

**IMPROVING INDONESIA CIVIL SERVANTS PERFORMANCE  
THROUGH JOB ANALYSIS**

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# **IMPROVING INDONESIA CIVIL SERVANTS PERFORMANCE THROUGH JOB ANALYSIS**

## ***Abstract***

*The red tape phenomenon in Indonesia civil servants performance shows the lack of ability and lack of capacity to carry government tasks. This phenomenon needs improvement. The improvement of the state apparatus resource's quality is directed to reach the professionalism of human resources, bureaucracy neutrality, and prosperity for civil servants as well as citizen at large. This is an important factor in supporting capacity and accountability of civil servants as well as state apparatus. Therefore, in order to achieve the quality of human resource in civil servants, the government needs to continue improving the implementation of merit system in the personnel management system by implementing job analysis. The future of bureaucratic organizations as public organization tend to be slender but rich in function. The concept of 'the right man in the right place in the right time' needs to be applied correctly in order put the job position towards the principle of professionalism through the process of job analysis.*

***Keywords: human resources, public organization, job analysis***

## 1. Background

As one form of public organization, which has the legitimacy to perform various public affairs, civil servants in bureaucracy is procecuted to do public sector management well. But this is not an easy thing. Criticism on red tape bureaucracy such as poor quality of services, slowness of procedures, inefficiency, program implementation's failure, and so forth mostly addressed to the civil servants poor performance. This red tape bureaucracy phenomenon is very ironic with what should be done and achieved by the public bureaucracy.

Another problem is that the business process in the bureaucracy has not yet more efficient and accountable. According to Thompson (2005: 24-27) public officials should be held responsible. From some indicators, such assessments have justification. Indeed, Indonesia has increased from year to year in the assessment of *government effectiveness* conducted by *the World Bank*, which is based on these indicators received a score of -0.43 Indonesia in 2004, -0.37 in 2006, and -0.29 in 2008. However, the value was still too low, and still lagging when compared with the progress made by neighboring countries. In this case, the effectiveness of government in Indonesia is still below the effectiveness of government of Malaysia and Thailand. This condition reflects the persistence of problems in governance such as bureaucratic quality, public services, and competence of government officials. The various problems mentioned above, show how complex the problems faced by today's government bureaucracy both from the institutional aspects, management and apparaturs resources. Given the magnitude of the problem of bureaucracy in doing public service, it is necessary to the grand strategy of bureaucratic reform. Although various policies have been carried out and any progress has been achieved, capacity and accountability of bureaucratic performance are still addresses many complaints.

Meanwhile public bureaucracy's capacity in implementing public sector management is very limited, ranging from the resources, technology, structure and culture. On the other hand the rapid environmental changes and fierce (*upheaval and turbulent environment*), directly and indirectly will influence the existence of an organization. The problems mentioned above arise, among others, are caused by ineffective institutional arrangements of government agencies. As a result, overlapping authority, and the less obvious formulation of "task and authority" thereby inhibiting the government tasks.

## **2. Conceptual Discourse: Bureaucracy as Public Organizations**

Discourse on public organization still remains much debated by experts to date. Many dimensions are interesting to be investigated from the existence of public organizations, such as performance, service quality, management, interventions and strategies that have been made. Public Organization according to Denhart (1984: 12) can be categorized as an organization that:

1. *Viewed as a part of the governmental process.*
2. *Viewed as much the same as private organizations.*
3. *Is a professional field ... .. That draws on Various Theoretical perspectives to produce practical impact.*

Thus what is called as a public organization is part of government process, has some similarities with private organizations, perform their job professionally. Furthermore Easton (1965: 50) stated "*public organizations are said to affect the development and implementation of public policy in various ways and consequently to affect the authoritative allocation of values in society.* From this opinion shows that public organizations are expected to be able to launch the development and implement public policies in various ways and have the authority to allocate public organization's values to society. The values in

public organizations exemplifies as equity, equality, justice, responsibility, and so on. In carrying out these values the management capabilities done by public organizations become very strategic.

*Upheaval and turbulence environment* today is characterized by the rapid movement of renewal and global changes by one country against another country. This is mentioned by Thoha (1998; 1) as the global changes that become a *way of life*. Public bureaucracy is not a form of organization that will not be affected by target changes that occur and of any intervention effect. Furthermore Miftah said that currently there is a change of the nature of bureaucracy or management that is influenced by in rapid and devastating changes the field of economic, social, economic and political.

