
Developing Excellent Human Resource for the Best Service to the Society: A Conceptual Framework

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Abstract - Government agencies/public sectors organizations around the world are under pressure to increase the effectiveness of their products and services with limited resource. This study attempts to develop a conceptual framework on the relationship between excellent human resource through organizational policies and service quality by the public sector. The study aims to verify the root of the problem of the service provided by government agencies/public sector as the main issue. Indeed, excellent human resource is the key for the answer on this issue. There is a need for the excellent human resource that has strong and stable characters to work under pressure in serving various demands of the society. However, it is clear that policy of organization determines, the quality of work in order to produce excellent human resource. When policies do not support workers in performing activities effectively, it will hinder workers to produce the best service. Most studies on quality of services are carried out in the context of private sector. Subsequently, this study presents foundation to overcome the problems faced by government agencies/public sector in order to provide the best service to the society. Government needs to pay attention on the integration between human resources and the work system. Human resources have a humanistic aspect that holds the key to the success of the public sector. A good handling the humanitarian aspect will encourage the improvement of the best service to the society.

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I. Introduction

There is an urgent need for government agency/public sector organizations to increase the effectiveness of their products and services. However, public sector organizations around the world are under pressure to provide increased reach of the best public services with limited resources. In turn, Human Resource Department (HRD) is required to manage large-scale change programs. This latest demand is the culmination of the pressure to reform public sector human resource management (HRM) that is linked to the desire of public sector HRM to develop into a model that is more similar to the private sector (Burke et al., 2013; Truss, 2013). It is clear that services by government agencies/public sector are most needed by the society. Indeed, quality of service provided by government agencies/public sector to the society has a great impact and determine the progress and success of a country. However, the best service quality can be produced only by excellent human resource who are able to work under pressure to meet various demands of society. Physical evidence of an excellent human resource is reflected directly from behavior of individual in serving the society. In other words, human resources needed to serve the society are excellent individuals who have a strong and stable character in carrying out activities as

public servants so that they are able to encourage change in the public sector. In this context, human resource has a key role on the success of services by the government agency/public sector. Therefore, Karyotakis & Moustakis (2016) asserted that critical resources possessed by human resources such as individual characteristics/attitudes and behavior have a major role as a change strategy to accelerate innovation of public sector.

As confirmed by Šikýř (2013) that practices of human resource management applied in the organization affect the organization's ability to produce best service and competitiveness through the desired employee performance. The society must swallow disappointment with the services produced since it is not produced efficiently and effectively. Unfortunately, services by the government agency/public sector to the society are still not optimal. Services that have been identified are actually often in the sectors i.e. health, administration, finance, water and etc in terms of time, procedures, behavior, convenient, and etc. Most workers in the government agency/public sector who serve the society are unprofessional human resource. They are not qualified or are not excellent individual in dealing with society. Obviously, excellent human resources are needed in carrying out service activities to the society. When performing service, they must have a strong and stable character so they don't feel pressure at work. As asserted by Bailey et al. (2013) that working in the public sector is more stressful and mental stress. Thus, various demands and expectations of society put mental pressure on work.

The need to emphasis on updating the mindset to form individuals who are more active in facing the current developments. It needs to develop individual become more active to anticipate today's era (Tien, 2019). Further according to Burke et al. (2013), the effectiveness of service is highly dependent on the knowledge, skills and encouragement of their human resource. It should be noted that the process for building excellent human resource is the complex problem. Human resource excellent is the result of in depth interactions with organizations. It involves not only individual as a human capital but also asks responsibility of organization in developing its resource through new paradigm or new human resource policy. There is a correlation between human resources and organizational policies. Šikýř (2013) clarified that organization performance are determined by its human resource. While, Brown (2004) asserted that the system of human resource depend on management performance on the flexibility and productivity of human resources. According to Brown (2004), the problems that plagued the public sector have led to ushering in a new public management paradigm that requires more than just maintaining the traditional context of bureaucratic action. This is because the increasing costs and need for fiscal restraint, the loss of public confidence in the government's ability to respond to the public and structural changes have prompted governments and public sector leaders to find radically different models for operating and structuring the public sector (Brown, 2004).

