

Management Capacity of Public Service in Department of Education, Youth and Sport in Tual Island, Maluku Province, Indonesia

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Abstract: This study aims to analyze and explain the management capacity of the public service and the performance of the education service in the Department of Education, Youth and sport in Tual Island of Maluku Province. A questionnaire with Likert scale (1-4) was used as the instrument to process the data. The data were analyzed using quantitative descriptive analysis through some step. The first was calculating the frequency and percentage of variable X (management capacity of public services), with 61 questions and variable Y (the performance of the education service). The second was specifying the interval of the highest score and the questions were then reducing to 33 items toward 30 respondents. Based on the data analysis, some conclusions can be drawn. First, the condition of the variable X or the management capacity of the public service in this study is in the very high category (60%). Second, the condition of the variable Y or performance of the education service in this study is in a very high category (50%). Therefore, it can be stated that the management capacity of the public service is highly contributed and determined the improvement of the performance of the education service in the Department of Education, Youth and Sports in Tual Island of Maluku Province.

Key words: Capacity, public service management and performance, variable, management, condition, conclusions

INTRODUCTION

Good governance, today, which continues to be performed by the central and local government with the goal of achieving public service system that is efficient, effective, transparent and accountable has not shown encouraging results in various circles. Public service practices for improving the performance of public services in some areas in Indonesia, until now still do not experience significant improvement (Agus, 2010).

Performance is one factor which is gained serious attention from various parties and it involves many fields. In addition, its improvement is strived in every area of government organizations today. Performance includes the work progress and results or work performance of employees and organizations. The performance of the organization is achieving the goals of the organization or the performance of an organization (Wibowo, 2008). Performance in general and in particular the performance of the education service is a generic concept related to various determinants. One of the supporting and inhibiting determinants of the performance of public services in education in a local government organization

is the management capacity of public service. Therefore, the development of public service management capacity is a factor that is urgently conducted within the framework of the creation of government management orderly, democratically, transparently and competitively for the development of good governance in the public service (Susiloadi, 2006).

The management capacity of public services must be owned by the manager of the department of education in each region. The higher the performance management capacity of public service has the higher the performance of the education service owned. It seems that, the management capacity of public services is not optimally owned by many officials in local government. In fact, the management capacity of the public service is a precondition for the improvement of the expected public service performance. Management performance can be measured by judging the performance of a manager's job such as the ability and success of planning organizing, leading and controlling the work (Wirawan, 2009).

The management capacity of public service in a local government is largely determined by the ability of its managers to carry their role in implementing the

management system of good public service in accordance with the principles of good and clean governance. The management capacity of public service is correlated with the level of public service performance which is achieved. The management capacity of performance within an organization can be seen in the success of managers in implementing their tasks and functions.

On that basis, the success of an organization in achieving its goals and fulfill its social responsibility depends heavily on the success of managers in performing their duties.

The managers who implement their job well is crucial to determine their managerial and organizational achievement. Manager's achievement is a measure of the extent to which the efficiency and effectiveness of a manager performs their duties to achieve the goals. Organizational achievement is a measure of the extent to which the efficiency and effectiveness of an organization achieve its objectives (Hengki and Zahrida, 2015).

In reality contained in the Education Department of Youth and Sports in Tual Island of Maluku Province, the managers of public servants in education continue to strive with all their capacity performance reflected in the ability of performing their role to realize the expectations reflected in the behavioral of sets in applying the functions of public services management to which it aspire as well as the ability to implement the system with good management of public services therefore, the managers can improve their performance of educational services appropriately as expected. However, it seems that the profile of the owned educational service performance has not fully maximized.

Based on the description, the researchers were interested in doing research in order to express and give an idea about the performance of public service organizations in education as well as the management capacity of public service in the Department of Education, Youth and sports of Tual town of Maluku Province. Based on the background of the problems mentioned above, there are two problems in this study as follows:

- How is the management capacity of public service in the Department of Education, Youth and Sports in Tual Island of Maluku Province?
- How is the performance of educational services in the Department of Education, Youth and Sports in Tual Island of Maluku Province?

The objectives and the significance of research: This study aims at analyzing and explaining the management capacity of the public service and the performance of the education service in the Department of Education, Youth

and Sport in Tual Island of Maluku Province. Theoretically, the results of this study are expected to be useful or beneficial as a reference material for advancing the science of public administration in general, especially the science of public service management. The results are also expected to provide information for further research, particularly in relation to educational service performance and the management capacity of public service.

Practically, the results of this study are expected to be useful as information for the government in Tual Island in formulating policies and programs for enhancing the management capacity of public services. This results are also expected to provide information for the government in Tual Island in developing and formulating policies and programs to realize the increased performance of the education service.