In the context of public organizations need specific forms of reform. The most important is the professionalization of the bureaucracy in which each apparatus is expected more to perform their work in accordance with the *skills and knowledge* possessed, and evaluated regularly about their skill with the needs of the organization and the environment. And the second equally important form is decentralized policy which gives more rooms for subordinates to perform their duties more freely in accordance with the principles of its profession. Some public organizations seem to have done some sort of breakthrough, which means that public organizations can actually change or adjust self.

Public bureaucracy as a system that is facing global competition, the bureaucracy is expected to dramatically and radically willing to reform with attention to the saving of cost structure, improve the quality of public services, and improve the quality of apparatus sources through *reengineering initiatives, streamlining, and rightsizing*, thus achieved public bureaucratic system that is able to compete.

Some of the concept in general to improve the quality of bureaucracy has ever proposed by theorists such as Weber's bureaucracy in the late 19th century. Then the New Public Management from Ewan Ferlie et al appeared, with the following models:

1. *The Efficiency Drive*, this model emphasizes the value-efficiency as a primary goal.

2. *Rightsizing and Decentralization*, this model shifts the emphasis efficiency value innovation in the organization in touch with humanism, hierarchical management to contract management, leadership style made by *management by influence*.
3. *In Search of Excellence*. The model is more emphasis on the importance of organizational culture and continuous changes around the culture of the organization.
4. *Public Service Orientation*. The model gives priority to quality of service. Service quality can be assumed only by recognizing the vision and mission of the bureaucracy. (Wibowo & Purbokusumo, JKAP, 1998: 38-51)

The next concept is from Osborne and Gaebler, known as *Reinventing Government* with a summary as follows:

1. Catalytic Government : steering rather than rowing
2. Community-Owned- Government : Empowering rather than serving
3. Competitive Government : Injecting Competition into public service.
4. Mission Driven Government : Transforming Rule-driven Organizations
5. Result oriented Government: Funding Outcomes, Not Inputs
6. Costumer-driven Government: Meeting the needs of customer, Not the bureaucracy
7. Enterprising government: earning rather than spending
8. Anticipatory government : prevention rather than cure
9. Decentralized government : From hierarchy to participation and teamwork
10. Market oriented government : leveraging change through the market. (Osborne and Gaebler, 1992: 25-310).

Another concept is Banishing Bureaucracy of Osborne and Plastrik (1997) that to provide service bureaucracy-oriented quality must implement five strategies to change the DNA (the nature of genetically) from the Government known as *the Five C's: Government Changing the DNA* as follows:

	<i>The Five C's</i>	
<i>Lever</i>	<i>Strategy</i>	<i>Approaches</i>
<i>Purpose</i>	<i>Core Strategy</i>	<i>Clarity of Purpose Clarity of Role Clarity of Direction</i>
<i>Incentives</i>	<i>Consequences Strategy</i>	<i>Managed Competition Enterprise Management Performance Management</i>
<i>Accountability</i>	<i>Customer Strategy</i>	<i>Customer Choice Competitive Choice Customer Quality Assurance</i>
<i>Power</i>	<i>Control Strategy</i>	<i>Organizational Empowerment Employee Empowerment Community Empowerment</i>
<i>Culture</i>	<i>Culture Strategy</i>	<i>Breaking Habits Touching Hearts Winning Minds</i>

Thus, the management of all levels of public bureaucracy needs to do a rethinking of organizational and operational approaches that they would do. Public bureaucracy need to do *rethinking the way of life*, to manifest itself as a bureaucratic organization with quality, responsive to change, able to adapt to the environment and have a commitment as public servants.

Bureaucratic paradigm shifted in doing public service, the fore with the paradigm established by the Reinventing Government Osborne and Gaebler emphasized on the importance of the principles of entrepreneurship in the bureaucracy. Furthermore, Plastrik and Osborne stated the banishing concept of bureaucracy that suggests the importance of core competence in the public bureaucracy. This is in line with that put forward Denhart's view that the main public service for the community as a customer served by the bureaucracy.

According to Nyhan, Ronald C (2008) the trust-based model is an important alternative when public organizations are concerned with customer responsiveness and more dependent on information than on structure. The model recommends a transition from organizational theories founded on ensuring control by managers over workers to a new paradigm based on cooperative working relationships among all employees. According to Pollitt (1988:86) primary purpose is not just to please the recipients of public services, but to empower them.

