

Human Resources Development Policy as a Strategy for Improving Public Organizational Performance

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Abstract

The purpose of this research was to analyze organizational performance improvement strategies in the Center for Testing the Implementation of New Fisheries Products (BBP2HP). The research was conducted using AHP (Analytical Hierarchy Process) method with Expert Choice software to analyze the structure and the main strategy alternatives. The analysis was based on primary data obtained through interviews with 11 experts. Research results showed that human resource development policy was the most crucial strategy in improving BBP2HP organizational performance with training and development as an integral part of the strategy. The results also showed that the factor of leadership was of most importance in ensuring that the strategy of improving organizational performance. In that regard, leadership qualities of BBP2HP head was identified as the most critical and influential actor in improving BBP2HP organizational performance. Meanwhile, providing excellent services was identified as the top priority that BBP2HP must pursue in improving its organizational performance as public service unit. The implications of this study are public organizations should implement training and development in accordance with the needs of the organization; and the pivotal role that leadership plays in the strategic management of the organization in empowering and directing organizational resources towards achieving organizational goals in as effective and efficient a manner.

Keywords: *analytical hierarchy process, human resources management, knowledge management, leadership*

INTRODUCTION

Improving governance and management systems is an essential agenda in bureaucratic reform, which is being implemented by the Indonesian government. The focus of the government management system is on increasing accountability as well as the outcomes-oriented performance. In fact, the above goal is in line with the Grand Design of Bureaucracy Reform 2010-2025 as stipulated in the Presidential Decree No. 81/2010, that highlights accountability as one of the areas that must be reformed to achieve the "*Increased capacity and accountability of bureaucratic performance*". Today, accountability of public sector organizations is still far short of expectations (Wicaksono, 2015). To that end, to improve public sector performance and public welfare, it is the onus of all public officials to strive to enhance the accountability of activities that are entrusted to them.

Human resource quality is one of the most important aspects of achieving optimal organizational performance. Human resources is pivotal to organizational performance improvement as well as plays a key role in organizational management (Troshani *et al.*, 2011). Therefore, improving human resource quality is pre requisite for excellent organizational performance. The adoption of strategic human resource management is crucial in the management of human resources (Kuo, 2011).

Nurturing and developing organizational competence that is necessary to face a competitive environment requires learning and creating new knowledge consistently that is subsequently disseminated throughout the organization. Knowledge plays a vital role in organization performance, which is why optimizing its contribution to the organization demands excellent management. The application of knowledge management in an organization, contributes to better organizational decisions and actions that in turn improve public service quality and responding appropriately to changes that are needed (Nurmadi, 2006).

Balai Besar Pengujian Penerapan Hasil Perikanan (BBP2HP) or The Center for Testing the Implementation of New Fisheries Production as the Technical Implemen-

tation Unit within the Directorate General for Strengthening Marine and Fisheries Product Competitiveness, in the Ministry of Marine Affairs and Fisheries, has a public service function to maintain the accountability and quality of its public services, BBP2HP uses the Public Satisfaction Index (PSI) to gauge public service performance). Based on Table 1, PSI index for BBP2HP shows wide fluctuations. It is also worth noting that BBP2HP has faced several obstacles over the last three years that have hampered its efforts to achieve of its Key Performance Indicators. Such obstacles, among others, include the limited human resource competence of both in technical and administrative fields; limited supporting facilities and infrastructure due to the lack of optimal facilities and infrastructure attributable to damages and lack of optimal synchronization with other work units within the scope of the Ministry of Marine Affairs and Fisheries. Inevitably, such condition has undermined BBP2HP accountability performance. To that end, the strategy of improving BBP2HP performance is indispensable to achieve the goal of becoming a public service unit that provides excellent services.

