

## **Human Resources Capacity Building Innovation in The Pamsimas Program**

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**ABSTRACT.** Pamsimas is a national program aimed at supporting the improvement of proper water supply and sanitation service coverage. Policies during the Covid-19 pandemic have led to the program being unable to be executed normally and failing to achieve the predetermined targets. Innovation in enhancing human resources capacity has become an integral component within the program's entire cycle to support the success of Pamsimas program implementation. This research approach utilizes qualitative methods, where the study is descriptive and employs an inductive analysis approach. Focus of this research is the middle and upper-level human resources management of the Pamsimas program in the Central Java region. The research has demonstrated that the innovation in enhancing the capacity of Pamsimas Program's human resources has managed to enhance performance achievements amidst the pandemic threat. The specially formulated human resources capacity building innovation during the pandemic also proves that new strategies in capacity-building activities have become the primary method to enhance organizational performance. Through the development of new strategies and policies in activity governance, this has contributed to enhancing the capabilities, skills, knowledge, and attitudes of the existing human resources within the organization, enabling them to efficiently perform their tasks to achieve organizational objectives. The implications of this research support the theory that a crucial purpose of capacity-building innovation is to continuously develop the organization and its employees in such a way that the intended strategies can be realized.

**KEYWORDS:** innovation; strategy; human resources; capacity building

### **INTRODUCTION**

The Pamsimas program is implemented to bolster two national agendas: the expansion of population coverage for proper and sustainable water supply and sanitation services, as outlined in (1) the 100-100 initiative, signifying 100% access to water supply and 100% access to sanitation, and (2) the Community-Based Total Sanitation. Pamsimas represents an endeavor to reinforce the national objective of furnishing water supply and sanitation services in compliance with minimum service standards. This program plays a role in furnishing financial and technical backing, encompassing physical investments such as facilities and infrastructure, alongside non-physical investments in terms of management, technical support, and capacity building.

Human resource capacity building plays a highly significant role in attaining the objectives of a program or organization. The capacity of HR within an organization must consistently be enhanced to address organizational challenges and facilitate the effective execution of tasks. Consequently, the ongoing enhancement of human resources, encompassing both knowledge and skill aspects, is imperative. Expanding knowledge can be achieved through education, whereas refining skills can be accomplished through training (Morris & Lim, 2006).

Regional Oversight Management Services (ROMS) serves as the program manager responsible for executing and supervising the program to ensure its alignment with the governance of Pamsimas implementation. Furthermore, ROMS also supervises implementation quality, aids local governments and communities in effectively pursuing the goal of providing adequate water supply and sanitation services. At the provincial level, ROMS is also responsible for the policy of implementing capacity building from hierarchical levels down to the community level. Meanwhile, at the district level, ROMS is responsible for the technical execution of capacity-building activities for the human resources within the Pamsimas program.

Pamsimas, being a community-based program, offers diverse capacity-building activities from the central down to the community level, aimed at bolstering the realization of organizational objectives. These capacity-building initiatives are outlined within the Pamsimas Annual Work Plan (AWP), and it falls under the responsibility of HR management to execute these activities in alignment with the framework of Pamsimas HR capacity building governance. This ensures that program managers hold accountability for capacity-building undertakings and are dedicated to integrating the Pamsimas approach into their work.

The Covid-19 pandemic has exerted significant pressure and impact globally, including within Indonesia. The government has initiated numerous efforts, strategies, and policy developments to address the transformations induced by the pandemic. In accordance with these policies, numerous business sectors, organizations, and companies are compelled to institute management innovations to effectively adapt to the rapidly evolving circumstances. Human resource management needs to possess dynamic capabilities, functioning as a bridge and buffer between a company's resources and the swiftly shifting business landscape. Hence, it is logical that these dynamic capabilities are context-specific, whether it involves problem formulation, resolution, or implementation of solutions, as they can be contingent on the evolving nature of the environment (Wahl; Prause, 2013).