According to Maria and Sanches (2008) service servant have to be accountable to the people as voters in democratic country. Meanwhile, to measure the service performance of public organizations, a number of criteria try to be developed by the various parties. Levine for example, proposes three concepts of performance measurement of public bureaucracy (Levine, 1990:188) is the responsiveness, responsibility, and public accountability.

### **3. Indonesia Civil Servants: A General Overview**

The core of the implementing organization is the human, not on systems and procedures. Humans have the role as the initiative taker, innovator, motivator, and executor of all components of the organization to achieve common goals.

Drucker states: *"organizations are human enterprises and the highest purpose is to make the strengths of the people effective and Their weakness irrelevant."* That organization is an attempt by man and the main goal is to make human effectiveness in organizations increasingly higher and minimize the weaknesses / deficiencies that are unnecessary. Thus clear that the attemp is depend on people who want to learn about new knowledge and new skills.

Fukuyama highlight of reforms in bureaucratic organizations as follows: *"A major challenge for countries undergoing rapid change is the establishment of an effective and socially responsible bureaucracy or, in the other words, an efficient and innovative civil servant. Government bureaucracy or*



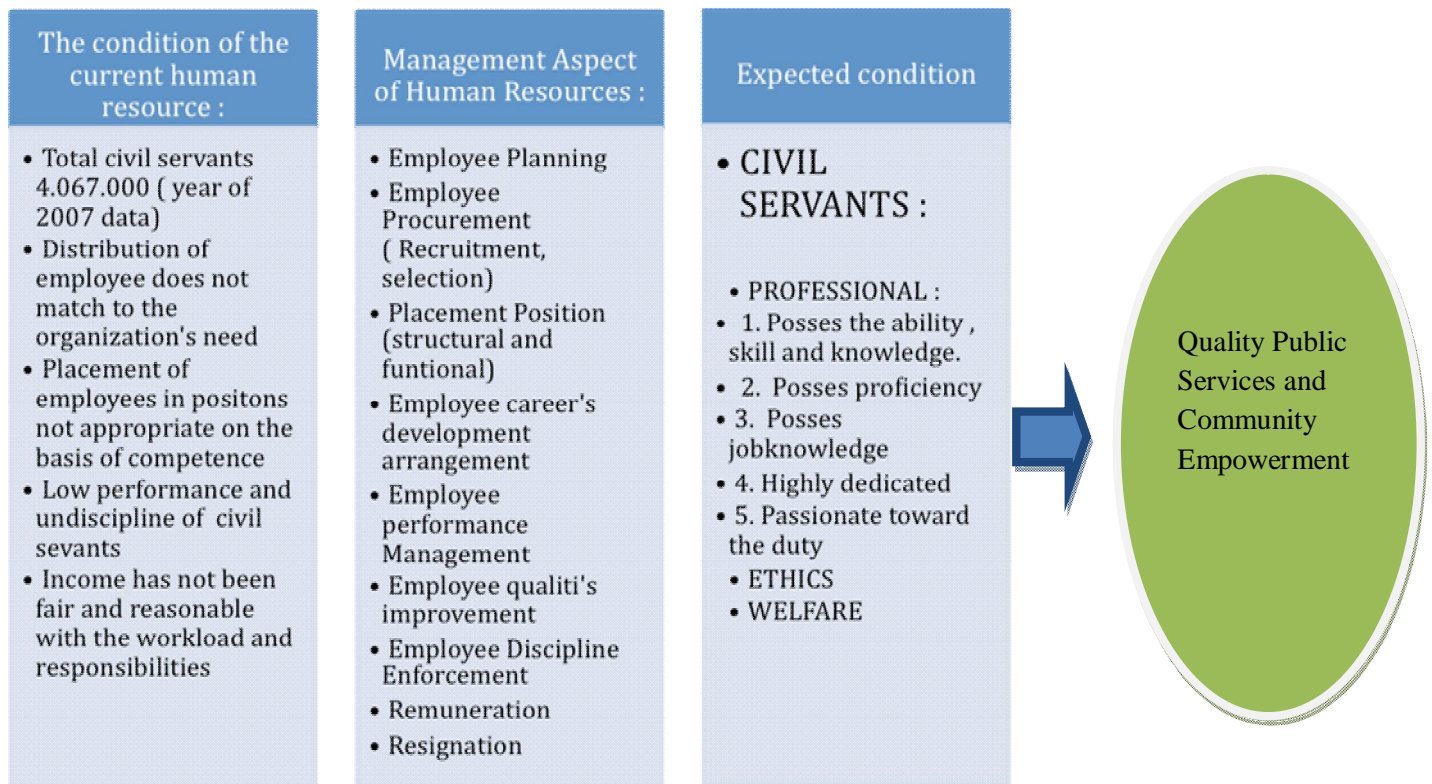
*act as civil servants important an agency in the daily and routine government activities. Accountability, transparency and public participation are some of important means for influencing the behavior of bureaucrats or, even, controlling bureaucrats. Many developing states as weak mainly considered because of the inability to control bureaucrats and oblige them to enforce the earnest of state (Fukuyama, 2004) ”.*