It has been confirmed by some researchers on the importance of excellent human resource for the improvement of quality of service in the government agency/public sector by using new model or approach of human resource (such as Caymaz & Erenel, 2012; Truss, 2013; Burke et al., 2013; Tien, 2019; Guinot et al., 2016; Mallénet et al., 2014; Hsiao & Lin, 2008). They revealed that the need for excellent human personnel in order to produce the best quality of service by using appropriate approach as a new paradigm of practice of human resource for the government agency/public sector. It has to consider some important aspect as needed by the worker for the success for leading excellent human resource. Public sector has to transform system from traditional bureaucratic model to modern system or new management approach public sector operation that oriented on system in the private sector. Focusing or renewing the mindset on becoming more humanistic in managing member of government agency/public sector.

Human resource policies are indispensable and important for employees as an organizational "rule book" that helps them in implementing and utilizing these policies in their daily work environment. It is guideline used in their day-today interactions. Through formulation of policy, management makes it easier for employees to work. Of course, many policies are capable of providing procedures for certain situations. But, not all organizational policies are able to overcome certain situations that are able to solve the problems faced by workers (Ellerman & Kleiner, 2000). Thus, excellent human resources must also be supported by organizational policies that will determine the success of service to the community, namely whether it is satisfactory or not as required. If the organization's policies are not appropriate, it will actually increase the burden on workers. They cannot be blamed unilaterally and it is not appropriate to demand them to be excellent human resources. Therefore, there is a need for conformity between organizational policies and excellent human resource.

It is clear, government agency/public sector around the world faces pressure to improve the effectiveness of products and services with limited resources. However, most of the study on the quality of service conducted by researchers are in the context of the private sector. Starting from this issue, this study attempts to verify the root causes of the problems faced by the government. Therefore, this study aims to identify the relationship between excellent human resource through organizational policies and service quality by the public sector in order to meet the need of society by providing conceptual framework as a foundation for the government to overcome issue discussed.

II. Literature Review

This study discusses the relationship between excellent human resource through organizational policies and service quality in the public sector. Therefore, this section will identify in detail the influence of each component of organizational policies i.e. employee empowerment, job design and reward on service quality in the public sector.

Excellent Human Resource

Excellence is conceptualized as domain-specific superior performance. In a population, very few individuals have achieved extraordinary achievement. It can be found for example, Mozart in the field of musical composition, in science Einstein, and in sports such as Roger Federer Simonton, O'Boyle and Aguinis (Den Hartigh et al. 2016). Thus an excellence is a qualified professional worker and has the best work quality. An employee's individual performance has implications for organizational success. Not only individually, collectively, employee can also be a source of unique competitive advantage that is difficult for competitors to imitate (Huselid, 1995).

Brunetto & Beattie (2020) asserted that professionals are different from other types of employees due to they have exceptional knowledge, expertise and skills. As a consequence, they have greater discretionary power in their environment or workplace. Thus, concept of excellent human resource is used to predict the productivity and distribution of productivity of an individual, and across populations that perform very well. Therefore, a model is needed on how the ability to produce products takes into account the stochastic properties inherent in performance productivity (Den Hartigh et al. 2016). When we talk about the concept of excellent human resources, there have been many studies both at domestic and abroad that discuss the development of high-quality human resources in recent years. In general, the development of quality human resources is closely related to the trend towards the formation of a market economy (Tien, 2019).

Huselid (1995) asserted that excellent human resources are the result of HRM practices that affect employee skills through the acquisition and development of human resource as the company's capital. These practices include procedure of recruitment that produce qualified applicants which will have a major influence on the quality and type of skills of the new employee. The next stage is to provide formal and informal training experience, coaching, mentoring and management development so that it affects employee development. Furthermore, the effectiveness of HRM practices can affect employee motivation by encouraging them to work harder and smarter which can be linked to incentive compensation systems and promotion systems so that employee and organization can be harmonious.