The policies of the Government of the Republic of Indonesia during the Covid-19 pandemic necessitated adaptation across nearly all sectors of developmental activities-ranging from those directly conducted by the government and the private sector to community empowerment-based development. Measures such as the Large-Scale Social Restrictions Policy (LSRP), the Adoption of New Habits, and the implementation of remote work methodologies have significantly impacted all segments of society. This governmental approach has presented HR management with the challenge of innovating to attain an optimal level of organizational performance. Various studies have determined that organizations achieving the optimal performance levels are those proficient in maintaining a delicate equilibrium between exploration-related activities (Brix, 2018). HR management must effectively respond to these dynamics at each stage and in every managerial function undertaken by the organization. Among the concerns within HR management are the activities related to capacity building

With the emergence of new policies during the Covid-19 Pandemic, several plans for HR capacity-building activities intended to support the attainment of program performance targets could not be executed as usual, resulting in an inability to meet the established targets. Amidst the Covid-19 Pandemic, the proper execution of the Standard Operational Procedure for capacity-building implementation was hindered, leading to the limited realization of Capacity Building Day, also referred to as CB Day. Reports concerning the execution of CB Day activities in 2019 and 2020 reveal a substantial decline across all areas under ROMS Pamsimas Central Java.

As illustrated in Figure 1.1, among the 31 Regencies/Cities benefiting from the Pamsimas program, the average realization of CB Day was 11.5 in 2019, and it saw a decline in 2020 with an average achievement of 7.5. Looking at the provincial level, the implementation of CB Day achieved 96.24% realization in 2019, but it dropped significantly to only 62.10% realization in 2020.

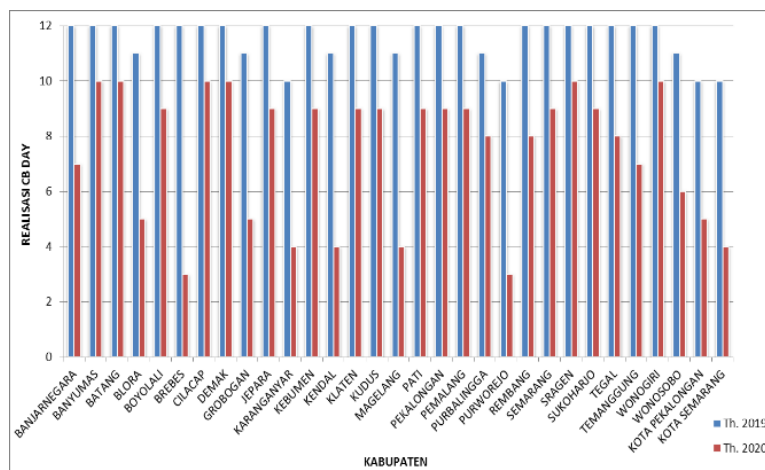


Figure 1: Implementation of Capacity Building in the Year 2019 - 2020

If capacity-building activities are not conducted correctly, HR management may face the potential failure to achieve the Pamsimas program's HR performance targets. This situation can also lead to an absence of assurance regarding the quality of human resources involved in program implementation, as well as budget absorption issues that could jeopardize the overall success of the Pamsimas program. HR management is presented with the challenge of devising innovations to enhance HR capacity amidst the pandemic. Human resource capacity-building innovation stands as a pivotal element interlinked with other components within a complete cycle of program activities, supporting the seamless and successful execution of the Pamsimas program.

From the outlined problem background, the Research Question (RQ) of this study is as follows: RQ1. What innovations exist to augment the human resource capacity of the Pamsimas program during the Covid-19 pandemic?

## **LITERATURE REVIEW**

### **Theoretical Review**

Capacity building is a concept that possesses various definitions and units of analysis, mirroring the scenario with theoretical concepts in general, where a universally accepted standard does not exist. Jensen and Krogstrup (2017) highlight the challenge in defining capacity building due to the dual nature of the construct: capacity building serves as both a process and an outcome. It functions as a process when the emphasis is on augmenting existing individual capacities. Simultaneously, it acts as an outcome, as capacity increases as a result of the capacity-building process. Furthermore, they define capacity building as the "Continuous improvement of capabilities".

In his research, Brix (2018) asserts that capacity building is also contingent on context. He argues that the existing capacity of an organization and its employees shapes the strategies and activities necessary to initiate and sustain pertinent local initiatives for enhancement. This context is elucidated through a framework in which organizational capacity building creates structures and processes that facilitate heightened employee efforts toward attaining organizational objectives. Conversely, individual capacity development aids in elevating employee competencies, enabling them to accomplish goals and supporting them in setting new objectives.

