

Community Facilitator: Human Resources Or Human Capital?

Taat Puji Prihatin, Dedi Purwana, Agung Darmawan Buchdadi

Post Graduate Program, Universitas Negeri Jakarta, Indonesia

Abstract

Community Facilitator is indispensable in the development programs that use a community-based approach. It has been an integral part of community-driven development since the early 1980s. The question is, is it human resources or human capital? What competencies must a facilitator have to carry out their duties effectively? This research was conducted with a qualitative approach through FGD and interviews with informants to answer the following questions: (i) what is a facilitator? (ii) how does the facilitator work? (iii) what competencies must the facilitator have? (iv) what is the difference between human resources and human capital? (v) is the facilitator a human resource or human capital? In this research, the facilitator's competence will be identified using the KSA framework (knowledge, skill, and attribute).

Based on the study, a facilitator is defined as a person with certain knowledge, skills, and attributes, who is assigned to introduce, plan, and organize the implementation of a program to the program beneficiaries so that the program can be implemented following the predetermined budget, provisions, quality, and procedures. Facilitators must know the program cycle, local culture/tradition, formal and informal figures in the village, and the resources required for the program implementation. The facilitator's must-have skills include communication, organizing, mediation, administration-finance, and various construction technical skills. Meanwhile, the attributes needed include commitment, responsibility, and adaptation.

A human resource is a worker using knowledge, skills, and commitment to carry out tasks with clearly defined processes and outputs. Human capital is a worker who uses knowledge, skills, creativity, innovativeness, and commitment to carry out tasks to increase the organizational value-added, with processes and outputs that must be clearly defined. From an individual and organizational perspective, community facilitator is categorized as human capital.

Keywords: Facilitator, KSA, human resources, human capital

Introduction

Background

A facilitator is indispensable in development programs that use a community-based approach. Its existence has been an integral part of the development programs implemented since the early 1980s. The existence of facilitators in development programs is recognized as very vital. Facilitators and community participation support the program's success (1). A facilitator is very instrumental in capacity building (2). The facilitator team plays a role in helping the achievement of the program (3). The facilitator team positively affects the production and success of the program (4).

Facilitators are presented to unite all elements of society and liaise with the village and district government. The existence of Pamsimas facilitators can increase public understanding of the program objectives. It is because the facilitator involves the community from the planning and development stages to the post-program sustainability stages (5). The four main functions of facilitators in community-based programs are (i) resource persons, (ii) trainers, (iii) mediators, and (iv) mobilizers (6). The community facilitator team acts as a motivator in the preparation stage, as a facilitator in the implementation stage, and as a catalyst after facilitation (3). Facilitators act as disseminators, planners, implementers, and evaluators (1). The facilitator plays a role in the administrative and financial management of village development and the execution of

sustainable community empowerment, starting from planning, implementing, monitoring, evaluating, partnership, and self-reliance (7).

At Pamsimas III, facilitators work with a Specific Time Work Agreement (PKWT) with a work period of one year, which can be extended. The employment contract includes a job description that the facilitator must carry out. However, the facilitator may also have to perform work out of the contract. As the work location is in the field, a facilitator sometimes needs to work outside working days or hours.

Community facilitation is a very complex job considering the diverse characteristics of the beneficiaries and the program's complexity. The community's educational, social, economic, and cultural background greatly influences the facilitation process to be carried out. The facilitator must adapt to the local conditions of the community, and more importantly, the facilitator must have certain knowledge, skills, and attributes so that the facilitation runs well. In addition, the program's complexity also greatly affects the facilitation activities. Facilitators must be able to deliver the complex program to people with various educational backgrounds.

Objectives

Based on the background above, researchers are interested in studying what knowledge, skills, and attributes must be possessed by the facilitator to carry out their roles and tasks properly. In addition, researchers are also interested in studying the characteristics of the facilitator's work, considering their duties in the field. In this case, the researcher will analyze the facilitator's work in the context of *human resources* and *human capital*.

Therefore, this study will be conducted to answer the following questions: (i) what is the facilitator? (ii) how does the facilitator work? (iii) what competencies should a facilitator have? (iv) what is the difference between human resources and human capital? (v) is the facilitator a human resource or human capital?