Literature review

Management capacity of public service: The capacity of managers in local government will determine service performance which has been achieved. The concept of capacity according to the Ingraham (2005) is a "platform for performance" or a precondition for performance. Management capacity is defined by Selden and Sowa (2004) as "The degree to which necessary systems and process are in place to maintain an organization". Capacity management is a key determinant of success or achievement of an organization's performance. According to Taliziduhu (1987), the ability to perform the tasks is the capacity to achieve a predetermined output or the results to be achieved. This capability includes the ability to plan efforts to achieve the goals and capacity to implement the plan. Capacity to plan includes the ability to dig, move and combine inputs from the environment and prepare for the implementation of the system tasks.

Garson and Overman (1983) mentions some public service management functions of a manager namely Policy Analysis, Financial Management, Human Resources Management, Information Management and External Relations. It is abbreviated as PAFHRIER. According to Wasistiono (2003), many autonomous regions develop a strategy and an ambitious program without taking into account that the capacity can bring unwanted ineffectiveness. In relation to the local government, Donahue *et al.* (2000) defines capacity management as a capability inherent in government for planning, organizing, developing, directing and controlling human resources, physical resources and capital formation to support freedom policy. Kama reveals that establishing consistency of local government officials in the public service demanded intellectual abilities or scientific

competence. Management capacity consists of financial management, human resources management, capital management and information technology (Donahue *et al.*, 2000). It is also a concept that describes the capacity of two elements, namely the quality of the manager and management system. The government has strong managers and a sound management system which typically performs better than a weak or volatile. In the context of public service management capacity at local government, capacity is made up of two elements, namely the management system of public services and the quality of local government managers owned by local governments. The management capacity can be negative and positive (Ingraham, 2005). However, Sanjay *et al.* (2004) understanding the management capacity in the negative is to what extent there is any red-tape management system.

The paradigm of good governance: The paradigm of good governance is the latest paradigm in the literature of public administration and public management. It was born in the 1990's and was growing in the era of the 2000's along with the rise of the reform movement system of government as an attempt to solve a variety of the unresolved public issues such as NPM and NPS. Keban (2008) stated that values of good governance which incorporates a way and results should be used to assess the performance of government programs. Therefore, an effort is required to accommodate these values into local government performance assessment standards. Effendy (2005) reveals that theoreticians and practitioners of public administration Indonesia, the term "good governance" have been translated in different terms for example, governance mandate, good governance (UNDP), good governance management and responsible (LAN) and there is also interpreted as narrowly as clean government.

Abidarin (2013) reveals that in Indonesian the word of governance has been translated in three forms, namely leadership, management and maintenance. Governance implies how a nation distributes power and manages the resources and the problems faced by the community. In other words, the concept of governance is the element democratic, fair, transparent, rule of law, participatory and partnership.

Wasistiono (2003b), explained that according to the World Bank, Governance is defined as "The way state power is used in managing economic and social resources for development society". From this sense, "governance" is how state power is used to manage resources for economic and social development of society. It more shows on matters of a technical nature. Many people

explain that good governance is different because it depends on the context. In the context of combating corruption, good governance is often interpreted as a clean government from corrupt practices. Good governance is realized if the government is able to make itself as a government free from corruption practices (Samodra, 2014).

The concept of the performance of the public service: The performance of public services which is one of the most decisive dimension of public administration world (Keban, 2008) is interested in research. Performance has a causal relationship between the employee and competency or ability (Wirawan 2009, 2013). He also states that performance is often interpreted by scholars as the appearance, performance or achievements in 2008. Nogi (2005) viewed the performance as a process on how the work is in progress to achieve the work of an organization. The performance is a whole element and integrated processes in an organization in which there are the peculiarities of each individual, the behavior of employees in the whole organization and the achievement of objectives. Keban (2008) reveals that performance can be assessed by the actors including individual performance, group performance organizational performance and the performance of programs or policies. He states that, the organizational performance is in relation to the extent to which an institution has implemented all the main activities to achieve a mission or vision of the institution. In general, employees work in groups or teams.

To measure the performance of the public service, relevant indicators are required. Dwiyanto stated that the performance assessment of public service bureaucracy tends to be more complex and difficult than in the company. The performance assessment of public service bureaucracy is not only performed by using indicators attached to the bureaucracy such as efficiency and effectiveness but also an indicator attached to the service users such as user services, accountability and responsiveness.

Public service performance measurement: To measure the performance of public services, experts developed a number of indicators. Achmad (2012) states that the organization's success in providing services to its customers can be observed through the performance resulted in the organization. The performance of the organization can be measured by the performance of a managerial and organizational performance. Managerial performance is a measure of the effectiveness and efficiency of a manager in carrying out its activities to help the organization in achieving its objectives.