While, the capabilities possessed by an excellent human resource are knowledge and skills, motivation or willingness to do the work that enable the organization to produce and also distribute the products and services needed to get and keep customers in order stay and be satisfied and also achieve what is expected. The organization must ensure that every employee achieves the desired performance and is able to contribute to the effort to achieve the best performance and sustainable competitiveness of the organization. Therefore, organizations must pay special attention to human resource management (Šikýř, 2013).

Knowledge and learning allow individuals to explore and knowledge plays a role in the workplace. This usually not codified and acquired, for example, can be obtained through participation in work practices (Eraut, 2014). Individuals influence the practice of human resources, namely human resource competence. Human resource managers as individuals in the organization are also required to have professional and business competencies in creating organizational success. There are nine competencies that HR professionals must possess to achieve organizational success including culture and change champion, strategic positioner, paradox navigator, human resource curator, compliance manager, reward, designer and analytic designer and interpreter, credible activist, and technology and media integrator (Gunawan et al., 2019).

Thus, the theoretical literature has clearly shown that employee behavior in organizations has important implications for organizational performance and that human resource management practices can influence individual employee performance to become excellent human resources through their influence on employee skills and motivation and through organizational structure that enable individuals to improve the quality of the work they do. A company's HRM practices must be related to two dimensions of its performance. First, if excellent human resource practices increase employee discretionary efforts, it is expected that their use will directly affect organizational outcomes such as turnover and productivity which are controlled directly by employees. Second, if the return on investment in excellent human resource practices exceeds the targeted cost, then lower employee turnover and greater productivity will in turn improve the company's financial performance (Huselid, 1995).

Service Quality of Government Agency/Public Sector

The quality of public services between developed and developing countries is different. In developed countries these services have developed better. Rhee & Rha (2009) claimed that in countries with modern welfare levels, the quality of public services has evolved from regulation and basic security services to more advanced

services, for example such as services for individual social welfare. The evolution of public services has been able to improve the quality of people's lives. Meanwhile, welfare services for individuals, which are especially closer to the needs of the citizens' daily life services, are provided by the local government. Thus, the problem of service by local governments is quality management in the public sector.

Selvakumar (2015) mentioned that there are five main predictors of service quality on satisfaction, i.e. reliability, assurance, tangible, empathy, responsiveness. Meanwhile, it should also be noted that the service dimensions of government agencies/public sector are different when compared to the private sector. In the study conducted by Chatzoglou et al. (2013), it was stated that the dimensions of service in the government agency/public sector include tangibles, reliability, responsiveness, assurance, empathy. Similarly, Rhee & Rha (2009) found 4 (four) quality of public services: process quality, result quality, design quality, and relationship quality. Design quality is a stage in the service value chain that leads to customer satisfaction or dissatisfaction. Design quality refers to the developed public service policy. Process quality refers to how customers perceive quality during the service process. Outcome quality refers to how customers feel or perceive service quality starting from the beginning to the end after the service process is complete. Relationship quality refers to the climate of the relationship between the parties involved in the service delivery process.

Perez et al. (2007) proposed five dimensions of service quality in the public service sector. In this case, the study being studied is in the transportation sector, namely:

1. Tangibility: the company has a good and attractive installation (there is information, ticket sales, seats, bus stops, air conditioning, etc.), employees who have a neat and professional in appearance.
2. Reliability: The information provided by the company is quite good, understandable, etc.), The company is reliable in handling customer service problems, Provide timely service.
3. Receptivity: employees offer quick and good service, convenience of service provided, Readiness to respond to customer requests
4. Assurance: employee behavior provides trust and security, consistently courteous employees, employees have the knowledge to answer various questions
5. Empathy: employees give special attention, employees put the first priority for customers, employees understand on customer needs