Methodology

This research was conducted by the qualitative method through case studies. Data is collected using observation, interviews, focus group discussions, and documentation. Data analysis techniques include data collection, verification, triangulation, data display, and conclusion. The program used as an object of research is the Pamsimas III Program. This program was chosen for several considerations, including (i) being carried out massively throughout Indonesia, (ii) using a community-based approach, (iii) involving external actors in the form of community facilitators, and (iv) it has been implemented since 2018 and is still ongoing.

The Community-Based Drinking Water Supply and Sanitation Program, known as PAMSIMAS, is a platform for rural drinking water and sanitation development implemented with a community-based approach. The PAMSIMAS I (2008-2012) and PAMSIMAS II (2013-2015) programs have succeeded in increasing access to safe drinking water for 10.4 million people and access to proper sanitation for 10.4 million people in more than 12,000 villages/kelurahan spread across 233 regencies/cities in 32 provinces in Indonesia. PAMSIMAS Program is entering the third phase (PAMSIMAS III), which was implemented in the 2016-2020 period. It will target 15,000 new target villages and manage the program's sustainability in more than 27,000 PAMSIMAS participating villages throughout Indonesia (source: <https://pamsimas.pu.go.id/profil/ringkas-program/>).

An FGD involving three field facilitators (as research informants) was carried out to explore the role and tasks of facilitators in the Pamsimas III program. In addition, an in-depth interview was also conducted with Dani Wahyu Moenggoro, Director of Inspirit, who is also an expert in facilitation. The interview was conducted to explore information and develop discourse to clarify human resources and *capital*.

Results And Discussion

Implementation of PAMSIMAS III at the Village level

The Pamsimas program at the village level begins with the preparation of village proposals to the Partnership Committee Team (PAKEM) in the district, consisting of elements of Public Works and Bappeda Offices. The PAKEM team then verify the proposal. After passing the verification, the Regent submitted the village proposal for prospective participants in the Pamsimas Program to the Directorate General of Cipta Karya, Ministry of Public Works and Public Housing. After verification, the Director General of Cipta Karya issued a Decree on establishing Villages for Pamsimas Program Participants.

After establishing the village as a program participant, the beneficiary community must carry out at least seven groups of activities. Facilitators assist the community at all stages of program activities. Table 1 presents the activities, knowledge, and skills the facilitator needs in each activity stage.

Table 1. Activities, Knowledge, and Skills by Program Implementation Stage

<i>No</i>	<i>Program Implementation Phase</i>	<i>Facilitator Activities</i>	<i>Knowledge needed</i>	<i>Skills needed</i>
1	Field Survey (technical and unit price surveys for wages, materials, and tools).	Facilitation to ensure the availability of materials and labor	Availability of skilled labor, material prices, labor wages,	Communication, organization, construction engineering
2	Unit pricing.	Facilitation to ensure reasonable unit prices	Local unit price compared to nearby villages	Communication
3	Creation of a Detailed Plan of Activities (DED).	Facilitation to ensure that the construction design meets the correct rules of construction	Construction standards of clean water facilities	Communication, organizing, construction engineering
4	Calculation of the Cost Budget Plan (RAB).	Facilitation to ensure a reasonable budget	Local unit price compared to nearby villages	Communication, organizing, bookkeeping, construction engineering
5	The preparation of jadwal pelaksanaan konstruksi.	Facilitation to ensure a rational schedule of construction	The duration of construction implementation of each stage, both based on construction standards and experience in previous projects	Communication, construction management
6	Implementation of Construction Works.	Facilitation to ensure the quality and timely implementation of construction work	Techniques for monitoring and evaluating construction work	Communication, construction engineering, construction management, monitoring, and evaluation
7	Operation and maintenance management	Facilitation to ensure the implementation of continuous operation and maintenance	Institutional management and requirements for operation and maintenance of clean water	Communication

To cover all of the above necessary skills at the village level, Pamsimas III mobilizes (i) Engineering Facilitators and (ii) Finance Facilitators. In general, one TFM will facilitate a maximum of 6 villages. In addition to TFM, the Pamsimas Program is also equipped with District Professional Facilitators at the district level.

Facilitator and KSA Frameworks

One factor supporting the program's success is the community facilitators' presence. According to the *Cambridge Dictionary*, a facilitator *helps a person or organization do something more easily or find the answer to a problem*. Meanwhile, according to Wulan Ayuningtyas Agustin and Supriyadi S.N., a facilitator is assigned to assist the community in receiving the program and establishing cooperation with various relevant parties in the context of community empowerment (1). In this paper, a facilitator is defined as a person with certain knowledge, skills, and attributes that are assigned to help introduce, plan, and organize program implementation to the program beneficiaries so that the program can be implemented under the budget, time, quality, and procedures that have been established.