Organizational performance measures the effectiveness and efficiency of the efforts undertaken by the organization in achieving its goals.

According to Gie in terms of business it includes five elements namely; mind, energy, time, space, object including money can be formulated more concrete that something how to work efficiently is the way without the slightest reducing the accomplished work. It is a simple way (not difficult due to wearing much thought). It is lightest way (not heavy because it requires a lot of energy of physical human). It is the fastest way (not long due to the time consuming). It is the closest way (not far away and scatter the workspace). It is also the cheapest way (not too expensive due to the wasteful use of the object). Siagian (1998) states that the size of the effectiveness of the work consist of time, price, social values and accuracy. The size of price is how long a person needs services to acquire. The size of price is how much it costs to be incurred to obtain the services required. The size of the social values is the way service providers deliver the products to his client in the form of appearance or behavior of employees both in the process of producing the products and results obtained satisfactory service users. The size of accuracy is whether the services provided is accurate or not.

Robin, mentioned seven measures of performance which is oriented to service process. First, responsiveness is the ability of the government to recognize the needs of the community to set the agenda and priorities of service and to develop service programs according to the needs and aspirations of the community. In short, it is stated that the responsiveness measure the government responsiveness toward the expectations, desires and aspirations as well as the demands of customers. Second, responsibility is the size which indicates the level of compatibility between governance by law or regulations and procedures which have been established. Third, accountability is the size which indicates the level of concordance between the size of the external governance in the public and owned by stakeholders such as values and norms were developed in the community. Fourth, adjustment is the size which indicates the responsiveness of government to the demands of the changes that occur in the environment. Fifth, survival is how far the government or the service program can show the ability to continue to grow and survive in competition with regional or other programs. Sixth, openness or transparency is the the procedure or ordinances of the government administration and other matters relating to the public service which shall be informed openly to be easily identified and understood by the public whether requested or not requested. Seventh,

empathy is the treatment or attention of the government or of the actual issues which are emerging in the community (Marifah, 2005).

Furthermore in terms of the performance of public service which is oriented to results, Mukarom and Laksana mention five sizes. First, effectiveness is the achievement of defined objectives, both in the form of a long-term target and the mission of the government. However, the achievement of this objective should also refer to the government's vision. Second, productivity is the size that shows the government's ability to produce output needed by the community. Third, efficiency is the best ratio between output and input. Ideally, the government should organize certain services with input (cost and time) as little as possible. Government performance will be higher if the intended purpose can be achieved within the time-short and cheap cost. Fourth, satisfaction is how far the government can meet the needs of employees and the community. Fifth, equal justice is the scope or range of activities and services provided by the government which should be sought as widely as possible with the equitable distribution and are treated fairly.

MATERIALS AND METHODS

This research was conducted at the Department of Education, Youth and Sports in Tual Island of Maluku Province. This research used descriptive quantitative research with the aim of analyzing and explaining the performance of education services and its capacity in applying performance management of public services in the Department of Education, Youth and sports in Tual City. This study used a survey approach with the help of descriptive statistics to analyze the data by describing the data which have been collected without intending to apply general conclusions or generalizations.

The populations of this study were the whole head of elementary school (SD) public and private up to senior high school and vocational High School consisting of 30 people in Tual City. The sampling techniques were stratified and random sampling namely 3% of every level of education. Of the 38 elementary schools, 13 schools were taken. Of 11 private elementary schools, 4 schools were taken. Of 16 junior high schools, 6 schools were taken. Of 4 private junior high schools, 2 schools were taken. Of 7 Senior High Schools, three schools were taken. Of four Private high schools, two schools were taken. Of 3 public vocational high schools, 1 school was taken. Of private vocational high schools, 1 school was taken. Thus, the number of samples as the respondents were 30 people. Research has one independent variable namely

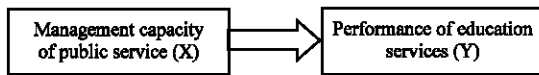


Fig. 1: Schematic of structural relationships among research variables

management capacity of public service (X) and the dependent variable is the performance of education services (Y). Construction of the relations between the two variables in the form of research design scheme is seen in Fig. 1.

