
The Role of Knowledge Sharing and Innovation in Improving Public Sector Performance: A Literature Review

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Abstract

A government depends on the merits of the bureaucracy that acts as the organizer of the government. Meanwhile, the bureaucracy is very dependent on its human resources. Meanwhile, based on the Apparatus Quality Index, the majority of ASN in Indonesia is in the low and very low categories. So there is a need for performance transformation for ASN. This study aims to analyze the challenges faced in improving performance in the public sector and the role of knowledge sharing and innovation in improving performance in the public sector. This paper uses the library study method which collects data and information by examining relevant books, references, literature, and research journals. The result is that there are three main factors, namely the lack of competence, commitment and cohesiveness that exists in the midst of the current state civil apparatus. Knowledge sharing and innovation have an important role to overcome these weaknesses, namely by forming a community as a forum for sharing knowledge between ASN it can be a means of increasing competence, commitment and building cohesiveness in the midst of ASN

Keywords: *Performance, Knowledge Sharing, Innovation Capability*

Introduction

The running or not of a government depends on the merits of the bureaucracy that acts as the organizer of the government. Meanwhile, the bureaucracy is very dependent on its HR apparatus, which in Indonesia is called the State Civil Apparatus (ASN) (Febriana, 2014). ASN needs attention in efforts to structuring government bureaucracy, human resource management systems and governance. Required a government apparatus that has the quality and professionalism in carrying out and completing a job. Employee management continues to be carried out to support high employee performance, and ensure that organizational performance is always good (Indiyaningsih, *et al*, 2020).

ASN as a government apparatus is likened to the backbone of the government to carry out national development. Even though at this time, technology has developed very rapidly, so that it is able to shift most of human tasks, but the role of humans is still very much needed. No matter how sophisticated technology is, it will be meaningless without the contribution and ability of humans to manage it (Husain, *et al*, 2011).

The government's focus on developing the Management of the State Civil Apparatus in 2020 is contained in the National Medium-Term Development Plan for 2020-2024, which aims to better develop human resources in the public and non-public sectors in order to achieve HR with global competitiveness. There are three specific development priorities in the field of apparatus, namely: (1) increasing performance accountability, supervision and reform of the

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bureaucracy; (2) increasing innovation and quality of public services; and (3) strengthening the implementation of merit-based ASN management (Chairiah, *et al*, 2020).

Transformation was also carried out by the government towards the management of the state civil apparatus (ASN) as a whole or holistically. The management transformation includes strengthening work culture, accelerating ASN capacity building, as well as increasing performance and rewards. Not only limited to the agency level, each individual ASN is given the freedom to experiment to improve organizational performance as long as it does not violate existing rules. There are three main foundations in this transformation, namely organizational transformation, apparatus HR transformation, and work system transformation. The most important and underlined thing is about digitization (menpan.go.id, 2022)

However, the Minister of Administrative and Bureaucratic Reform said that the quality index of Indonesia's state civil apparatus (ASN) is currently lower than that of other countries (Nugraheny, 2022). Based on the 2019 ASN Professionalism Index, there are only 3 provinces that have a medium level score category, namely DKI Jakarta, West Java and West Sumatra. While 31 others fall into the low/very low category. Where the ASN Professionalism Index is based on the dimensions of qualifications, competence, performance and discipline. (bkd.sultengprov.go.id, 2020).

The State Civil Service Agency (BKN) stated that currently there are 3.9 million civil servants working in the government. While 35% of them or around 1.3 million ASNs show low competence and performance. Meanwhile, only 19.82% have high performance. Even though the ASN composition has a bachelor's and master's degree background, their competence is low. It can be said that educational background is not correlated with employee competence. (cnbcindonesia.com, 2022). So, it is necessary to have a performance transformation for ASN in Indonesia so that they can function more optimally (Nugraheny, 2022).

Therefore, HR is the most important and valuable resource for an organization and this HR must be managed properly in order to create optimal service. Well-managed human resources also need to be developed in terms of skills, knowledge and ability to innovate (Meher & Mishra, 2019). One of the processes to improve knowledge management in organizations is Knowledge Sharing (Indriani, *et al*, 2020). Sharing information and experiences between employees can be a basis that makes an important contribution in creating innovation. Employees who carry out Knowledge Sharing with other employees can accelerate the creation of organizational innovation. (Riana, 2020). However, there are still many organizations that have not succeeded in promoting Knowledge Sharing, because many organizations do not know and do not realize that there is potential for hidden knowledge within the organization (Indriani *et al.*, 2020). In addition, the context of innovation in the public sector is currently underdeveloped and studies of public sector innovation have so far made very limited contributions (Clausen, *et al*, 2020).