What is interesting from the research by Rhee & Rha (2009) that they identify an important fact on the quality of public services. They claimed that customer or society satisfaction is different according to the type of customer/society in the public sector. Intermediary customers, such as employees emphasize the design and quality of service relationships provided by the government, while final customers or the public, namely the beneficiaries of public services, are more concerned with the process and quality of the results of the services received. As stated by Luk & Layton, 2002 that at the time of implementation in the field, seven gaps were found in service quality:

1. The gap between customer expectations and management perceptions that arise due to a lack of orientation towards marketing research, inadequate upward communication, and an inferior task standardization.
2. The gap between management perceptions and service specifications that occurs due to inadequate commitment to service quality, perceptions of unworthiness, low standardization of tasks, and lack of goal setting.
3. The gap between service specification and service delivery results from role ambiguity and conflict, poor job mismatch, technology mismatch with poor job, inappropriate supervisory control system, lack of control, and lack of teamwork.
4. The gap between service delivery and external communication caused by inadequate horizontal communication and the company's tendency to deliver promises that cannot be fulfilled.
5. The gap between customer expectations and perceptions of services provided that occurs due to the influence given from the customer side and the shortage of service providers where customer expectations are influenced by word of mouth recommendations and past service experiences.
6. The gap between customer expectations and employee perceptions that occurs as a result of differences in the understanding of customer expectations by service providers
7. The gap between employee and management perceptions which is the result of differences in understanding customer expectations between managers and service providers.

Study by Chatzoglou et al. (2013) proved that it is necessary to increase the reliability dimension considering the fact that reliability is a specific dimension that has the highest negative score through expectations, perceptions, and gaps. The public sector is advised to make significant efforts to reduce the gap between expectations and perceptions, namely by allocating resources and carrying out various strategic efforts more efficiently. Furthermore, it should be developed analytically policies that describe the appropriate procedures to be followed in each case (eg; reduction of waiting times, increased response times to public requests), adopting

error-free policies. In addition, it is necessary to carry out procedural control through management, set standard response times, and ensure that every citizen is aware of it.

According to Rhee & Rha (2009), the social welfare service is an ideal public service to identify problems with the quality of public services. There are characteristics of social welfare services for the public that often occur such as free riders. The characteristics of equity and efficiency have a trade-off relationship that is difficult to reconcile. For this reason, it is necessary to simultaneously improve social welfare services because increased efficiency and equity provide better customer satisfaction in different ways. Social welfare services are also multilateral collaborative services in which various institutions play an important role in providing services.

Excellent Human Resource and Service Quality in the Government Agency/Public Sector

The quality of service by human resources in government agencies/public sector has long been a concern of academics and practitioners. Currently, the proposed approach or instrument is more focused on the new paradigm for human development as an important excellent resource in the organization and has an impact on the efficiency and effectiveness of the government agency/public sector. As emphasized by Brown (2004) that the introduction of the New Public Management (NPM) concept which emphasizes the transfer of private management techniques to public sector techniques has led to an emphasis from administration to management which is an integral part in achieving efficiency, effectiveness and service quality. Changes in the public sector were introduced in response to the need and demand for being able to reduce government spending and in particular produce more efficient services and with an emphasis on the transfer of private sector management techniques to the public sector shifting the emphasis in the public sector from administration to management and is part of broad strategy to achieve efficiency, effectiveness and service quality.

Theoretically it is stated that excellence is considered as multidimensional which develops as a result of special dynamic relationships between several different variables forming a network. The best performance can be measured in terms of productivity. Therefore, it is necessary to have a dynamic model that involves integrated internal and external variables. These relationships between variables or nodes can be defined as dynamic, competitive or supportive relationships. The specific combination of these relationships has a positive or negative weight between the variables of performance, level of resource consumption, carrying capacity. Furthermore, the key to excellence lies not in certain basic components, but in the continuous interaction among components that emerge from a dynamic network that interacts with each other (Den Hartigh et al. 2016). As with services in government agencies/public sector, it is impossible for excellent human resources to be realized without total integration between existing variables where their existence is thoroughly organized by the organization. Thus, excellent human resources are the result of a dynamic relationship between human resources or individuals in the public sector and organizational policies. Human resources cannot rely on themselves to be able to improve services without support or good relationships with appropriate organizational policies according to community demands. Specifically, for human resources, according to Ellerman & Kleiner (2000), human resource policies are helping to ensure that organizations can comply with legal requirements. In addition, the human resource policy also provides management an opportunity for the organization to thoroughly evaluate the basic needs of the organization as well as the needs of individuals as employees.