Previous research shows that human resource management and knowledge management influence organizational performance improvement. Theriou and Chatzoglou (2014) in their research that was based on structural equation modeling (SEM) showed that the implementation of human resource management that relates to knowledge management, organizational learning, and organizational capability creation increases organizational performance. Besides, previous empirical research shows that the formulation of strategy using Analytical Hierarchy Process (AHP) is associated with improvement in organizational performance. In that backdrop, based on existing theoretical and empirical work, this paper especially focusses on the roles that human resources management and knowledge management plays in organizational performance of government institutions. Meanwhile, the research problem of this research is "What roles do human resource management and knowledge management play in formulating organizational performance im-

Table 1. PSI of BBP2HP Public Service Unit 2014-2016 period

Value	2014	2015	2016
Service Index	3,275	3,179	3,236
Public Satisfaction Index	81.87	79.48	80.89

Source: *BBP2HP Annual Report, 2017*

provement strategies?" Consequently, the purpose of this research is to analyze the factors, the actors and alternative strategies that are play key roles in improving BBP2HP performance.

METHODS

BBP2HP, which is one of the Technical Implementation Units in the Ministry of Marine Affairs and Fisheries was the locus of the research. Data used was mainly primary data and secondary, which were obtained by conducting structured interviews with selected experts and various BBP2HP. Previous research and consultations with experts informed the questionnaire development process on determinants of organizational performance. Structural equation model (SEM) was used to formulate organizational strategy using AHP, that in turn generated strategic alternatives on improving organizational performance.

Inputs from experts with sufficient proven capabilities and experiences (practitioners) in BBP2HP policy-making. Specifically, the research used the services of 11 experts, who were drawn from representatives of structural and functional units in BBP2HP, universities, the Maritime and Fisheries affairs office the practitioners and other stakeholders.

As regards data processing, Expert Choice Software was used. The choice of the software was because of the ability of the software to integrate opinions of experts as well as the capacity of not being limited by organizational hierarchical structure (Marimin and Maghfiroh, 2010). Subsequently, the AHP process was used to analyse the data.

FINDINGS AND DISCUSSION

The hierarchical structure in formulating BBP2HP strategy on improving organizational performance was based on background inputs that were provided by experts. Some of the key factors that were incorporated into the AHP hierarchical structure analysis included human resource management functions, organizational learning, and knowledge management, which based on previous research are associated with significant influence improving organizational performance. Meanwhile, data on other factors such as leadership and organizational culture were obtained from the results of in-depth interviews that were conducted with several experts within BBP2HP. Interviews with various stakeholders provided additional information on relevant strategies on improving organizational performance.

The strategy formulation process on improving BBP2HP organizational performance was organized into six stages. The stages were based on interrelationships and structure and process used to achieve organizational goals. The six stages included: (1) definition of the focus to be addressed, which in this case entailed BBP2HP performance improvement strategy; (2) delineating the six factors that influence BBP2HP, performance improvement, inter alia, improving human resource management, incorporating organizational learning, knowledge management, leadership factor and organizational culture factor; (3) the stage concerned factors involved in efforts to improve BBP2HP organizational performance, including: BBP2HP Head Administration Officials, Supervisory Officials, Specific Functional Officials and General Function Officials; (4) the fourth stage concerned the goals that were identified as pivotal in improving BBP2HP

Table 2. Actors Priority

Actor	Weight	Percentage (%)	Priority
Head of BBP2HP	0.466	47	1
Administration Officials	0.204	20	2
Supervisory Officials	0.158	16	3
Specific Functional Officials	0.099	10	4
General Functional Officials	0.072	7	5

Source: Data Analysis

organizational performance which consisted of three objectives, namely: increasing the quality of fisheries new product implementation tests, fostering BBP22HP to become a public service unit that delivers excellent services; increasing the quality of human resources in BBP2HP (5) the fifth stage involved the determination of alternative strategies to achieve the overarching objective of improving organizational performance which comprised three alternative strategies, inter alia, human resource development policy, organizational and infrastructure development policy and knowledge management development policy. Meanwhile, stage six involved formulating activities that are required to implement components of the strategy on improving organizational performance namely: (i) recruitment and selection, training and development, facilitating career development, improving performance management, and increasing remuneration (Human resource development strategy); (ii) ensuring the availability of sufficient budgetary support, facilities and infrastructure support, improving work mechanism (SOP), putting in place conducive leadership, enhancing work culture and increasing employee participation (Organizational and Infrastructure Development Policy sub-alternative strategy) (iii) building a shared vision, building a technology-based knowledge portal, providing knowledge sharing sessions, facilitating the creation and development of agents of change in the organization (Knowledge Management Development Policystrategies)

Results of data analysis generated pri-

orities which BBP2HP can implement to improve Organizational Performance. The priorities served as pointers of alternative strategies and attendant activities which BBP2HP can use as blueprint in improving organizational performance. The contribution of each component to the strategy was accorded weights as shown in Figure 1.