This study aims to analyze the challenges faced in improving performance in the public sector and the role of knowledge sharing and innovation in improving performance in the public sector. It is hoped that this research can describe an implementation of knowledge sharing and innovation in public sector organizations, so that from this paper it can be implemented to increase performance in the public sector.

Methods

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In writing this is a qualitative descriptive, which describes the performance of public services based on the data and information obtained. The method used in this paper is library research which collects data and information by reviewing relevant books, references, literature, and research journals and identifying and classifying some of the literature based on the relevance and quality of the literature found. The relevant literature is analyzed with narrative patterns with the aim of deepening knowledge about employee performance, and enable readers to understand the role of Knowledge Sharing and Innovation Capability affecting employee performance in the public sector. In this paper, explain and explain the factors that become weaknesses and affect the performance of the public sector.

Various related studies and theories are used to become a basis for thinking about the phenomenon of performance constraints in the public sector and the role of knowledge sharing and innovation in improving performance in the public sector. Data analysis was carried out using data, namely: laws and regulations, news and literature from books and journals related to knowledge sharing, innovation and public sector performance.

Results and Discussion

Barriers of Performance Development

Apparatus human resources are the main key to the success of public organizations. The State Civil Apparatus has an important role in the management of government institutions which rely on community service. (Hayat, 2014). Human Resource Management in the public sector has different challenges from the private sector, especially the environment they face is also different, the organizational structure is different and the basic goals of the organization are different (Pratama et al., 2021).

The Head of BKN said that the ability or performance of human resources who work as government employees in Indonesia is considered quite low. The current performance of the State Civil Apparatus (ASN) is in the deadwood category or in the lazy worker category. Which means, the ASN's performance is low and bad. Only 19.82% of ASN are included in the star category, while those in the deadwood category are almost 35%. The sad thing is, even though ASN in Indonesia has taken a high level of education, there is still no guarantee that these employees have the ability (Karunia, 2022). The Ministry of Home Affairs, stated that there are three factors of weakness in the State Civil Apparatus at this time, namely: (Ridwan, 2022)

1. Competence, according to the Ministry of Home Affairs, only 20 percent of ASNs are truly reliable and can be fully trusted.

2. Commitment, namely the lack of a sense of belonging, sincerity, responsibility. Most only want work that is light and not at risk. Even if there are human resources who have good competence but lack commitment, they will still be of no use to the organization.

3. Compactness, ASN performance will not be achieved if it is not accompanied by cooperation. Currently there are too many ASNs who want to stand out on their own, are selfish, do not accept other input, and feel smart on their own.

Factors that can affect employee performance include when employees have commitment, meaning that the better the employee's commitment to the organization, the employee's performance will improve. The better a person's integrity, the better his integrity (Rosmi & Syamsir, 2020). Performance can be indicated by the seriousness of employees in completing assigned tasks based on skill, experience, seriousness and time. Performance is also a combination

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of three factors, namely: (a) interest in work; (b) acceptance of task delegation; and (c) the role and level of motivation of an employee (Frinaldi, 2017)

In line with the Minister of Administrative and Bureaucratic Reform Regulation No. 6 of 2022 concerning Management of the Performance of State Civil Apparatus Employees Article 2, employee performance management is carried out for the purposes and objectives of: (Regulation of the Minister of the Republic of Indonesia, 2022)

- a. Improving the quality and capacity of employees;
- b. Strengthening the role of the leader;
- c. Strengthening collaboration between leaders and employees, between employees, and between employees and other stakeholders.

Competent apparatus human resources are also needed in improving organizational performance, competence referred to is based on the PAN RB Ministerial Regulation No. 6 of 2022 Article 10 namely competence which includes:

1. Increase self-competence to respond to ever-changing challenges;
2. Help others learn; and
3. Carry out tasks of the highest quality;

To be able to improve performance and in carrying out each job, employees need knowledge. Because with good understanding and knowledge, every employee doing his job will grow self-confidence because he clearly understands the work to be done. (Nurcahyo et al., 2021). In addition, there is a significant correlation between knowledge sharing and the ability to innovate. Innovation will occur when employees share and combine knowledge within the organization. (Riana, 2020). With good innovation ability, it will support the ability of employees to work. This will improve employee performance because employees have new ideas and breakthroughs which can later be used to advance organizational performance (Nurcahyo et al., 2021). As well as public sector organizations need to innovate to create public value in a more efficient and better way (Clausen et al., 2020). This is where the role of Knowledge Sharing and Innovation Capacity is to be able to resolve the weaknesses that occur in the State Civil Apparatus. Where this is in line with the research of Hidayat & Lee, (2018) and Nurcahyo et al., (2021) that Knowledge Sharing and Innovation Capacity have a positive effect on performance where knowledge sharing will create new knowledge in the organization.