Within this context of capacity building, the prospect of successful change is slim if the prerequisites for human resource conditions essential for capacity building aren't established within the organization, and if all stakeholders remain unwilling to embrace the proposed change. Consequently, capacity building is oriented toward achieving an improved future state (Jensen and Krogstrup, 2017).

### **Previous Research**

Innovation plays a pivotal role in two primary ways within an organization, functioning both in radical development and continuous change. As organizations strive for enhanced innovation, a parallel shift in their employees' behavior becomes imperative. One pathway for organizations to heighten their innovation lies in their capacity to foster, cultivate, and leverage the talents, particularly the innovative potential, of their employees (Searle, 2012).

Prior research findings also underscore that cultivating an innovative culture is a multifaceted endeavor that needs to be implemented from top management down to the foundational levels of the organization. The proposition of this research is centered on the establishment of an HR improvement framework for innovation, aimed at attaining tangible organizational performance (Maier et al., 2014).

Capacity building innovation entails a feedback loop between managers, facilitating the utilization and enhancement of employee knowledge, skills, and decision-making capabilities, thereby empowering employees to judiciously transition between tasks. Hence, this study discovers a congruence where capacity building aligns with the goal of realizing an improved future state (Krogstrup & Brix, 2019).

In a previous study, Dobrowolski (2020) uncovered evidence that the onset of the Covid-19 pandemic exposed various organizational vulnerabilities. Organizations must redefine the role of crisis management to encompass the evolution of systems within the organization, necessitating a shift from a relational crisis management model to a flexible crisis management approach.

## METHOD

The approach employed in this study utilizes qualitative methods, entailing a descriptive research nature and employing analysis through an inductive approach. The theoretical framework serves as a guiding principle, ensuring the research focus aligns with the field's realities. The subject of this study is the middle and high-level human resource management within the Pamsimas program in the Central Java region, which also constitutes the research site.

The primary instrument utilized is the researcher themselves, functioning as a human instrument. Primary data sources encompass data acquired through interviews, particularly with middle and upper-level managers at the Regional Oversight Management Service Pamsimas Central Java, which comprises consultants and experts specializing in HR capacity building. Meanwhile, secondary data derives from observations and documentation from ROMS, Technical instructions, and Pamsimas standard operational procedure. The research also involves direct participation in Pamsimas Program HR capacity building activities, including workshops, Government Apparatus Strengthening Training, Facilitator Team Training, and Capacity Building Day.

Data validity testing involves ensuring credibility through source triangulation and time triangulation. Transferability is tested through comprehensive, clear, and systematic descriptions of the research findings on enhancing human resource capacity for the Pamsimas program, generalized within the context of human resource management, particularly pertaining to community empowerment-based programs. Additionally, dependability testing is conducted through a comprehensive audit of the entire research process.

The central instrument in this study is the researcher's role themselves. Therefore, analysis is carried out using a brainware approach, aided by the Computer Assisted Qualitative Data Analysis Software (CAQDAS) NVivo 12 software. The study employs a standard systematic data analysis process known as coding analysis. Researchers identify prevalent patterns to address the problem formulation through three coding stages: open coding, axial coding, and selective coding. The researcher utilizes the data analysis model by Miles Huberman, encompassing data collection, data reduction, data display, drawing conclusions, and verification.

## RESULT AND DISCUSSION

This research delves into human resource management within the scope of the Pamsimas program, focusing on middle and high-level human resource management within the Central Java province. Examination of program implementation documentation reveals that the program manager for Central Java is the Regional Oversight Management Services region 8, entrusted with the implementation of HR capacity-building activities.

The capacity-building initiatives facilitated by the Pamsimas Program span from central administration down to village level, designed to bolster the achievement of targets across the mentioned components. These capacity-building programs are outlined in the Pamsimas annual work plan, with HR management being responsible for executing activities in alignment with the governance framework for HR capacity building. These endeavors aim to ensure that both provincial and district ROMS take on the responsibility of capacity-building activities and are fully dedicated to maximizing the Pamsimas approach strategy in attaining water supply and sanitation goals. This dedication includes allocating funds for planned capacity-building activities.