Presentation of Priority Results

Factor element analysis was aimed at determining the priority level of an element of the factor. Based on vertical processing results, leadership was established as the most important factor in influencing improving BBP2HP strategies on improving organizational performance (0.468). Second in importance was the contribution of human resource management functions (0.211), followed by organizational culture (0.141), knowledge management (0.087) and organizational learning (0.092) respectively.

Actors are those officials and employees who were involved in efforts to improve BBP2HP organizational performance. Based on Table 2, the head of BBP2HP was the official who showed the highest involvement in BBP2HP performance improvement efforts, registering weight value of 0.466. This was followed by importance roles played by Administrative Officials (0.204), Supervisory Officials (0.158), Specific Functional Officials (0.099) and General Functional Officials (0.072) respectively.

Table 3 underscores the fact that the overarching goal behind BBP2HP's efforts to improve performance is to become a public service unit that provides excellent service,

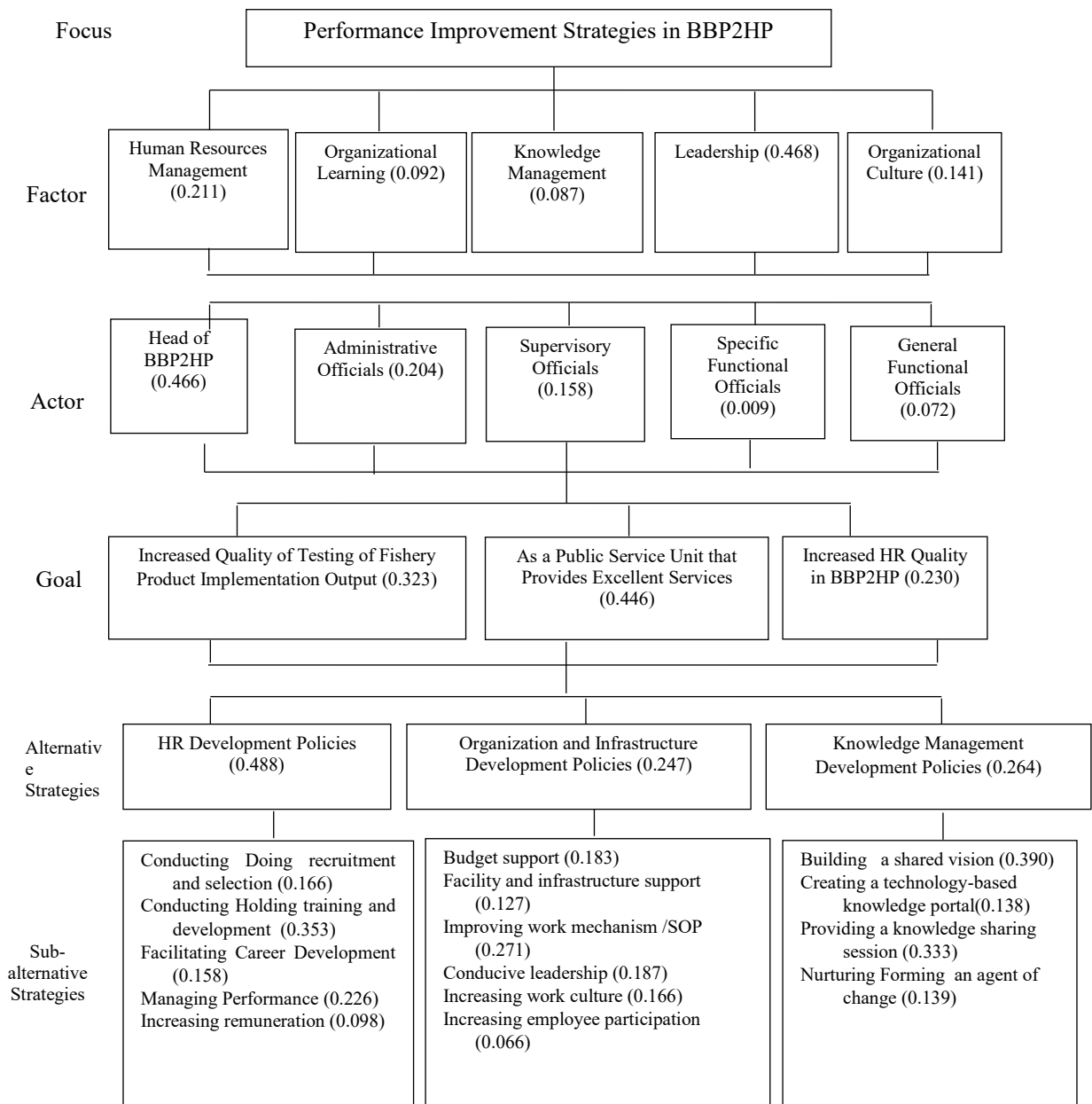


Figure 1. Priority Weights by Hierarchical Level

Source: Data Analysis

which registered a weight of (0.446), followed by enhancing the quality of testing of the new fishery products (0.323), and improving human resource quality as the the last priority (0.230).

Meanwhile, based on Table 4, the most important and most important priority strategies in improving organizational performance in BBP2HP, inter alia, human resource development policies (0.488); improving organizational performance through

knowledge management development policies; (0.264) and organizational and infrastructure development policies (0.247).

Implementing strategies on human resource development requires strategic efforts. Based on weights assessment synthesis in Figure 2, it is evident that training and development is the most important component of the strategy on improving BBP2HP performance through human resource development policies was (SS12) carrying weight