Organizational policy is very important and must be decided appropriately so that it can provide satisfaction to the services needed by the community. Therefore, the policy must really be able to accommodate the required service dimensions as discussed previously. There are various concepts presented by experts related to policy in implementing services to build excellent human resources. Although the facts also show that there are parties with an interest in the policies taken. As asserted by Rhee & Rha (2009) that in public services, conflicts of interest between beneficiaries and stakeholders cannot be avoided. Each party in the government agency/public sector has its own interests not only in processes dealing with humans or individuals, but also in the process of policy making and service design. This can happen because the service standard which determines who will be the stakeholder or stakeholder and which stakeholder will be influenced is determined in the process of policy making and service design. In addition, many NGOs/NPO's participate in the process of delivering public services as government agencies. As a result, various patterns of relations emerged between government and civic organizations. The government's ability to manage this relationship is very important to be able to improve the quality and satisfaction of the community as customers in the public sector. Similarly, the quality of resources cannot be limited in the handling of services and must be extended to the design of public services and relationships with organizations that assist in providing public services. Despite the different views on public services, the existing service quality (SERVQUAL)-based studies on the quality of public services cannot be ignored in overcoming these problems.

Related to organizational policies, Ellerman & Kleiner (2000) suggested that there are several policies that can be applied by organizations in order to develop superior human resources. In general, the policies adopted by management must be written by the director of human resources and must also be approved by the company's board of directors (or a committee consisting of senior management). In this case the director of human resources has the broadest knowledge of human resource practices and has the greatest access to up-to-date data that influences policy. In addition, many factors must be considered when making human resource policies, such as

legal regulations, employee welfare and the impact of policies on the company's bottom line. Therefore, there are several stages that must be considered in making human resource policies, namely:

1. Past practice in the organization. Are existing policies adequate or do they need to be updated taking into account the current business environment?
2. Practices that apply among other organizations in society as well as across the country in the same industry. Are existing policies able to overcome current problems?
3. The attitude and philosophy of the board of directors and top management. Is the company's mission reflected in the current human resources policy?
4. Attitudes and philosophies of upper, middle and lower management. Do the existing policies reflect the management philosophy? Therefore, it is important to interview various levels of management about the current policy and get advice from them regarding the existing policies so that they can provide in-depth ideas about employees.
5. Knowledge and experience gained by management from handling personnel problems so far. Do the existing policies take into account current trends in human resource management as well as the specific circumstances of the company?

Bach (2001) provided an approach to government agencies/public sector as a policy to increase HR capacity for reform in the health sector as follows:

1. It is important to recognize the characteristics and historical heritage of HR management in the health sector if reforms are to be implemented effectively
2. Human resource issues need to be considered properly, namely at an early stage in the implementation of reforms
3. Reformers are often overly optimistic about what can be achieved without regard to the resources required, human or financial at the time of making it happen. Therefore, senior policy makers' commitment to human resource agendas is needed and this is very important and needs serious attention
4. The reform process is who is involved. Therefore, development priorities and institutional mechanisms need to be considered to support reforms
5. The human resources involved in the work are more narrowly focused on workforce planning and training
6. It is important to develop an effective human resource strategy that requires and ensures that ownership, external fit and internal fit issues can be properly addressed
7. It is important to focus on reforming the payment system where the existing system provides limited rewards and has also diverted attention from the important issues of non-salary rewards, work reorganization and performance management.

