational resources. Rural and remote areas often face shortages of qualified teachers, inadequate infrastructure, and limited access to technology. Moreover, there is frequently a mismatch between the skills taught in schools and the competencies demanded by the labor market. Vocational education and training systems are often underdeveloped, leaving graduates ill-prepared for available employment opportunities. These challenges highlight the importance of aligning educational planning with regional economic needs and labor market trends.

2. Health and Human Productivity

Health is another essential dimension of HRD, as it directly influences productivity, learning capacity, and quality of life. Healthy populations are more capable of participating in education, employment, and community life. Public health interventions—such as maternal care, immunization, nutrition programs, and access to medical services—are therefore integral to human resource development strategies. The literature consistently shows that unequal access to healthcare services contributes to persistent social and economic inequalities. In many decentralized systems, healthcare resources are concentrated in urban centers, while rural communities face shortages of medical personnel and facilities. These disparities limit the effectiveness of HRD programs by undermining the basic health conditions necessary for individuals to benefit from education and employment initiatives. Consequently, integrated approaches that link health policy with education and economic planning are increasingly recommended.

Workforce Development and Economic Empowerment

The third major dimension of HRD concerns workforce skills and economic opportunities. Human resource development ultimately aims to enable individuals to participate productively in the economy. However, in many regions there is a persistent gap between educational outputs and labor market demands. Rapid technological change and globalization have transformed the nature of work, requiring new competencies such as digital literacy, problem-solving, and adaptability. Workforce development policies—including vocational training, entrepreneurship support, and lifelong learning programs—are essential for addressing these challenges. Research emphasizes that HRD strategies must be closely aligned with regional economic potentials and industrial priorities. Without such alignment, training programs risk producing graduates whose skills do not match available employment opportunities. Effective HRD therefore requires continuous collaboration between government, educational institutions, and the private sector.

Monitoring, Evaluation, and Evidence-Based HRD

A recurring theme in HRD literature is the importance of robust monitoring and evaluation (M&E) systems. Effective M&E enables governments to assess program performance, identify implementation gaps, and make evidence-based policy adjustments. However, many regional HRD programs rely primarily on output indicators—such as the number of participants trained or facilities built—rather than on outcome indicators that measure real improvements in human capabilities. Scholars of performance management argue that without integrated data systems and clear evaluation frameworks, HRD initiatives tend to become fragmented and short-term oriented. The lack of reliable information makes it difficult for policymakers to understand which programs are effective and which require redesign. In decentralized contexts, inconsistencies in data collection and reporting between districts

further complicate efforts to evaluate human development progress. The growing emphasis on digital governance has introduced new possibilities for improving HRD monitoring. Integrated information systems can help local governments track educational attainment, health service delivery, and labor market trends in a more coordinated manner. Nevertheless, regions with limited digital infrastructure and technical capacity often struggle to adopt such innovations, reinforcing disparities in HRD performance.

HRD Challenges in Developing and Decentralized Regions

Research on HRD in developing countries identifies several common challenges that are particularly relevant to district-level contexts. These include limited fiscal capacity, shortages of qualified personnel, weak institutional coordination, and unequal access to services. In rural areas, geographical barriers and infrastructure deficits further restrict the reach of HRD programs. Moreover, political and bureaucratic constraints often influence how resources are allocated and how priorities are set. In Indonesia, decentralization has given local governments significant responsibility for human development, but not all districts possess equal ability to fulfill this mandate. Studies show that variations in leadership quality, administrative professionalism, and stakeholder participation lead to divergent outcomes across regions. Consequently, understanding HRD at the district level requires attention not only to program content but also to governance processes and institutional relationships.

Research Gaps and the Need for Contextualized Studies

Although the literature on HRD is extensive, several gaps remain. First, much existing research focuses on national-level trends and quantitative indicators, providing limited insight into how HRD policies are implemented in specific local contexts. Second, there is insufficient integration between sectoral analyses of education, health, and employment, even though these areas are deeply interdependent. Third, qualitative dimensions of HRD—such as bureaucratic practices, stakeholder perceptions, and institutional coordination—are often neglected. These gaps highlight the need for contextualized, district-level studies that examine HRD as a comprehensive governance process. Understanding how policies are planned, implemented, monitored, and evaluated in real settings is essential for improving human development outcomes. Such studies can contribute to both academic knowledge and practical policy improvement by revealing the institutional and structural factors that shape HRD effectiveness.

METHOD

Research Design

This study employed a qualitative descriptive research design to examine the governance and implementation of Human Resource Development (HRD) in Minahasa Regency. The qualitative approach was selected because the research focuses on understanding institutional processes, policy dynamics, and contextual challenges that cannot be adequately captured through quantitative indicators alone. Qualitative research enables an in-depth exploration of perceptions, experiences, and interactions among stakeholders involved in HRD planning and implementation. The descriptive

design was considered appropriate as the study aims to provide a comprehensive portrayal of how HRD policies are formulated, implemented, monitored, and evaluated at the district level. Rather than testing hypotheses, the research seeks to generate rich, contextualized insights into real-world HRD practices within local governance structures.