Table 3. Goals Priority

Objective	Score	Percentage (%)	Priority
As a public service unit that provides excellent services	0.446	45	1
Enhanced quality of testing of new fishery products	0.323	32	2
Increased HR quality in BBP2HP	0.230	23	3

Source: Data Analysis

of 0.353. Meanwhile, performance management (SS14) (0.226); recruitment and selection (SS11) (0.166); facilitating career development (SS13) (0.158); and increasing remuneration (SS14) (0.098), are other components of priority strategies on improving BBP2HP organizational performance. The consistence of the results is depicted in Figure 2 which shows an inconsistency value of 0.00, which attests to the fact that consistency in filling out questionnaires.

The implementation of organizational and infrastructure development policy strategies requires strategic efforts. Based on weight assessment synthesis results in Figure 3, shows that improving working mechanism (SS23) (0.271) is the most important component of the organizational and infrastructure development strategy in BBP2HP . This is followed by existence of conducive leadership (SS24) (0.187); budgetary support (SS21) (0.183); enhancing work culture (SS25) (0.166); supporting facilities and infrastructure (SS22) (0.127), and increasing employee participation (SS26) (0.066). The validity of the results is vindicated by the inconsistency value of 0.01 in Figure 3, which attests to the consistency used in filling out the questionnaire.

With respect to the implementation of knowledge management development policy strategies, improving the quality of public service delivery is imperative for public organizations. Based on weight assessment synthesis results in Figure 4, it is evident that building a shared vision (SS31) (0.390) is the most essential sub-component of improving BBP2HP performance. This is followed by providing knowledge sharing sessions (SS33) (0.333); creating an agent of change (SS34) (0.139); and building a knowledge

portal (SS32) (0.138). The validity of the results is vindicated by the inconsistency value of 0.01, which attests to the fact that the questionnaires were filled put with high consistence (Figure 4).