A concept that can also be used to improve excellent HRM for service is provided by Mallén et al (2014) which emphasized the importance of organizations adopting organic organizational structure and organizational learning capability. The concept was created by referring to the results of their research. As stated by Mallén et al (2014) that academic contributions have an impact in applied or business fields. It must be remembered that the organic structure encourages organization learning capabilities that can improve outcomes for Excellent HRM. Their research provides managers with an instrument to measure the level of organizational and learning ability in their companies that enables them to identify practices to implement or improve HRM excellence. The results of this study indicate that the organic structure increases the organization learning capability. The need for emphasis on the adoption of organic structure in an effort to promote organizational learning capability and also for improvements of organizational performance. This study can assist managers in making comparisons with their organizations. However, to improve performance, it is not enough just to create organic organizational structures. Other organization learning facilitating factors should also be introduced, such as dialogue and experiments with stakeholders.

Furthermore, Huselid (1995) proposed the concept of Human Resource Management Practice that affects employee skills, namely through the acquisition and development of human resources. Activities carried out include recruitment procedures for qualified applicants which of course will have a major influence on the quality and types of skills possessed by new employees. Furthermore, providing formal and informal training experiences, both basic skills training, work experience, coaching, mentoring, and management development, which can affect employee development. Meanwhile, Hussain et al. (2006) found the service aspect by involving the element of reliability, namely the use of a human resource information system (HR) that allows professional human resources (HR) to become strategic players. Where HRIS is used in a wide organization. Similar to the concept of HRM practice, Gunawan et al., 2019 proposed a Competence-Based Human Resource (CBHRM) approach that offers clarification related to the concept of CBHRM in the nursing field. The concept of CBHRM in nursing involves several important dimensions, namely recruitment and selection, training and development, performance appraisal, reward system, and career planning. These attributes are often influenced by

organizational factors, individual factors, and HR policies. The consequences of the CBHRM concept in the nursing field will ultimately provide better results for employees, organizations and finances.

Another approach is given by Šikýř (2013) that when managers want to achieve superior performance and sustainable competitiveness, the organization needs to implement an optimal human resource management system based on proven practices, namely in several dimensions including: Job Design, Employee Selection, performance management, Employee Compensation or Employee Training. Related to job design, human resource management requires someone to design jobs that are able to motivate and satisfy the needs of employees and organizations at work. Employee selection is to select employees by paying attention to their personal characteristics. Performance management is enabling the achievement of the expected performance and organizational competitiveness, namely through the achievement of the desired employee performance. Employee compensation is to implement a compensation system in both monetary and non-monetary forms that is fair and stimulates or motivates employees to become qualified individuals. Employee Training is to implement systematic employee training for and prepare them to become reliable human resources for their job changes

Employee Empowerment

When we discuss the first component, it must look at the individual qualities. That which must be addressed in the early stages is individual development, including knowledge, skills, individual behavior and includes efforts to build individual character in the public sector as public servants. These things are a manifestation of services in physical form that are directly related to individuals or human resources to fulfill service dimensions such as receptivity, assurance and empathy which are directly related to human resources as service providers. Thus, one of the important points in the employee empowerment component is to encourage active participation of employees in the success of the team because that is one of the main goals of empowering every employee. Empowerment will have a positive impact on workers' job satisfaction (Aminuddin et al., 2022). According to Tien (2019), the state already has strong mechanisms and policies that are used to mobilize capital from the community that is used to invest and contribute to the development of human resources needed in an effort to regulate corporate responsibility for human resource development so as to create conditions that provide benefits for companies to increase investment in human resource development in general through coaching and training.

As argued by Chatzoglou et al. (2013) that to overcome service problems in the public sector, it focuses on the development of human resources. Lack of training on service offerings ultimately reduces the positive effect of the attribute that employees must consistently be courteous to citizens so that employee behavior instills citizen trust and residents gain security or comfort in collaborating with employees when receiving services. According to Burke et al. (2012), the approach or strategy to human resource management (HR) has a tremendous impact and has an important role in ensuring that public sector institutions have the capacity to meet community needs and are consistently able to achieve high service standards. Furthermore, Burke et al. (2012), explained that policies and practices that can be carried out include, among others, involving recruitment and retention of workers, training and development, career advancement, performance appraisal, employee relations and other key Human Resource Management (HRM) responsibilities. All of these policies and practices have an impact on employee attitudes and behavior that must be considered in depth because they have the potential to be positive and negative, namely whether they damage or increase individual effectiveness. Similarly, the study conducted by Mekoth et al. (2012) examined the service process in generating patient satisfaction in the public sector hospitals. The results of the study confirmed that the quality of doctors and the quality of clinical staff had a significant direct impact on patient satisfaction.