Program facilitators act as drivers and motivators for the community to develop better. Facilitators provide knowledge transfer through training, discussion, and informal and non-formal social interactions with nearby village people (8); the four main functions of facilitators in community-based programs are as resource persons, trainers, mediators, and mobilizers (6). Facilitators are presented among the village people to unite all community elements and liaise the village with the district government. The existence of Pamsimas facilitators can increase public understanding of the program objectives. It is because the facilitator involves the community from the planning and development stages to the post-program sustainability stages (5).

Facilitators act as program disseminators, planners, implementers, and evaluators. As a disseminator, the facilitator introduces the program to the village people and officials. As a planner, the facilitator facilitates a self-help mapping to identify the location of beneficiaries and conducts community discussions to agree on programs and schedules for the implementation. In the construction stage, facilitators monitor and supervise the construction process. As an evaluator, the facilitator evaluates the programs implemented by the village people. Community attendance indicates their participation at each stage. In the preparatory stage, the community is also present in socialization to determine the direction of program implementation. In the planning and social marketing stages, the beneficiaries agree on the program's vision and mission (1).

A facilitator is a professional implementer of programs/activities for the success and achievement of development goals (9). Facilitators are empowerment implementers who assist the project beneficiaries and establish cooperation with various parties (1). The POB book for procurement of facilitators defines a facilitator as personnel assigned to ensure that the entire program implementation process at the community level can run with good quality and realize a self-reliant community to support the program's sustainability.

Discussions and analyses about facilitator competencies are carried out using the KSA framework (*knowledge, skills, and attributes*). Michael Stevens and Michael Champion first proposed this framework as *knowledge, skills, and abilities* (Stevens & Champion, 1994). Gregory Ronczewsky modified it into *knowledge, skills, and attributes*. Although it points to the same substance, attribute seems broader than *ability*. Attributes are other things that determine whether knowledge and skills can be used to carry out a role or achieve goals (11). Roczewsky further stated that it could be due to attitude, but we have all seen an athlete with all the skills needed but cannot perform optimally when competing. There are many possibilities as to why it happened, and it is too simple if it is solely due to *attitude*.

Knowledge is the theoretical or practical understanding of a subject (12); a collection of information that is usually factual or procedural (13); or the understanding of concepts, focusing on theory, not practice (11). For example, just because someone has read hundreds of communication papers does not mean they can communicate well. Skills are proficiencies developed through training or experience (12). Capacities or proficiencies acquired through training or hands-on experience (13). Or abilities developed during training or

work when an individual can practice and apply theoretical knowledge in the work environment (11). Skills are the actual application of knowledge.

Ability is a quality of doing things (12), strength or capacity to perform an activity or task (13), or strength or capacity to perform an activity or task (14). Skill determines whether a person can do something, while ability is to express how well and often a person does it.

Facilitator Job Description

Based on the Standard Operational Procedure (POB) for Procurement/ Replacement of Pamsimas III facilitators, the tasks of community facilitators include:

- (i) Village-level socialization and preparation of proposals, including facilitation in IMAS Phase I activities, formation of proposal preparation team and AMPL cadres, as well as preparation of proposal documents for water supply and sanitation programs to be submitted to the district government through the AMPL Working Group,
- (ii) Planning of PJM ProAKSI and planning and implementing community work plans (RKM), including assistance in village community discussion activities, development of SPAM technical designs, preparation of SPAM management plans, and formation and strengthening of an institution,
- (iii) facilitation in the operational and maintenance period of SPAM, monitoring and strengthening the institution, technical and financial performance, facilitation of discussion to increase management capacity, hands-on training, and increase the role and performance of the BPSPAMS Association, and
- (iv) advocacy to village and sub-district governments to use rural budgets to improve the performance and development of SPAM to achieve the target of universal access to water supply and sanitation at the village level (100% village level services). In carrying out this task, TFM is expected to be able to maximize cooperation with the Village Assistance Team.

FGD with the facilitator revealed that the facilitator has the freedom to adjust the details of the activity to fit with the local culture and traditions. The adjustment applied to the program goals (or intermediate goal) is intended to improve the effectiveness of the field implementation. The interview with supervisors at the District Public Works Office confirmed that the facilitators were free to carry out the necessary activities to meet the output and compliance with the project's administrative requirements.