Discussion-Priority of Factor

The leadership factor is the main priority in improving BBP2HP performance because leadership plays a crucial role in the conduct of organizational activities. Leadership directs and manages the organization toward achieving its goals (Robbins and Coulter, 2010). Besides, leadership has a dominant, and critical role improving e work performance at the individual, group and organizational levels (Sutrisno, 2009). In addition, leadership is pivotal for improving organizational performance because of the role it plays in decision-making process that relates to the development and and deployment of organizational resources into useful products and services for stakeholders (Madanchian et al., 2016).

In otherwords, from the perspective of BBP2HP, the leader is expected to be the linchpin in BBP2HP’s efforts to become a public organization that delivers excellent services. This is necessary because the leader is responsible for building trust both within and outcome the organization. Trust is required in efforts to mobilize all available resources such as human resources, facilities and infrastructure and in the external environment of the organization in order to meet the expectations of the stakeholders and the public in line with pre determined organizational performance targets

Implementing human resource management functions was the second priority factor in improving organizational performance. The success of a public organization

Table 4. Alternative Strategies Priority

Alternative	Weight	Percentage (%)	Priority
HR development policies	0.488	49	1
Knowledge management development policies	0.264	26	2
Organization and infrastructure development policies	0.247	25	3

Source: Data Analysis

is highly dependent on the performance of its human resources. Ko and Smith-Walter (2013) in their research proved that the successful implementation of human resource management functions contributes to improvement in the behavior of employees, commitment to the organization to work, that indirectly impacts on organizational performance improvement. Indeed, human resource performance is the key determinant in the success of an organization, and it requires a leader who can take the lead in the workplace. Therefore, leadership as part of the human resources in the organization determines the existence of an integrated organizational unit that has the capacity and function to can carry out its functions as a public organization to achieve its goals.

Organizational culture is the third factor. Organizational culture fosters a shared commitment in the organization, which can enhance the stability of the organization by building a sense of identity to awaken the commitment of all members to trust and value the organization. For the public sector, an excellent organizational culture is be reflected in excellent delivery of services with the support of sound leadership (Indrawati, 2017).

Organizational learning is the fourth priority factor. An organization that can facilitate the learning process improves organizational performance (Mallen et al., 2016). Meanwhile, knowledge management, which is the fifth priority factor, serves as a source of sustainable competitive advantage hence can support the achievement of organizational goals by creating enabling conditions for good organizational performance (Megantoro et al., 2014). To that end, the ability of the organization to carry out learn-

ing process and knowledge management are crucial factors for the success of achieving optimal organizational performance.

Fostering knowledge and learning in the organization encourages the emergence of knowledge sharing and learning culture that involves all employees in the organization. To achieve that, it an onus on the leader of the organization to lead the implementation of knowledge management efforts and ensure the existence of sustainable learning process in the organization. Koo Hang et al. (2017) in their research found that effective leadership contributes to increased trust among employees in the organization, making it key to achieving organizational performance improvement.

To that end, the transformational leadership model with its inspirational motivation and intellectual stimulation leadership styles supports good leadership practices for the organization that foster performance improvement (Ahmad and Alham, 2016). Besides, transformational leadership can facilitate the process of knowledge acquisition and knowledge sharing not only from within the organization but also from outside the organization (Ssenyonga, 2010). This is done by providing access to sources of new ideas and working with stakeholders and other institutions.

Discussion-Importance of Actor

Research results indicated that BBP2HP head of plays the most crucial role in improving organizational performance. This is attributable to the key roles BBP2HP leadership plays in formulating policy, determining the direction of the organization, and as a liaison with central government policies at both Ministry level and Directorate Gen-