Job Design

The second component that must be addressed is the organization's policy on various aspects of the services provided, including: job design that provides guidance and makes it easier for employees to carry out their work. In addition, good employee welfare will be able to increase motivation. This study tends to argue that Job Design is very important in determining whether a human resource can be excellent in providing services in the public sector. A human resource who is reliable and professional and has the best skills, knowledge and behavior will not be able to become a professional when the organization's policy on job design is not optimal. They are not able to work well without being supported by proper job design policies. As Ikýř (2013) argued about the importance of job design, job design is a process that defines the main tasks and groups them together to form the jobs needed in the organization.

Therefore, job design is important to design jobs that are able to satisfy the needs of employees and organizations. Thus, managers must be able to design jobs that will make individuals motivated to work, namely work that is complex, diverse, significant, and autonomous through the use of regular feedback. Complex work is integrated and meaningful, with tangible results that can be seen so as to stimulate individuals and evoke sensations of usefulness, importance, responsibility, fellowship and also allow to use and develop knowledge, skills, and ultimately motivate workers.

Rewards

This study also pays special attention to compensation issues. An important component in the policy that must be considered in building excellent human resources is employee welfare. It should be noted that the condition of human resources in the public sector is different from that of the private sector. It is clear that the difference in welfare is higher by employees in the private sector compared to government agencies/public sector. This study identifies that when employees are satisfied with the compensation or welfare they get, it will encourage motivation to work so that it appears in behavior in serving the community. However, compensation in the public sector is not comparable to that in the private sector. Brown (2004) asserts that the public sector has extensive remuneration and conditions of service, and pay is based on the job or position of the worker. Job positions in the private sector are narrow, specific, task-based and highly routine, and administration is developed according to the needs of the workplace.

Bailey et al. (2013) found in a study that compensation claims by Australian workers against mental stress were higher in the public sector than in the private sector. This identifies that individuals in the public sector are more stressed at work? Psychosocial risk factors in the workplace that need to be identified as predictors are workers' compensation claims. Further Ikýř (2013) & Bach (2001) emphasized that a fair compensation system is important and needs to be prioritized. When applied in the organization will be able to stimulate, find and retain skilled employees and will eventually motivate them to develop their abilities and behavior permanently and systematically.

Therefore, organizational policies related to the compensation system must be appropriate which is able to accommodate the needs and demands of employees so that it does not become a problem that causes employees to become individuals with bad behavior so that they are not motivated to provide the best service and of course become an inhibiting factor in building excellent human resources. As argued by Ellerman & Kleiner (2000) that maintaining and updating written policies helps organizations to eliminate the possibility of discrimination in the workplace. Policy becomes a guide that defines performance standards or behavior. Human resource policies related to welfare help to build enthusiasm and loyalty. This becomes appropriate when the policies taken by the organization reflect the company's commitment to justice. Meanwhile, Huselid (1995) argued that the effectiveness of even highly skilled or professional employees will be limited when they are not motivated to achieve so that HRM practices will affect employee motivation which encourages them to work harder and smarter. Examples of organizations in motivating behavior are very closely related to incentive compensation systems. However, top management involvement, appreciation and recognition of employees will have a direct impact on employee satisfaction. Thus, the company must also consider other factors that contribute to employee job satisfaction, such as the availability of facilities for all workers, then also justice becomes very important for employees and continues with aspects of safety and health, and etc. (Aminuddin et al., 2022).

Conceptual Framework

This study presents conceptual framework as a foundation for developing excellent human resource in the public sector for improving service to the society as shown in Figure 1.