Research Setting

The research was conducted in Minahasa Regency, North Sulawesi, Indonesia, which consists of 25 districts (kecamatan). This location was selected purposively due to its strategic importance within the province and its relatively high yet uneven Human Development Index (HDI) performance. Minahasa represents an appropriate case for analyzing HRD governance because it demonstrates both progress and persistent disparities in education, health, and economic development.

Data Sources

This study utilized both primary and secondary data sources: Primary data were obtained directly from key stakeholders involved in HRD programs and policies in Minahasa Regency. Secondary data were collected from official documents, statistical reports, regional development plans, and institutional records related to education, health, labor, and economic sectors. The use of multiple data sources allowed the researcher to obtain a more comprehensive and reliable understanding of HRD practices and challenges.

Research Participants

Participants were selected using purposive sampling to ensure that informants possessed relevant knowledge and direct involvement in HRD governance. The main categories of informants included: Officials from the Regional Development Planning Agency (Bappeda), Representatives from the Department of Education, Representatives from the Department of Health, Officials from the Department of Manpower, School principals and teachers, Health workers and community health center staff, Community leaders and local stakeholders. In total, approximately 50 informants were involved across the 25 districts, ensuring representation from multiple sectors and administrative levels.

Data Collection Techniques

Data were collected using three main techniques:

1. In-depth Interviews

Semi-structured interviews were conducted with key informants to explore their perspectives on:

- HRD planning processes
- Policy implementation mechanisms
- Inter-agency coordination
- Monitoring and evaluation practices
- Key challenges and proposed solutions

Interviews were flexible and open-ended to allow participants to express detailed and nuanced views.

2. Observation

Field observations were carried out in selected schools, health facilities, and local government offices to gain direct insight into:

- The condition of educational and health infrastructure
- Service delivery practices
- Administrative processes
- Community interactions with HRD programs

These observations helped triangulate information obtained from interviews.

3. Document Analysis

Relevant documents were systematically reviewed, including: Regional Medium-Term Development Plans (RPJMD), Strategic plans of education, health, and labor offices, Budget reports, HDI and statistical reports, Program evaluation documents. Document analysis provided formal and historical context for understanding HRD policies and performance.

Data Analysis Procedures

Data analysis followed the interactive model of qualitative analysis, which consists of three main stages:

1. Data Condensation

- Transcribing interviews,
- Selecting and organizing relevant information,
- Coding key themes related to HRD planning, implementation, and evaluation

2. Data Display

- Presenting data in the form of thematic matrices, tables, and narrative descriptions
- Mapping relationships among emerging themes

3. Conclusion Drawing and Verification

- Interpreting patterns and findings
- Comparing data across sources
- Drawing evidence-based conclusions

This iterative process ensured that analysis remained grounded in empirical data while allowing conceptual interpretation.

Trustworthiness and Validity

To ensure the credibility and reliability of the findings, several strategies were applied:

- Triangulation of data sources (interviews, observations, documents)
- Method triangulation to compare findings from different techniques
- Member checking, in which key informants reviewed and confirmed interview summaries
- Peer debriefing with academic colleagues
- Prolonged engagement in the field to gain deeper contextual understanding

These procedures enhanced the validity and trustworthiness of the research results.

Ethical Considerations

The study adhered to fundamental research ethics principles:

- Informants participated voluntarily
- Informed consent was obtained prior to interviews
- Confidentiality and anonymity of participants were maintained
- Data were used solely for academic research purposes

Scope and Limitations

This study focused specifically on HRD governance in Minahasa Regency and relied primarily on qualitative data. While the findings provide in-depth contextual insights, they may not be fully generalizable to other regions. Nevertheless, the analytical framework developed in this research can be applied to similar district-level studies in Indonesia and other decentralized contexts.

Methodological Contribution

By employing a qualitative, multi-source approach, this research provides a holistic understanding of HRD as an integrated governance process. The methodology enables the identification of institutional dynamics, coordination challenges, and policy gaps that are often overlooked in quantitative studies. This approach supports the development of more context-sensitive and evidence-based HRD strategies at the regional level.