Knowledge Sharing and Performance Relationship

Knowledge Sharing is used as a coordination mechanism. Empirical evidence related to knowledge management leads to capacity building which determines increased organizational performance (Meher & Mishra, 2022). Knowledge sharing is considered a significant predictor of performance. A number of studies have been conducted to study the impact of knowledge sharing on performance (Farooq, 2018). People perceive knowledge sharing as a loss of power and a threat to their job security (Joshi & Chawla, 2019). Even though employee performance can increase after gaining knowledge because knowledge sharing that has occurred can provide space and a place for employees to add and update knowledge that has never been obtained at work, so that their abilities and performance can increase. (Nurcahyo, *et al*, 2021). Knowledge Sharing is an important step towards successful knowledge management (Farooq, 2018). Creating a conducive knowledge and culture for knowledge sharing can make the knowledge management process in an organization successful (Joshi & Chawla, 2019).

Knowledge Sharing is increasingly seen as important for organizational effectiveness. Knowledge sharing among employees has a significant impact on the performance of public and private sector organizations. So that knowledge sharing becomes important in organizations that want to gain a competitive advantage (Amayah, 2013). Knowledge sharing is very important for the survival and success of an organization. If the organization succeeds in encouraging and motivating employees to share their knowledge by creating a sense of trust, establishing a good work culture and rewarding productive knowledge, it can create sustainable value and competitive advantage (Farooq, 2018).

Knowledge Sharing and Innovation Relationship

Knowledge is shaped by experiences, values, contextual information, and skill sets that support a person in the frame of mind for evaluating and incorporating new experiences and information. Knowledge utilization is only possible when people can share knowledge and build on the knowledge of others (Hidayat & Lee, 2018) Knowledge Sharing can be defined as individuals who share information, ideas, suggestions, and expertise with each other that are relevant to the organization (Bartol & Srivastava, 2002).

Knowledge Sharing refers to activities that assist the transfer of knowledge between organizational members. So that it can help organizations remember and exploit lessons learned and be able to solve technical problems more effectively by ensuring that existing knowledge flows between members of the organization with various types of special and different skills. So that knowledge sharing can increase the depth of knowledge that can increase organizational efficiency and involve organizations in articulating and evaluating knowledge when exploiting innovation and developing new creativity (Chuang & Jackson, 2016).

In the context of the public sector, innovation consists of significant new changes to services and goods, operational processes, organizational methods, or the way organizations communicate with the public as service recipients (Demircioglu & Audretsch, 2017). Sahni, *et al* (2013) introduce a framework for identifying managerial conditions that are conducive to innovation in the public sector, namely: the ability to experiment, the ability to stop obsolete infrastructure, feedback, incentives to improve products or services, and budgetary constraints for end users.

Many researchers emphasize the important role of Knowledge Sharing to increase innovation capacity. Innovation initiatives mostly arise from the process of sharing knowledge, experience and skills, and a company's ability to change and apply knowledge can determine the level of its innovation ability. The involvement of employees in sharing knowledge contributes to their learning and improving their skills and competencies which can increase their ability to develop new routines and procedures (Migdadi, 2022).

Knowledge sharing is a building block for organizational success and is often considered an important survival strategy in this knowledge-intensive era. Knowledge that is rooted in individual intelligence and is reflected in tasks, systems and habits that are all very difficult to imitate. Sharing knowledge is a difficult thing to do because by sharing knowledge a person will lose status and power in the organization. Because sharing knowledge contributes to the success of an organization, which can help develop innovation capabilities (Husein, *et al*, 2016). Public sector organizations must focus on being able to expand their knowledge base, either by learning with other organizations or creating new knowledge or innovation (Riana, 2020).