Knowledge, Skills, and Attributes

From the FGD with 3 Facilitators of Pamsimas III of Temanggung Regency, it is known that the Pamsimas III facilitators are tasked to facilitate the beneficiaries in the development process using a community-based approach. Facilitators help communities develop the technical and institutional knowledge and skills needed to (i) plan and implement Pamsimas activities and (ii) the management and operation of water supply facilities.

The Ministry of PUPR determines villages participating in the Pamsimas program based on the proposal of the regent/mayor. The program fund comprises 70% from the central government, 10% from the village government, and 20% from the community contribution. Of the 20% community contribution, 16% can be *in kind* (material, labor) and 4% *in cash* (money).

After the village is established, a Community Activity Plan (RKM) document is prepared. The document includes a field survey (technical survey and unit price survey for wages, materials, and tools), identification of unit price, development of a Detailed Engineering Design (DED), preparation of budget (RAB), and construction implementation schedule. After the RKM document is completed, the facilitator facilitates the implementation of construction work and water supply management, including operation and maintenance.

According to the facilitator, a facilitator must behave well to carry out the task properly. The acceptance of the village people depends largely on the facilitator's attitude, especially in the early days of the encounter. In this context, attitudes are expressions, speech, and actions the facilitator shows to village people. In the next

stage, the attitude also includes responsibility and commitment to successfully implementing the program. In addition, the facilitator must also be able to adapt to local cultural norms. Failure to show a good attitude may result in the community's rejection of their presence and subsequently refuse the ideas the facilitator will convey.

Expression, speech, action, commitment, responsibility, and adaptation are innate talents that can be developed or trained. This innate talent in the KSA framework is called *ability* or *attributes*. It is the strength or capacity to perform an activity or task (14); the quality of being able to do something (12); or other things that determine whether knowledge and skills are deployed to fulfill a role or achieve a goal (11). In this paper, *ability* and *attribute* are used interchangeably.

Second, based on the information gathered during FGD, the facilitator must know the local socio-cultural conditions. It includes formal figures and informal figures. These figures are catalysts for program communication and community mobilization effectiveness when needed. In addition, the facilitator must also have knowledge of the program cycle and the various resources needed to implement the program.

Third, the facilitator must have all the skills necessary to carry out all phases of the program, starting from planning, implementation, monitoring-evaluation, and the program sustainability stage. Communication is a key skill that a facilitator must have. This skill is required at almost every stage of the program. In addition, a facilitator must also have motivating and mediation skills in addition to technical skills related to the program. Those are *the skill* dimension within the KSA frameworks. From the FGD conducted with the facilitators, the main skill a facilitator must have is communication skills. Furthermore, organizing activities is also important in facilitating the program, in addition to technical skills such as simple bookkeeping, construction engineering, construction management, and monitoring evaluation (6).

Human Resources vs. Human Capital

The interview with the resource person found that the difference between a worker as a resource and as capital can be approached from the individual and the organizational level. The individual level of the worker analyzes the work behavior. There are two types of workers:

- (i) A worker who carries out work based on clear or rigid job descriptions, process-oriented, transactional, and aimed at achieving the outputs (or intermediate outputs) that the organization has set, and
- (ii) A worker who works without a rigid job description has freedom of action, is output-oriented and transformational, and aims to increase the organizational value added.

In the first type, a worker relies on knowledge, skills, motivation, and commitment. Work areas such as cashiers, secretaries, accountants, factory machine operators, drivers, and the like require no creativity or innovativeness. Their work is clear and routine. The nature of the work is to support the achievement of the goals that the organization has set. While in the second type, a worker must use knowledge, skills, motivation, commitment, creativity, and innovativeness. The work is often indecisively decipherable, varied, and results-oriented. The nature of the work is to increase the organization's added value. Therefore, creativity and innovation are needed. Positions such as CEO, R&D, and marketing require a second type of worker.

Workers or humans with the first type of work behavior are called *human resources*, while humans with the second type of work behavior are called *human capital*. Table 2 compares *human resources* and *human capital* at the individual level.