Fukuyama also stresses that the public bureaucracy need to implement the merit system modernly in the area recruitment, training, promotion, and discipline. This paradigm shift responded in the governments main agenda in the reform of the bureaucratic apparatus is excellent service to the community. Therefore it needs a common perception, change the mind set that the office is a mandate. Bureaucracy also must place the role first rather than authority.

Bureaucracy is a form and order that contains the structure and culture. Structure forth the composition of an order, and the culture contains values, systems, and custom made by the principals that reflect the behavior of its human resources. Therefore, institutional bureaucracy reforms include reform of the composition of the government bureaucracy, and reform values, governance systems and procedures of behavior from the human resources (Thoha, 2002).

Model of Human Resources Development for Civil Servants





According to Prijono (2006) the career system of government employees has to be managed clearly and openly so that every person could perceive their future career. Furthermore, employees have to understand the requirement that he or she has to have if he or she is willing to be promoted to higher position. The open and transparent career system will reduce the subjective judgment in promotion process. Another aspect needs to be considered in order to establish the clean and efficient government employee is a supervision process. Reinforcement including promotion and transfer has to be notified as a reward for reliable work.

Increased professionalism of civil servants can not be separated from the regulatory / Regulations relating to the management of civil servants:

Management of civil servants in Indonesia are managed by:

1. Ministry of Administrative Reform
2. National Civil Service Agency

3. National Institute of Public Administration
4. Local Civil Service Agency

Management of civil servants in Indonesia according to Law No. 8 of 1974 including: recruitment, Promotion and Placement, Remuneration, Education and Training, Employee Welfare, Employee Discipline, and Pensions. Furthermore, this law was replaced by Law No. 43 of 1999 that regulate: Recruitment, Promotion and Placement, Eselonization, Remuneration, Education and Training, Employee Welfare, Discipline, and Pensions.

Data on the Indonesian civil servants based on classification and age can be seen as follow:

**Table : Indonesian civil servants based on Rank and age - May 2010**

Age	Rank I	Rank II	Rank III	Rank IV	Total
18 - 20	4	1.631	-	-	1.635
21- 25	2.252	95.070	35.159	15	132.496
26 - 30	11.436	271.715	174.711	59	457.921
31 - 35	18.424	283.170	243.370	292	545.256
36 - 40	26.459	251.302	314.272	9.896	601.929
41 - 45	30.114	274.443	479.574	82.469	866.600
46 - 50	23.469	141.519	503.982	293.284	962.254
51 - 55	10.206	96.293	347.058	285.863	739.420
56 - 60	3.081	42.623	137.691	193.424	376.819
61 - 65	-	289	8.935	37.908	47.132
65+	-	-	33	977	1.010
<b>Total</b>	<b>125.445</b>	<b>1.458.055</b>	<b>2.244.785</b>	<b>904.187</b>	<b>4.732.472</b>

Source: National Civil Service Agency, 2010

From the table above it shows that Indonesian Government has sufficient numbers of civil servants. In the management of civil service in general there is found that the transparency of recruitment is less open, still many intervention from the center, colored promotional closeness with the builder official, low

salaries, training that is not in line with career development, and unready problem when retirement arrives ( Thoha, 2005). Some civil service management issues can be drawn from this figure:

Figure 1. Civil service management issues

Stage	Issues
1. Recruitment, Promotion and Mobilization, Eselonization,	1. Not to implement the merit system Employee further pursued structural position
2. Education and Training	2. Less suitable to plan career development.
3. Pension	3. Not ready. 4. Extension of retirement. 5. Post-power syndrome.

On the other hand, the management of civil servants are regulated by Law No. 43 of 1999, that civil servants if they do not occupy a structural position, must be appointed in a functional position, regardless of whether there are benefits on the job title allowances or not. There is no more title promotion, but position promotion. However periodic salary increases in accordance with the level positions is still operated. (Syuhadhak, 2001). In government organizations fostering human resources are formally made possible through structural and functional positions. In accordance with Regulation 100 of 2000, the structural position is a position that shows the tasks, responsibilities, authorities and the right of civil servants in order to lead a state organization. Strictly structural position is a position that really exists in the organizational structure for civil servants who have the dominant potential to lead.