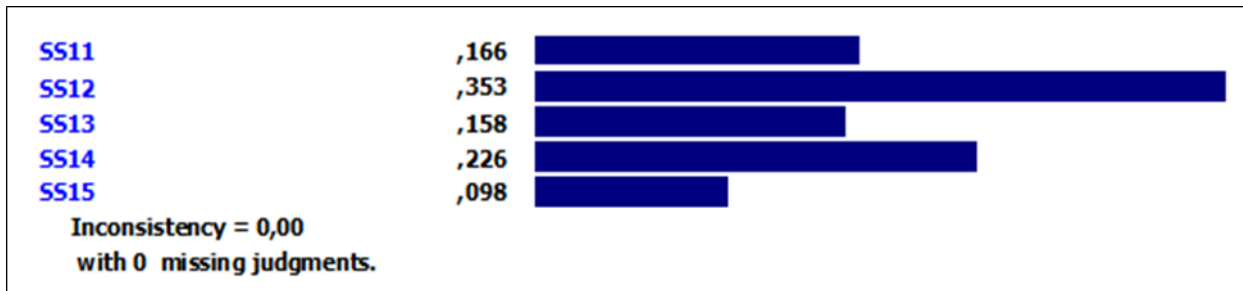


Figure 2. Sub-alternative Strategies of HR Development Policies Synthesis Result

Source: Data Analysis

eral level.

Secondary in importance were administrative officials. The importance of administrators in strategies on improving BBP2HP lies in the responsibility vested in them in implementing all public service activities and government administration. Nonetheless, the effectiveness of the four administrator officers in BBP2HP is in part influenced by the role of BBP2HP head, to whom they are accountable, as well as supporting staff (supervisors) who assist them in executing their work. It is not surprising that supervisors were ranked third in importance in implementing organizational strategies on improving performance. BBP2HP has nine supervisors, who are charged with controlling the general functional officials.

Specialized functional officials were ranked fourth in importance in improving organizational performance. There are 48 specialized functional officials in BBP2HP. Such officials deliver services in the organizational based on specialized knowledge and competence. In carrying out their duties, specialized functional officials are directly accountable to BBP2HP head, as well as indirectly to administrators and supervisors.

General functional officials were ranked fifth in importance. The 54 general functional officials in BBP2HP are charged with providing public service activities as well as government administration.

Discussion-Priority of Organizational Goals

The overarching goal of BBP2HP is to become a public service unit that can deliver excellent services. To achieve the goal, the organization has had to implement, efforts

toward improving the quality of public services. This can be done by adopting and implementing ISO standards in of the certification and testing processes and procedures of delivering services, enhancing the competence of service providers, strengthening the management of public complaints and customer satisfaction through conducting surveys and using information technology. Those efforts done continuously and must be in line with the National Bureaucracy Reform program, as well as informed by the needs and expectations of the public service users. Third in importance for improving BBP2HP performance is the goal of increasing the quality of testing of the new fishery products. The goal is an effort by BBP2HP to support the production of competitive fishery products for both the domestic and international markets.

The third priority goal of improving BBP2HP performance was increasing the human resource quality. Enhancing human resource quality is pivotal for improving the capacity of the organization to deliver quality services and products. Some of the efforts implemented to achieve that included strengthening human resource planning through streamlining the formulation, recruitment and selection of new human resources, enhancing human resource development through such efforts as personnel competency training, learning tasks and permits, promotion and transfer of employees to occupy higher positions, individual performance measurement using online Employee Work Target (SKP) system that is monitored on a regular basis, as well as improving employee remuneration

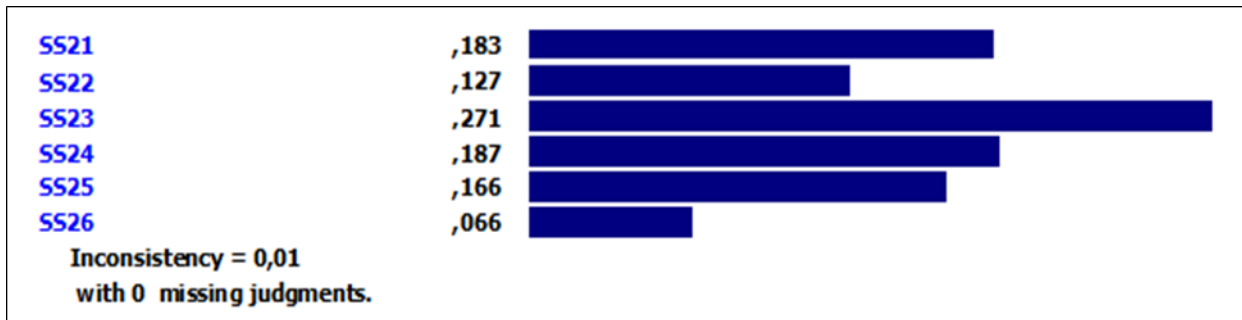


Figure 3. Sub-alternative Strategies of Organizational and Infrastructure Development Policy Synthesis Result