Figure 1. Conceptual Framework of Excellent Human Resource on Service in The Government Agency/Public Sector

This study considers that the approach that can be taken by organizations in building excellent human resources for services in the public sector i.e. by applying organizational policies on 3 components. These components act as the independent variable. The first variable is the worker empowerment component where the individual is the main actor in the activity as a resource who plays a key role. The second variable is job design which will determine the success of individuals in producing efficient and effective services. With the right job design according to the needs of the community, all demands and requirements in the service can be met because job design makes it easier for employees to work. If the job design is not designed properly, it will make it difficult for employees to work so that there is no harmony between individual variables and job design. The third variable

is a reward that is able to encourage and motivate employees to provide the best service. While, in this case, service quality act as an dependent variable.

III. Discussion and Conclusion

Human resources are the main capital for the success of services in the organization as a resource that cannot be imitated but can be formed. As mentioned by Musneh et al. (2021), employees are an important resource for organizations, especially for organizations in the service sector since organizations are very dependent on their stakeholders where one of these parties is employees. However, to be able to implement excellent human resources, it must be supported by variables in the organization that are interrelated. Therefore, human capital can be considered as the main asset for the organization. For that, they have to invest more for the survival and growth of the organization. thus, organizations must ensure that they retain committed, motivated, and skilled employees. This means that the company must take steps to meet the needs of employees and show that the organization cares about the welfare of employees, one of which is by providing opportunities for continuous learning and development. Considering that human resources are important but expensive resources and to optimize their contribution, training programs should be provided for employees. Conducting on-the-job training can be very useful in training newly recruited employees, orienting employees who are transferred or promoted, training employees across departments, as well as upgrading employee skills when new technology is introduced. Organizations must start giving or sending their employees to training related to improving career skills and emotional competence so as to improve employee performance (Mohd. et al., 2020). Bastari et al. (2021) claimed that strategy or approach plays a very important role in the progress of the organization that determines development programs to improve human resources to be excellent and advanced. In this case, organizational policies will determine the success or success in creating excellent human resources that will provide the best service to the community. It is a very close relationship between organizational success and human resources. Excellent or not, human resources depend on the organization's policies.

This study concludes that in order to support the success of the human resource excellent program, the components that must be considered are employee empowerment, job design and rewards. Individuals within the organization must be committed to complying with well-designed organizational policies in order to be effective. Thus, everyone in the organization must be committed to complying with the policy considering that the policy is an instrument used to facilitate human resources in working to serve the community.

Policy makers understand that the 3 components that have been presented have a real impact on excellent human resources. However, it must also be considered that policies in government agencies/public sector cannot be implemented easily because there are various interests of the parties involved. Of course, there are many challenges that must be faced by policy makers in government agencies/public sector. On the other words, the government needs to prioritize the agenda related to these problems in order to serve the community well so that the planned excellent human resources can be realized properly. Therefore, this study concludes that there is a need to develops framework on the relationship between excellent human resource through organizational policies and service quality by the public sector. As asserted by Tienari et al. (2016), strategy and human resource systems are key integrative mechanisms.

This study recommends to the government to develop overall integration for implementing efficient and effective work in government, namely human resources and work systems. If this integration does not go well, then do not expect that the government will be able to meet the demands of the society. Furthermore, what is very important for the government to pay attention to is that human resources are identical with human values that need to be fulfilled so that the government is able to encourage employee enthusiasm that lead to the best service to the society.

IV. Implication of the Study

This study presents contributions both from a theoretical and practical perspective. From the theoretical aspect, this study contributes to the literature on the service quality in government agencies/public sector by developing a conceptual framework using a new paradigm of human resource approach that emphasize on the integration between excellent human resources through organizational policies consisting of three components, i.e. employee empowerment, job design and rewards so it will support development of service quality to the society. This study presents foundation to overcome the problems faced by government agencies/public sector in order to provide the best service to the society by empowering human resource and work system to develop synergy for service improvement.

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