Table 1: Pamsimas HR Capacity Building

No.	Activity	Frequency	Days	Participants	Facilitators
1	Workshop RAD AMPL	28	3	420	56
2	Apparatus Training	28	4	2137	148
3	Facilitator Team Training	2	4	498	91
4	Capacity Building Team	372	31	498	91
5	MIS Day	372	31	498	122



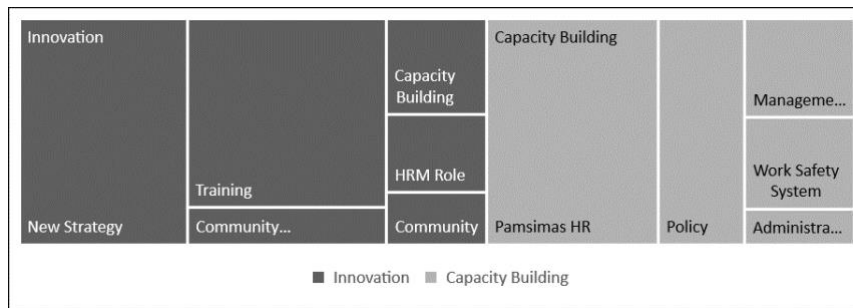


Figure 3: Word Cloud Interview result

Providing an overview of the *treemap* summary of the interview findings in Figure 4.2, it becomes apparent that informants have highlighted innovation and new strategies linked to training and mentoring endeavors. These include activities involving capacity building and the HR's role in community assistance. Amid the pandemic, augmenting the capacity of Pamsimas human resources closely correlated with matters concerning management, administration, and workplace safety policies.

The identification of interview patterns from the collected data is subsequently performed by filtering out data irrelevant to the research objectives. This approach ensures that the interview outcomes align with the problem formulation and research objectives. The presentation of interview data also takes into account the timing of implementation and the contextual backdrop of the interview process. It's important to note that the interviews were conducted not all at once, but rather in stages across different times and locations. Data reduction is also conducted by analyzing five Key Questions, namely:

1. Background and position within PAMSIMAS management.
2. Challenges faced during the Covid-19 pandemic.
3. Management's efforts and measures in responding to changes.
4. Innovations in human resources capacity enhancement.
5. Role and involvement in human resources capacity enhancement innovations.

Through this process, a condensed summary of the interview results that have undergone data reduction phases can be presented, as depicted in Figure 4.3.

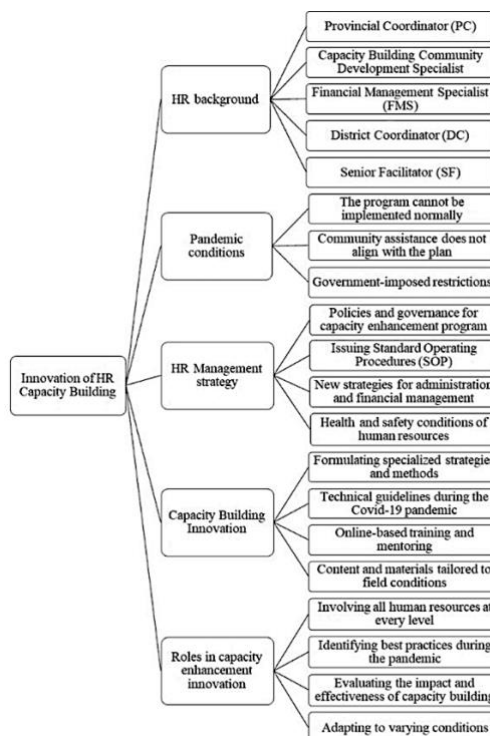


Figure 4: Summary of Interview Results

The summary of interview data, as depicted in Figure 4.3, illustrates that from the 5 key questions directed towards the informants, fundamental information pertinent to the research objectives was acquired, namely:

1. The informants' backgrounds and positions within Pamsimas management encompass the Provincial Coordinator (PC), Capacity Building Community Development (CB CD) Specialist, Financial Management Specialist (FMS), District Coordinator (DC), and Senior Facilitator (SF). Each informant possessed a distinct background and role in HR management, thereby leading to varying information acquired based on their respective capacities, responsibilities, and authorities.
2. The challenges confronted amid the Covid-19 Pandemic revealed that ROMS faced circumstances wherein the usual conduct of capacity building activities was disrupted. Activities associated with community assistance and capacity building couldn't proceed as initially planned. On a community level, constraints emerged due to government-imposed restrictions that hindered assistance and capacity-building efforts. Within the Pamsimas Program governance, the capacity to address the needs for assistance and capacity-building during the pandemic was found lacking.
3. The management's efforts and strategies in managing change involved HR management taking extraordinary measures to address training needs and enhance the Pamsimas program's capacity. Consequently, policies and governance for the execution of program capacity strengthening were formulated through the issuance of Standard Operational Procedure (SOP) as an alternative approach to ensure program objectives could be met. Furthermore, the program necessitated innovation, resulting in the creation of novel strategies to fulfill requirements concerning administrative and financial governance, which form an integral part of implementing capacity-building activities.
4. Innovations aimed at augmenting HR capacity during the pandemic were pursued by outlining steps and strategies for supporting program activities through specialized methods, as detailed in the Technical Guidelines for Capacity Building During the Covid-19 Pandemic. These innovations encompassed the introduction of fresh approaches such as online-based training and mentoring activities involving all levels of human resources. Correspondingly, the approach and coordination strategies underwent transformation due to government-imposed constraints. HR management responded by instituting a series of policies prioritizing occupational safety aspects. Strategies for community meetings to deliver materials and facilitate other capacity-building activities were adapted through distinct methodologies.
5. The role and engagement of HR management in fostering capacity-building innovations materialized through policy formulation and program support. This was accomplished by creating guidelines or technical instructions that could be applied at all management tiers during the pandemic. HR Management, through CB CD Experts, also developed content aligning with pandemic-imposed conditions and restrictions, aimed at capacity-building material. Notably, the Pamsimas program's HR management extracted valuable insights from good practices that emerged during the pandemic, realized through the implementation of HR training and capacity-building endeavors, hitherto unexplored.

The Pamsimas Program acknowledges the necessity for a more comprehensive study of the innovations introduced in capacity-building activities to assess their effectiveness and impact on organizational performance. This realization highlights the need for further in-depth examinations concerning the repercussions and efficacy of HR capacity-building implementation. The role and engagement of HR management in executing capacity-building innovations through novel technology and methodologies represent adaptive responses to distinct circumstances arising from the Covid-19 pandemic.

As the executing body, ROMS Pamsimas, particularly in components closely associated with community assistance, introduces innovative approaches to enhance human resource capacity. Specialized consultants in the field of Capacity Building Community Development (CBCD), District Coordinators (DC), including District ROMS, and Senior Facilitators (SF) involved in HR capacity-building innovations. Meanwhile, the Provincial Coordinator (PC) and Financial Management Specialist (FMS) advocate innovation as a direct response to the Covid-19 pandemic. This finding also

elucidates that in the realms of financial management and provincial coordination, anticipated innovations are not directly linked to the Pamsimas HR capacity-building strategy.

Additionally, apart from the correlation between innovation and human resource capacity-building within components directly tied to community assistance, an analysis was conducted on proposed innovations concerning the roles and positions of informants within Pamsimas management. The findings underscore that suggested innovations are also connected to the responsibilities and roles of Pamsimas HR, an aspect inseparable from the program's community empowerment-based foundation.

ROMS Pamsimas, in its capacity as the program executor, puts forth innovative measures to augment HR capacity using fresh strategies and approaches, especially in light of the Covid-19 pandemic. To support program objectives, policies and governance to fortify program capacity are devised through the issuance of Standard Operational Procedures (SOPs). This policy framework ensures program objectives' attainment. Furthermore, the Pamsimas program forges new pathways by designing strategies to cater to administrative and financial governance requirements. These elements are integral to the responsibilities entailed in implementing capacity-building activities. The execution of capacity-building innovations during a pandemic involved the formulation of protocols and strategies to assist program activities through specialized methods, as expounded in the *"Technical Guidelines for Capacity Building During the Covid-19 Pandemic"*.

The findings of this study align with prior research outcomes concerning the impact of enhancing human resource capacity through training programs and boosting employee performance. These findings indicate that as long as training remains the primary method for enhancing organizational performance, training initiatives contribute to bolstering capabilities, skills, knowledge, and employee attitudes. This stems from the fact that trained employees tend to execute their responsibilities more efficiently compared to their untrained counterparts (Mozael, 2015).