Table 2. Comparison between Human Resources and Human Capital at the Individual Level

<i>Dimension</i>	<i>Human Resource</i>	<i>Human Capital</i>
Job description	Detail, clear/rigid	Flexible
Orientation	Process	Output
Characteristic	Routine, transactional	Varied, transformational

Purpose	Achieve the output (or intermediate output) that the organization has set	Increase the organization's added-value
Required competencies	Knowledge, skills, motivation, and commitment	Knowledge, skills, motivation, commitment, creativity, and innovativeness

There is no fundamental difference between the individual level and the organizational level. At the organizational level, a worker is viewed by how the organization assigns roles to the worker. The organizational-level analysis emphasizes that a person with the potential to become human capital can become a human resource if the organization assigns clear/tough, routine tasks, focuses on processes, and does not require a worker's creativity and innovativeness. The organization will exploit human resources as part of production inputs. On the other hand, the organization will improve human capital quality to continue creating added value. Table 3 compares *human resources* and *human capital* at the organizational level.

Table 3. Comparison between Human Resources and Human Capital at the Organizational Level

<i>Dimension</i>	<i>Human Resource</i>	<i>Human Capital</i>
Job description	Detail, clear/rigid	Flexible
Orientation	Process	Output
Characteristic	Routine, transactional	Varied, transformational
Output or output between	Clearly defined	Align with the vision and mission of the organization
Required competencies	Knowledge, skills, motivation, and commitment	Knowledge, skills, motivation, commitment, creativity, and innovativeness
Organizational views	Sources of costs	Sources of profit (added value)
Organizational actions	Exploit	Nurture and develop

As discussed in the facilitator's job description section, the POB does not contain technical details of what the facilitator should do. POB is more of a result/output-oriented reference. From the FGD with the facilitator, it is known that the facilitator has the freedom to carry out the details of the activities needed to achieve the expected results/outputs. POB only writes the words socialization, planning, mentoring, and advocacy. There needs to be a further detailed explanation of how socialization, planning, mentoring, and advocacy should be carried out.

In addition, in the field, many jobs in the program need to be listed in the facilitator's job description, such as community mobilization, coordination with village administration, or persuasion to deal with conflicts. As stated by Jumrana and Megawati Asrul Tawulo from Haluoleo Kendari University, the skills needed by the facilitator include motivating skills, namely encouraging the community to play an active role in every stage of the activity; facilitation, namely organizing activities that involve the community; communication, namely conveying all complete and clear information; consultation, which is to provide advice and consideration regarding things that need to be done by the community in each stage of the activity; and mediation, i.e., connecting the village people with the government (15)

Based on the nature of the facilitator's works, which are (i) the facilitator has the freedom to make adjustments to the details of the activity to achieve the expected results/outputs; (ii) many detailed activities in the program are not listed in the facilitator's job description; (iii) strongly requires creativity; and (iv) supervisors in the District Public Works Office gives the facilitator freedom to carry out the necessary activities to meet the

output targets and to comply with program administration provisions, then the facilitator meets the criteria as human capital. Creativity and innovation are important elements of *human capital* that distinguish it from *human resources* (16,17).

Conclusion

Based on the literature review and FGD conducted with the facilitators, a facilitator is defined as a person with certain knowledge, skills, and attributes, who is tasked to introduce, plan, and organize the implementation of a program to the program beneficiaries so that the program can be implemented under the established budget, time, quality, output, and procedures.

To carry out their duties well, facilitators must have certain knowledge, skills, and attributes. Knowledge is a theoretical or practical understanding of an object, such as knowledge of socio-cultural conditions, formal and informal figures, program cycles, and resources needed in program implementation. At the same time, skill is proficiency in applying knowledge developed through training or experience, such as communication, organizing, mediation, and various construction technical skills. Attributes are the strength or capacity to use knowledge and skills to perform roles or duties optimally. The attributes are expression, speech, action, commitment, responsibility, and adaptation.

This research proposes a discourse for further study that a human resource uses knowledge, skills, and commitment to do a definite job with clearly defined processes and outputs. Human capital is a person who uses knowledge, skills, creativity, innovativeness, and commitment to carry out work to increase the added value of the organization with processes and outputs that have yet to be clearly defined. Referring to the characteristics of human resources and human capital that have been proposed, it can be concluded that from both individual and organizational perspectives, a facilitator is categorized as human capital.

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Statement Of Authenticity

I, the Author, declare that this manuscript is original, has not been published, and is not currently considered for publication elsewhere. I also declare that during the review process by this journal, I will not withdraw the manuscript and send it to another journal.

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