Innovation and Performance Relationship

Innovation is a key factor for organizational survival. Organizations must innovate to deal with environmental uncertainties, and the ability to innovate plays a key role in improving performance (Yao, *et al*, 2020). Innovation capability can be explained as an effort that emerges

and can foster an individual's desire to change, so that capability focuses on developing rare ideas. With good innovation ability, it will support the ability of employees to work. At work they will feel light and free because the innovation ideas they create are recognized and considered by the organization (Nurcahyo et al., 2021). The ability to innovate is a critical success factor in organizational growth and performance, innovation can be considered as the main means by which organizations maintain a competitive advantage (Al-Nuaimi & Khan, 2019).

Innovation also has the potential to increase the effectiveness and problem-solving capacities of public sector organizations. And innovation can improve organizational performance, productivity, and public trust in public sector organizations (Clausen et al., 2020). This is in line with the results of research from Zulkifli (2020) which states that innovation in public services has an influence on government performance, where innovation needs to be carried out so that it can bring improvements in public service performance and can meet the expectations of service users, namely the public. Innovation has a positive effect on performance when you dedicate more resources to incorporate innovation processes such as research and development. And the results show that innovation leads to large increases in performance (Riana, 2020)

Knowledge Sharing Roles

Knowledge sharing is increasingly seen as important for organizational effectiveness, especially for those seeking to gain a competitive advantage over others. Several studies argue that Knowledge Sharing among employees has a significant impact on the performance of public and private sector organizations. The government's ability to improve services is highly dependent on knowledge sharing across the organizational spectrum (Al-Ahbabi, *et al*, 2019). One important role is owned by organizational leaders who set an example in the tradition of sharing knowledge and learning that involves all personnel in the organization. The cornerstone of a sharing culture is trust and openness among organizational members (Susanty, *et al*, 2018).

Knowledge sharing strongly implies cognitive behavior that engages people, regardless of the level at which the knowledge is shared. Thus, individual-level knowledge sharing brings speciality, as it forms the basis for all higher-level knowledge sharing in organizational value creation. From this perspective, employees' reluctance or inability to share knowledge with colleagues threatens the fundamental interests of the organization (Muhammed & Zaim, 2020).

Knowledge Sharing involves sharing tacit and explicit knowledge. Sharing Explicit knowledge can be shared in a formal and systematic way among employees, such as through intranets, electronic email and shared databases. While sharing tacit knowledge poses a challenge to organizations for two reasons. First, tacit knowledge of employees, which is personal and context-specific, is inherently very difficult to transfer. Second, the sharing of tacit knowledge is usually voluntary/non-mandatory. Therefore, in terms of sharing tacit knowledge, employees must be willing to share their knowledge with colleagues, which may be difficult to do (al Ahbabi et al., 2019).

Knowledge sharing can also take different forms depending on whether tacit or explicit knowledge is being shared. Horizontal knowledge sharing occurs among colleagues where tacit and explicit knowledge can flow freely. Sharing knowledge has an impact on organizations when it is carried out as part of daily work where tacit and explicit knowledge can be shared effectively when needed (Muhammed & Zaim, 2020).

Therefore, the organization should organize meeting sessions where employees are free to share their knowledge, ideas and information with other colleagues. Al Ahbabi et al., (2019) said that the evidence in the literature so far indicates knowledge sharing in public sector organizations

is more difficult because most public sector employees associate knowledge with power and potential promotion opportunities.

The bureaucratic nature of many government organizations, where knowledge does not flow easily or can be shared with other departments or institutions, is something that is not conducive to knowledge sharing. Identification must be made of the factors that influence knowledge sharing to help employees create a culture of knowledge sharing and knowledge management in the public sector. Managers in public sector organizations can encourage the development of communities of practice to support knowledge sharing. Meanwhile, tacit knowledge can be obtained from employee interactions with other people, and can only be shared between individuals in the same place or in different locations if there is a social network (Amayah, 2013). For now, increasing competency through knowledge sharing can be done through YouTube, webinars, electronic books, and others (Gift, 2022). The role of the community can be the main medium of knowledge sharing, individuals and communities can gain greater access to explicit knowledge and increase knowledge sharing through the creation of these communities (Amayah, 2013).

Based on the explanation above, community formation can be a solution to problems of competence, commitment and cohesiveness which are the current weaknesses of the State Civil Apparatus. With the occurrence of Knowledge Sharing in the community, in line with the wishes stated in the the Regulation of Bureaucracy Reform Minister No. 6 of 2022 concerning Management of the Performance of State Civil Apparatus Employees as contained in article 2 and article 10. Where in article 2 it states "improvement of the quality and capacity of employees", while in article 10 it reads "Increasing self-competence to respond to ever-changing challenges" and " Helping others learn" Knowledge Sharing here plays a role as an increase in the competence of the State Civil Apparatus, so that by increasing employee competence through understanding and knowledge in line with the statement, Nurcahyo et al., (2021) that self-confidence will grow because you clearly understand the work being done will be done. As well as the existence of the Knowledge Sharing process will foster good performance in employees because they already understand how things work and what obstacles must be overcome.