The primary challenge confronted by Pamsimas HR management revolves around the absence of a specific strategy to navigate swift and unforeseen changes, such as those stemming from the Covid-19 pandemic. The principal contribution of the solution proposed by ROMS Pamsimas lies in the innovative approach to capacity building. The outcomes reveal that ROMS Pamsimas Central Java successfully realized the implementation of Capacity Building in 2021, with an achievement rate of 95.0%. This achievement stands in stark contrast to the previous rate of 62.10%, as documented in the final report on Pamsimas activities. This transformation is attributed to the adoption of a novel approach stemming from innovations in the Pamsimas HR capacity building.

These findings mirror the research conducted by Maier, et al. (2014), which delved into human resource development for innovation, competence assurance, and organizational success. The results of their study underscore that the HR improvement framework for innovation aims to depict HR's existing innovative capacity to managers, offering avenues for enhancing the organization's innovation capacity.

In this context, HR management has effectively circumvented the threat of failing to meet HR performance targets. The innovation in HR capacity building has led to enhanced budget utilization and has provided substantial backing for the overall triumph of the Pamsimas program. Nevertheless, further research is required to ascertain the extent of the influence of HR capacity building innovations on comprehensive organizational performance.

Extensive research outcomes reveal that HR management, particularly within the realm of Capacity Building Community Development, has proposed strategic alterations to HR capacity building activities. The drive to augment HR capacity through innovation is a management endeavor aimed at reinforcing target attainment and the successful execution of the Pamsimas program.

Policy-driven capacity building innovations, manifested in the creation of fresh technical and governance guidelines, embody an adaptive response to the transformative effects of the Covid-19 pandemic. Simultaneously, these innovations serve as management strategies to optimize organizational performance, particularly concerning program realization and budget allocation for HR capacity building activities.



## CONCLUSION

Increasing the capacity of human resources is in accordance with the concept put forward by Mozael (2015) regarding the impact of increasing HR capacity through training programs and improving employee performance. The HR capacity building innovation carried out by ROMS Pamsimas Central Java has shown an increase in the progress of Pamsimas' performance amid the threat of a pandemic. The results of the study show that innovations to increase HR capacity carried out by HR management in the Pamsimas Program have had an impact and change on improving organizational performance achievements.

The results of the analysis also show that innovations to increase the capacity of human resources are carried out by Pamsimas through preparation of governance strategies and policies activities specially arranged during the pandemic also prove that new strategies in capacity building activities are the main method or way to improve organizational performance. HR capacity building innovation contributes to improving the capabilities, skills, knowledge and attitudes of existing human resources in the organization so that they can carry out their duties efficiently in an effort to achieve organizational goals.

Based on the findings in the field and data analysis conducted, this study proves that, the impact of increasing HR capacity through training and capacity building programs on employee performance, the results of which include that training is the main method or way to improve organizational performance, training activities contribute to improving the capabilities, skills, knowledge and attitudes of employees (Mozael, 2015). The implications of the results of this study provide the main contribution of the proposed solutions in achieving organizational goals, namely by creating HR capacity building innovations to improve organizational performance, especially for programs based on community empowerment.

The implications of this research simultaneously support the theory that a crucial objective of capacity-building innovation is to continuously develop both the organization and its employees in a manner that enables the intended strategies to be realized. Management has innovated by formulating governance and implementation guidelines for the Pamsimas Program during the Covid-19 pandemic period, introducing novel approaches in training activities, community mentoring, and enhancing human resource capacity, which had not been undertaken previously. This innovation in enhancing human resource capacity represents a fresh adaptation for management, aimed at enhancing the performance of human resources in achieving organizational objectives.

This research provides support that innovations to increase the capacity of the Pamsimas Human Resources program during the Covid-19 pandemic have been able to improve organizational performance. The results of this study also provide clues for the author to find out how the Pamsimas program's HR management has been successful in dealing with changes due to the Covid-19 pandemic. For further research, it is expected to be able to use certain measurement instruments to determine the level of influence of HR capacity building innovations on organizational performance, especially in the field of community empowerment.

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