Source: Data Analysis

Discussion-Ranking Strategy Priorities

Based on research results, it is evident that human resource development policies are the most important in improving BBP2HP performance. This is attributable to the important role quality and knowledgeable human resource plays in providing and delivering quality public services to stakeholders. To that end, human resource development should be top priority, with such activities as enhancing the quality, skills, capabilities and loyalty of employees. Achieving that ensures both increased organizational performance, higher customer satisfaction and low employee turnover. To support the strategy, knowledge management development and organizational and infrastructure development policies, are needed to create conducive organizational learning process and experience, and strengthening and streamlining organizational planning, infrastructure and operational processes, respectively. Components of human resource development strategy ranked by importance include training and development as confirmed by Sujiati (2017) and (Wijaya 2014) citing the role played in enhancing employee competencies.

Th managing performance, which engenders the emergence of integrated process that support organizational performance as corroborated in a research by Verbeeten (2008) that cites improvement in the setting of organizational goals division of authorities in decision making, and in measuring and evaluating performance improvement. Another important factor in improving human resource development is recruitment and selection. Based on Aziz et al.((2017), showed that recruitment and selection has a

positive effect on improving employee performance, while noted as equally important, is facilitating career development which is associated with increase in employee productivity (Robbins, 2015), and employee performance (Harlies, 2012). Improving the remuneration system, right from recruitment and selection of employees, career development and retirement, is also crucial for enhancing human resource capacity and competence in an organization. Sancoko (2010) shows the pivotal role that effective remuneration plays in enhancing employee performance

Discussion- Key Components of Organizational and Infrastructure Strategy

With regards to key components of organizational and infrastructure development strategy, the most important is improving the working mechanisms or standard operating procedures (SOP). Standard Operational Procedure contain detailed and systematic description of wor , which serves as guidance in executing it appropriately, accurately and consistently (Tathagati 2015). Existence of streamlined SOPs equips the organization with the ability to conduct smooth coordination, absence of duplicity/overlap, development of working relationship, clarity of authority and responsibility of each employee (Wibowo 2011). That is why SOP are associated with improved employee performance (Kusumastuti 2014). To that end, to enhance performance, BBP2HP should streamlined and strengthen working, which must be in line with existing tasks and functions. Other key components in this regard include conducive leadership that moves, empowers and directs organizational

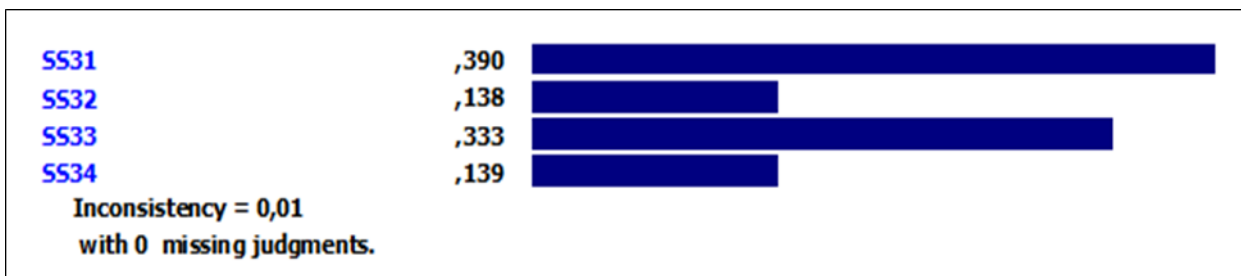


Figure 4. Sub-alternative Strategies of Knowledge Management Development Policy Synthesis Result