The existence of a community can also build collaboration and cohesiveness as desired in the Regulation of Bureaucracy Reform Minister No. 6 of 2022 concerning Management of the Performance of State Civil Apparatus Employees which is contained in article 2 which reads "Strengthening collaboration between leaders and employees, between employees, and between employees and other stakeholders".

In addition, Knowledge Sharing is also a capability that can be used by employees to increase innovation. Because every organization needs innovation to produce excellent products or services to remain competitive. The dynamics of the product/service development process and innovation cannot be separated from the role of knowledge sharing (Riana, 2020).

Innovation Roles

Although leaders or managers of public organizations encourage employees to be able to innovate and even reward employees who are more innovative, usually there will still be employees who perform poorly and are not innovative. If this is allowed by the leader, employees who always perform badly will have a bad impact on other employees who should be performing well. Several studies have found that turnover of low performers can be beneficial for the organization and other employees, because it can increase the job satisfaction of high performers. If all employees are treated equally whether high or low performers, then there will be no motivation for high performers and they will feel treated unfairly. Pressure needs to be exerted in the public sector through strict performance standards, both sanctions and rewards can serve as a performance booster and as a condition for creating good performance and innovation.

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(Demircioglu & Audretsch, 2017). Innovation can be one of the most important dynamics that enables an organization to achieve a high level of competitiveness both nationally and internationally. Organizations with high innovation capabilities are able to develop competitive advantages and achieve superior corporate performance. In many studies the innovation capacity is considered as a significant factor and intangible asset for companies to create value and sustainable competitive advantage, which will ultimately lead to superior performance. Organizations that are able to introduce new products/services that are more effective and efficient and customer oriented can increase public trust (Migdadi, 2022). In line with the government's expectations contained in the Regulation of Bureaucracy Reform Minister No. 6 of 2022 concerning Management of the Performance of State Civil Apparatus Employees as contained in article 10 one of the standards of work behavior for State Civil Apparatus employees, namely adaptive which includes: (2022) 1. Quickly adapt to change; 2. Continue to innovate and develop creativity; and 3. Act proactively.

Based on the research results of Demircioglu & Audretsch, (2017) focusing on the conditions of employees such as paying attention to the conditions of employees who have low performance has a higher innovation effect. Thus, focusing on employees who can deliver higher innovation yields is better than focusing on managers and governments, because most of the innovation is done by the employees themselves. In this case, when employees feel that they can control their work in such a way that they can experiment and have the motivation to make improvements and innovate, they are more likely to innovate. Consequently, public organizations should focus on the intrinsic aspects of work and increase employee motivation to innovate.

The results of the study coming from Wardhana (2018) reveals that innovation capability has a significant effect on performance. This means that performance improvement can be formed through good innovation capabilities. As well as the influence shown from innovation capability on performance is a positive influence where the better the innovation capability is, it can improve individual performance.

Based on the explanation above, it is revealed that the wishes listed in the Regulation of Bureaucracy Reform Minister No. 6 of 2022 that every State Civil Apparatus is able to "quickly adapt to change" and "continue to innovate and develop creativity" can be done by focusing on developing individual employee capacities and evaluating low employee performance by changing employees so that low performance cannot affect employees who have high performance, so that the performance of the State Civil Apparatus can continue to increase and is in line with expectations and can increase public trust in the State Civil Apparatus.

Conclusion

The performance of the State Civil Apparatus is currently in the low category. The low performance is caused by three main factors, namely the lack of competence, commitment and cohesiveness that exists in the midst of the current state civil apparatus. Weak competency due to low knowledge possessed by ASN, weak commitment due to lack of sense of belonging and responsibility towards tasks, and weak cohesiveness due to ASN wanting to stand out on their own, selfish and not wanting to listen to other people's opinions. Knowledge sharing and innovation have an important role to overcome these weaknesses, namely by forming a community as a forum for sharing knowledge between ASNs it can be a means of increasing competence, commitment and building cohesiveness in the midst of ASNs. As well as the focus given to employees and replacing employees who have low performance can encourage motivation for employees who have good performance to continue to develop and innovate for the benefit of the organization.

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