While the notion of functional positions of civil servants according to the regulation. 16 of 1994 is a position which shows the duties, responsibilities, authorities and the right of civil servants within an organization in carrying out their duties based on expertise and / or specific skills and be independent. It can be said firmly that the functional position is a position that does not appear in organizational structure but its function is required for civil organizations which have assessed the potential of professionals. Functional Position is divided into specific functional positions, and general functional position.

Below is a picture of the structural allowance and functional allowance.

Table 2. Structural Position Allowance

No.	Echelon	Allowances per month (IDR)
1.	Ia	4.500.000
2.	Ib	3.500.000
3.	IIa	2.500.000
4.	IIb	1.500.000
5.	IIIa	600.000
6.	IIIb	450.000
7.	IVa	240.000
8.	IVb	210.000
9.	Va	150.000
10.	Vb	120.000

Source: Government Circulation Letter 67/A/2000

Note: Position Echelon Va and Vb in accordance Government Regulation No 100 of 2000 has begun to be removed.

#### Functional Benefits for Lecturer

Ladder	Golru	Allowances per month (IDR)
Assistant Expert	IIIa-IIIb	270.000
Lecturer	IIIc-IIIId	502.000
Head Lectureship	IVa-IVc	645.000
Professor	IVd-IVe	900.000

Source: Presidential Decree No. 103 of 2000

#### Functional Benefits for Medical Doctor

Ladder	Rank	Allowances per month (IDR)
First Expert	IIIa-IIIb	240.000
Young Expert	IIIc-IIIId	500.000
Associate Expert	IVa-IVc	750.000
Main Expert	IVd-IVe	1.000.000

Source: Presidential Decree No. 5 of 2004

### Functional Benefits for Government Senior Lecturer

Ladder	Rank	Allowances per month (IDR)
First Expert	IIIa-IIIb	240.000
Young Expert	IIIc-IIIId	600.000
Associate Expert	IVa-IVc	871.000
Main Expert	IVd-IVe	1.118.000

Source: Presidential Decree No. 5 of 2004

Considering the data shows above, it is important to improvement fair salary systems and pension system, based on performance to improve the welfare of employees and encourage motivation, the spirit of achievement, and integrity of employees. To support the implementation of the merit system in civil service management, the government needs to develop national human resources management information system to produce a complete employment data, fast, and accurate. In addition, it is also important to use center competency assessment (*assessment center*) to support the career development system of competency-based civil servants. Various forms of education and training will continue to be developed and perfected, which adjusted to the development challenges of governance and management bureaucracy.

#### **4. Job Analysis as a Tool to Improve Civil Servants Quality**

Improving the quality of the State Apparatus resources is directed to realize the professional human resources, neutral, and its prosperous. This is an important factor in supporting capacity and accountability of government agency performance. Therefore, in order to achieve the quality of human

resource, the government needs to continue to improve the application of merit system in the administration of personnel management. In this regard, most of the civil service regulations are prepared to enhance the management of civil service personnel. Some of the regulations will also be enhanced to ensure:

- (a) The determination of employee needs an objective formation,
- (b) Recruitment system that is open, competitive, and based on relevant competencies with organizational needs,
- (c) Promotion and transfer system that is open and competitive, and competency-based,
- (d) Employee performance appraisal system more objective and performance-based,
- (e) Formulation of policies concerning competence standards of office to support the promotion and transfer system based on competence, and
- (f) competency-based training system which is in harmony with the system of promotion and healthy mutation.

The future of structure bureaucratic organizations tend to be slender but rich in function. To this end the concept of *'the right man in the right place in the right time'* needs to be applied correctly in order in filling the vacancy actually forward the principle of professionalism through the process of job analysis.

Ministry of Home Affairs Decree No. 4 of 2005 On job Analysis is the regulation that set up for Job Analysis. Job Analysis interpreted as a process to obtain and record facts or information on a certain position, this information includes the duties, obligations and responsibilities. Job analysis is also meant as an activity to learn, collect and record any information or facts relating to each position in a systematic and orderly. In general it can be concluded that job analysis is the process of gathering facts, data,

description of work, process, present in the form of job description that systematically arranged, accurately and clearly.