RESULTS AND DISCUSSION

Human Resource Development Planning in Minahasa Regency

Planning for Human Resource Development (HRD) in Minahasa Regency adopts a hybrid governance model that integrates top-down strategic directives derived from national and provincial development agendas with bottom-up participatory inputs collected from district governments, local communities, and sectoral stakeholders. This blended approach reflects Indonesia's decentralized planning framework, which aims to harmonize national priorities with local needs while ensuring policy coherence across administrative levels. The analysis of policy documents, strategic development plans, and field data reveals that HRD planning in Minahasa is structured around three core pillars - improvement of education quality, strengthening of health services, and enhancement of workforce competency. These priorities align with national HRD frameworks and global human capital development principles that emphasize education, health, and skills formation as key drivers of socio-economic progress. Findings from stakeholder interviews conducted across 25 districts further confirm that planning processes are facilitated through formal mechanisms such as musrenbang (development planning forums), annual strategic planning sessions, and cross-sectoral coordination meetings. These platforms are intended to promote inclusivity, encourage inter-agency dialogue, and ensure that local aspirations are integrated into the broader HRD agenda. Despite these procedural structures, however, several systemic barriers continue to compromise the overall effectiveness and responsiveness of HRD planning.

First, the absence of real-time HRD data and the limited integration of data systems across institutions restrict the government's capacity to perform accurate needs assessments and forecast human capital requirements. Second, participatory inequalities persist, as rural and remote districts are often underrepresented in deliberation forums due to logistical constraints and limited advocacy capacity. Third, technical capacity limitations among planning officers—including weaknesses in data analysis, digital literacy, and program modeling—hinder the formulation of evidence-based and forward-looking plans. Finally, the study identifies gaps between planned targets and actual institutional capability, indicating that some HRD objectives are aspirational rather than operationally feasible within current resource constraints. These challenges mirror observations in prior research, which emphasizes that effective HRD planning requires robust data systems, institutional readiness, and equitable participation to ensure that policies are both responsive and implementable. Strengthening these foundational elements is essential for advancing a more integrated and contextually grounded HRD planning framework in Minahasa Regency.

Implementation of HRD Policies

The implementation of HRD programs in Minahasa Regency is carried out in accordance with the operational guidelines established by the regional government, particularly through three key institutions: the Department of Education, the Department of Health, and the Department of Manpower. Each department plays a strategic role in translating HRD policies into concrete, actionable initiatives. Implementation activities encompass a wide range of programs, including scholarship schemes aimed at expanding educational access, continuous professional development and teacher training programs, public health campaigns, upgrades to essential health facilities, vocational skill development workshops, and youth-oriented entrepreneurship initiatives designed to foster local economic innovation. Overall, HRD implementation in Minahasa is structured around three major domains:

- Education Development - involving quality improvement initiatives such as teacher competency enhancement, curriculum adaptation, and student support programs.
- Health Improvement - focusing on strengthening primary healthcare, promoting preventive care, and improving community health behaviors through integrated campaigns.
- Workforce and Economic Competency - encompassing vocational training, job readiness programs, and entrepreneurship support aimed at increasing workforce competitiveness and expanding local economic opportunities.

While these programs demonstrate the government's commitment to human capital advancement, their effectiveness varies across districts due to differences in institutional capacity, resource availability, and community readiness. This underscores the need for more integrated and context-sensitive implementation strategies to ensure equitable HRD outcomes across the regency. See

table 1.

Table 1. program and outcome

Sector	Key Programs Implemented	Outcomes	Challenges
Education	Teacher training, school infrastructure improvement, scholarship schemes	Increased enrollment rates; improved teacher qualifications	Unequal teacher distribution; infrastructure gaps in remote districts
Health	Immunization expansion, maternal health programs, rural clinic strengthening	Improved basic health indicators	Limited health personnel; logistical constraints
Workforce & Economy	Vocational training, entrepreneurship programs, MSME strengthening	Growth in small-scale enterprises	Skill mismatch; low digital literacy

These results indicate that while programs move forward according to regional regulations, their impact varies significantly by district, especially between urban centers (Tondano Raya) and peripheral areas (Kakas, Langowan Timur, and Pineleng). Key barriers include:

- Shortages of qualified personnel, particularly in education and health
- Budgetary constraints, especially for rural infrastructure
- Low digital capacity, limiting access to technology-driven services
- Weak coordination, leading to duplication and inefficiency

These constraints are consistent with the wider set of decentralization challenges commonly identified in regional HRD literature, particularly those related to uneven institutional capacity, fragmented policy coordination, and disparities in local government readiness to implement national human capital strategies. Such findings reinforce the argument that decentralization, while offering greater autonomy and flexibility, often exposes structural vulnerabilities at the regional level—especially in areas with limited administrative resources or inadequate technical expertise. Consequently, the obstacles observed in Minahasa are not isolated phenomena but part of a broader pattern affecting HRD governance across decentralized systems.