Source: Data Analysis

resources effectively and efficiently towards achieving goals; fosters control in the implementation of the Internal Control System (SPIP); budgetary support that is commensurate with task burdens and functions of the organization, and must be executed in accountable and transparent manner to have positive impact on organizational performance (Setyawan and Rohman, 2013). Meanwhile, improving work culture which relates to values that become the nature, habits, driving force and entrenched in the life of an organization hence reflected in attitudes, behaviors, beliefs, ideas, opinions and actions that manifest as work (Kurniawan et al., 2012) and (Utami, 2015) improving facilities and infrastructure support by supporting organizational processes that enable the organization to achieve its goals, and are enjoined in article 15, Act No. 25 / 2009 on Public Service that stipulates the need for the provision of infrastructure and facilities to create a conducive climate for public service delivery; and enhancing employee participation, which Robbins and Judge (2015) and Mufeed and Gulzar et al., (2015) fosters collaborative and participatory decision making in the organization.

Discussion- Components of Knowledge Management Development Strategy

Based on research results, building a shared vision was ranked as the most important component of the knowledge management development strategy. The importance of shared vision lies in ability for joint exploration of the future image of the organization which in the end fostering genuine commitment and self-awareness (Senge, 1990); generating and strengthening employee enthusiasm for the future of the

organization as well as elevating motivation to contribute toward the progress of the organization. To that end, principles and practices in sharing vision are essential in guiding efforts toward achieving organizational goals through knowledge (Tobing and Fitriati, 2009).

Knowledge sharing sessions is another important component of knowledge management strategy that is pivotal for organizational performance registering weight value of providing (0.333). Its importance arises from enhancing social interaction that involves the exchange of knowledge, experiences and expertise in the organization, which enhances employee working efficiency, effectiveness and performance (Maha, 2012). It is worth noting that the creation of knowledge sharing skills in public organizations requires the deployment of employees with sufficient experience and the existence of subsystems that supports collaboration between individuals and organizations (Sujati, 2017).

Meanwhile, developing an agent of change and establishing a technology-based knowledge portal, were ranked third and forth in important with respect to the contribution of knowledge management toward organizational performance. The importance of the two factors lies in the capacity they equip to use technology to store existing knowledge, neatly, safely and in an easily accessible manner for all members of the organization. Moreover, knowledge portal can be used as a vehicle to share knowledge and enhance a culture of knowledge sharing; mechanisms to build the culture of creative, innovative and knowledge sharing. However, effective knowledge management re-

quires adequate technical support and compensation for employee efforts which fosters their active participation in supporting the success of the system (Putri and Pangaribuan 2009). Equally important is the need to put in place skilled personnel or knowledge officers who are charged with the responsibility to identify, codify and organize various relevant sources of knowledge; encouraging the use of knowledge, maximizing innovation and encouraging the creation of new knowledge; guiding the process of change in the organization in achieving the expected goals that are integral to the change process by connecting the sources of change (knowledge, innovation, public policy) with the stakeholders as the target of change.

CONCLUSION

Human resource development policy strategy is the most important strategy to improve BBP2HP performance. Components of human resource development policy encompass enhancing staff training and development. To support human development strategy, knowledge management development policy, which contributes to strengthening the capacity of the organization to develop a shared vision that is crucial for achieving organizational goals.

Combining human resource development, knowledge management and leadership, contributes to strengthening employee capabilities, skills, competencies, motivation, commitment and behavior, which in turn increase organizational performance. Although other factors are important, the role that leadership plays in initiating, organizing, directing and managing strategy is the most important and decisive in ensuring the success of efforts to improve organizational performance. This is evident in the importance that BBP2HP leadership plays in various ways in fostering organizational performance. The attributes to leadership that contribute to organizational performance include but not limited to being a visionary, has good communication skills and understanding of organizational employees; creates a conducive situation through motivating, protecting, serving, and evaluating the performance subordinates as well as show assertiveness where necessary to ensure that

employee work effectively, efficiently and professionally.

Suggestion for future research should be directed toward using Analytical Network Process or AHP analysis tools to analyze the importance and contribution other factors such as in motivation, job satisfaction, discipline and others that are not limited by the existing structure, on improving organizational performance.

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