Position in relation to job analysis:

1. Elements (the smallest component of the job)
2. Task (a set of elements of the job)
3. The position (a set of tasks performed by an employee)
4. Work (set of duties and responsibilities that are charged to an employee).

Job analysis is conceptually contains two things:

1. *Job Description*

Elaborate the duties and authority of a job position for optimal incumbent in carrying out its work. Analysis is carried out by a simple and applicable method.

2. *Job Specification*

Hard and Soft competencies are requirements that must be owned by a position of employment to support the implementation of the duties and authority given.

The information in job analysis about:

- A. Identity Position
- B. Working Results / Facts job
- C. Working Materials/ Data jobs
- D. Work Tools/ Description of work
- E. Work Execution/ Notes
- F. Relations Position
- G. Implementation Conditions
- H. Conditions for Conducting



Job Analysis is a management tool that is to present and receive position information. Thus the Job Analysis will only be done if management requires information office. Position information is very much the kinds and numbers and can be deep or widespread so that the implementation of job analysis will require a lot of time, cost and effort. The information office is not entirely used for each of the interests of management programs, so that only information relevant with the users only will be covered. Instead of each program or management purposes require only certain position information. Thus, the implementation of the analysis of positions depends on the program need them.

Job analysis to produce information that is presented in the form of office and the model, namely:

- 1) Position List is a list of positions that result in the formulation of the Job Analysis process.
- 2) Position Description The scope of information on job positions listed by the office. Kinds of information contained in the position..
- 3) Position Specification. Position is information presented certain programs. Thus, the kinds of information specified by the program office concerned. Examples: Position Specification for program placement, training, assessment Occupation and occupational safety and health improvement.
- 4) Group Position. Positions in an organizational unit or agency are usually a large number made up of several different types and properties. To facilitate the understanding and experience and use in certain programs such positions can be grouped.

Besides work, the analysis of the position can give additional result in the form:

- a. Data incumbent that could include employee identity, qualifications, job description and experience.

- b. Resources Practice Information.
- c. Indications of shortages or excess employees in certain positions.
- d. Structure position.
- e. State Civil Servants qualification requirements associated with the position

The implementation of job analysis and workload analysis is directed at the simplification of government bureaucracy to develop an organization that is proportional, transparent, short hierarchy and decentralization of authority.

The preparation and organization structuring the area by taking into account the principle of efficiency and effectiveness, requires a careful calculation and consideration for each organizational unit that is designed not to burden the region and in accordance with local needs.

To implement staff development it is based on the results of the preparation of job analysis with the following steps:

1. Conducting the selection of personnel to meet the needs of the existing workforce;
2. Conducting the identification ability, skill, potential personals who have been there with the leading gauge of employee appraisal system, so that it can be seen:
  - How far do personals in accordance with the requirements set;
  - How far is the placement officer in accordance with the relevant abilities and skills
  - How far personals can be developed in accordance with its potential.

What needs to be considered in filling officials, among others, is the formation of available positions, job titles, and terms of appointment and dismissal. In accordance with prevailing regulations, civil servants who are qualified entitled to be appointed in the rank of a particular position. The promotion held by the regular promotion system and promotion options

Several considerations on appointment of civil servants in both structural and functional positions :

1. Professionalism, competency-based management skills, job performance and level of rank.
2. The need for a career civil servant archetype.
3. It should be applied the fit and proper test.
4. It should be applied job competency.
5. Repair reward system
6. Map drawn position through job analysis

The implementation of Ministry of Home Affairs Decree No. 4 of 2005 on Job Analysis helps the ability of government agency to place the right man on the right place. It describe identify the tasks, authority, and job description. It helps organization in realizing the organization's mission and goals of public organizations. The best practices from the implementation of Ministry of Home Affairs Decree No. 4 of 2005 On job Analysis is in accordance with the principles of organization such as staffing, personnel career development and staff performance measurement.

## **Conclusion**

In order to improve quality, such as: skills, knowledge, expertise and character of employees is done through education and training. Education and training provided to employees must comply with the requirements needed, thus improving the quality of employees will be completely fulfilled. Job analysis is required in the development employee who in essence is an effort to meet the needs of labor qualitatively in accordance with the requirements of the job which is determined by considering the

interests of individual employees to develop their potential as high as optimal as possible to reach a career-high in the organization.

To realize good governance, the government needs to improve the quality of professionalism state apparatus for competitive advantage and uphold the ethics of the bureaucracy in providing appropriate services appropriate with the level of satisfaction and desires of the community or more commonly known as given excellent service.

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