Evaluation and Monitoring Systems

The evaluation system relies primarily on quantitative indicators such as HDI, healthcare ratios, educational attainment, and employment statistics. Monitoring practices remain fragmented and predominantly compliance-oriented, lacking the depth required for competency-based HRD evaluation. Stakeholders reported:

- Mismatches in data between district and regency levels
- Infrequent monitoring visits

- Minimal use of findings for policy refinement
- Absence of integrated digital monitoring systems

These issues reflect a set of structural and operational limitations that are widely documented within regional governance systems in many developing countries, particularly those related to fragmented coordination mechanisms, uneven institutional capacities, and variability in policy implementation across local administrative units. The findings of this study further indicate that the Human Resource Development (HRD) planning conducted by the Minahasa Regency Government demonstrates a degree of alignment with broader national development priorities. This alignment is consistent with the principles of Human Capital Theory, which posits that strategic investments in education, skills enhancement, and public health constitute essential inputs for improving individual productivity and advancing regional socio-economic outcomes. Despite this alignment, the analysis also reveals significant disparities among districts within Minahasa, suggesting that existing HRD planning processes have not sufficiently accounted for spatial and demographic variations. These inter-districts gaps-manifested in unequal access to training opportunities, variation in workforce competencies, and differing levels of institutional readiness-indicate that centralized or uniform planning approaches may overlook the unique needs of peripheral or underserved areas. Such findings reinforce the argument presented in earlier empirical studies that advocate for context-sensitive HRD frameworks capable of addressing geographic inequities and tailoring interventions to local conditions, thereby ensuring more inclusive and equitable human resource development outcomes.

CONCLUSION

This study has provided a systematic and in-depth analysis of Human Resource Development (HRD) governance in Minahasa Regency by examining the interconnected processes of planning, implementation, monitoring, and strategic improvement. The findings demonstrate that the regional government has made substantial efforts to strengthen human capital through improvements in education, health services, and workforce development. These initiatives reflect institutional commitment to national development priorities and indicate progress toward enhancing overall human development. Nevertheless, the outcomes of HRD programs remain uneven across districts, revealing persistent structural and institutional barriers that limit the effectiveness and equity of regional development efforts. At the planning level, HRD strategies in Minahasa are generally aligned with national policy frameworks. However, the formulation of truly evidence-based and context-responsive plans is constrained by several critical factors. Limited stakeholder participation, particularly from peripheral and rural communities, weak inter-agency coordination, and the absence of integrated and reliable HRD data reduce the capacity of local authorities to conduct accurate needs assessments and to design targeted interventions. These weaknesses result in planning processes that are often procedural rather than strategic, thereby affecting the overall coherence of HRD policies.

In terms of implementation, the study confirms that Minahasa Regency has achieved measurable progress in several areas, including increased access to education, expanded public health programs, and the growth of community-based economic initiatives. Despite these achievements, significant disparities persist among districts due to variations in resource availability, administrative capacity, and geographic accessibility. Shortages of qualified personnel, budgetary limitations, inadequate infrastructure, and low levels of digital literacy continue to hinder the consistent delivery of HRD programs. These findings highlight the necessity of differentiated and locally adaptive policy approaches that reflect the diverse socio-economic conditions within the regency. The study also reveals that existing monitoring and evaluation mechanisms remain predominantly output-oriented and compliance-driven. Although quantitative indicators provide useful administrative information, they are insufficient to capture the qualitative dimensions of HRD, such as improvements in competencies, behavioral change, and institutional learning. The lack of comprehensive evaluation frameworks limits the ability of policymakers to assess program effectiveness in a holistic manner and to make informed adjustments based on empirical evidence.

A major systemic constraint identified in this research is the absence of an integrated HRD information system. Without a centralized and interoperable data platform, local governments face difficulties in tracking progress, identifying emerging needs, and coordinating interventions across sectors. This situation reinforces fragmented decision-making and reduces the potential for data-driven governance. Strengthening digital infrastructure and developing integrated monitoring systems are therefore essential prerequisites for improving the responsiveness and sustainability of HRD policies. Based on these findings, this study concludes that advancing equitable and sustainable HRD in Minahasa Regency requires a more integrated, adaptive, and evidence-based governance model. Strategic priorities should include enhancing institutional capacity, strengthening cross-sector collaboration, expanding vocational and technology-oriented training, improving resource distribution, and establishing comprehensive monitoring and evaluation systems. Greater community involvement in planning and evaluation processes is also necessary to ensure that HRD programs are responsive to local needs and aspirations.

The contributions of this study are twofold. Practically, it offers concrete policy recommendations for improving HRD governance at the district level. Theoretically, it enriches the literature on human resource development by highlighting the importance of governance processes, institutional coordination, and contextual adaptation in decentralized environments. Ultimately, the findings emphasize that effective HRD is not solely a matter of program provision, but of building coherent systems that enable individuals and communities to realize their full potential. Through more inclusive and data-driven strategies, Minahasa Regency can strengthen its capacity to achieve sustainable human development and to harness its demographic and economic opportunities more effectively.

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