In order that, this study is easily understood, some operational definitions of the examined variables stated above are defined. Management capacity of public service is the level of capabilities for the management systems and managers of local government agencies to apply management principles to the provision of public services. There are two standards in measuring this variable. First, the ability of the manager is the ability of an officer to run the functions of educational services management, relating to or associated with human resources, financial resources and information technology through the manager to plan activities, prepare budgets organize and coordinate activities, provide guidance, implement surveillance (monitoring and evaluation) as well as make relationships with external parties. Second, the ability of the management system is seen from the criteria of work professionalism, provision of incentive and disincentive, work flexibility (reduction in the level of red-tape or rigidity in the rules and procedures), performance assessment, delegate research and transparency. The performance of educational services is a process and service delivery to meet the needs and expectations of the public. It is measured from the responsiveness of service, responsibility of service, accountability of service, the effectiveness of services, efficiency of services, justice ministry and quality of service.

This research used the descriptive quantitative method so, that, the instruments to collect the data were guidelines for observation (observation), questionnaires or conducting tests on respondents interview guidelines (interview) and documentation. The selection of this method is to obtain data on the subject of research as many as possible and are complementary to one another so that the data obtained are valid and legitimate. Data obtained through the method of observation can support the data obtained from interviews and document study.

The collection of primary data and secondary data in this research was conducted through observation, questionnaires interviews and documents review. The questionnaire was used to measure variable X namely

management capacity of public service and variable Y namely the performance of the education service. The researchers developed both of these instruments. The research instrument was used to determine the level of validity and reliability of the instrument. This questionnaire used Likert's Summated Rating (LSR). The level of measurement which is used is that the respondent's answers are given a score of 4-1 for each alternative answer in the range from strongly agree to disagree strongly. The score for each alternative answer is described as follows. If the item is given a check mark on the numbers 4 it means strongly agree. The number four means agree, number 3 means disagree; number 2 means disagree and number 1 means strongly disagree. The tryout was performed at the offices of education, youth and sports of Tual City against 30 principals of the elementary up to high school, held from July, 20 to July, 24, 2016. This place was chosen because both offices have the same character. The tryout is intended to obtain a measuring tool or instrument that has quality that meets the elements of a valid and reliable.

The judgment experts can be used to test the validity of the construction (construct validity). After testing the construction of experts it is followed by a test instrument from some samples taken with the aim of knowing the reliability of the instrument namely what degree of consistency of measurement of a respondent to the other respondents is. Or in other words, the reliability of the instrument shows the extent to which the measurement results are relatively consistent if measurements were repeated more than once. Data analysis technique used was the technique of descriptive statistical analysis in which data were depicted, described, concluded, numerically (computed the average and standard deviation) and described graphically (in the form of tables or graphs) to get a glimpse of these data. Therefore, the data are easier to read, without tracing the relationship between the two variables.

RESULTS AND DISCUSSION

To conduct this research, the instruments which were used were developed. The raw scores used average figures generated by the sample group which is filling instrument but it the first set. The scale is to rate each item instrument that is loaded by respondents. The instrument is compiled based on the gratings which contain variable, sub-variables, 12 dimensions, 61 indicators and 61 statements. Exposure to variable conditions for management capacity of public service (variable X) can be described as follows.

Management capacity of public service: Management capacity of public services is the ability of the manager of civil servants in the implementation of the public service management system. This variable focuses on two sub-variables. First, the ability of civil servants managers consists of planning activities (7 statements), developing a budget (4 statements) organizing and coordinating (9 statements), providing briefing (4 statements), implementing control (6 statements) and making a relationship with external parties (4 statements). Second, the ability of management system of public service has six dimensions having work professionalism (3 statements), providing incentives and disincentive (8 statements), having flexibility (3 statements), assessing performance (6 statements), delegating researcherity (3 statements) and doing transparency (4 statements).

The valid and reliable statement is obtained after the 61-point declaration of public service management capacity of the instrument is tested and analyzed. In fact, after the statements are compared using r table or critical value, no statement was discarded (61-items of statements are declared valid). Furthermore, the reliability of 61 items was tested and the result is 0.984. It means that the instrument of public service management capacity is reliable.

Organizational performance of public service in education sector: The performance of educational services of variable Y is based on the seven dimensions along with 32 indicators and statements provided by the respondents in which the details are responsiveness of service (3 statements), responsibility of services (3 statements), accountability of services (6 statements), effectiveness of services (6 statements), efficiency of services (5 statements), fairness of service (5 statement), quality of service (6 statements). Of the indicators on seven dimensions of the variable of performance education service, 33 items of questions were developed to be used to collect data. Theoretically, the performance of the education service is the process and the results are obtained from the provision of public services.

Of the 33 items of questions to measure the performance of the education service after being tested and analyzed and after it is compared with r table or critical value, the data showed that 33 items were valid. Then, the reliability of 33 items is tested and the result is 0.982. It means that the instrument (service performance) is reliable. The results of descriptive data analysis on the variable of management capacity of public service and the variable of performance of educational services are presented as follows.

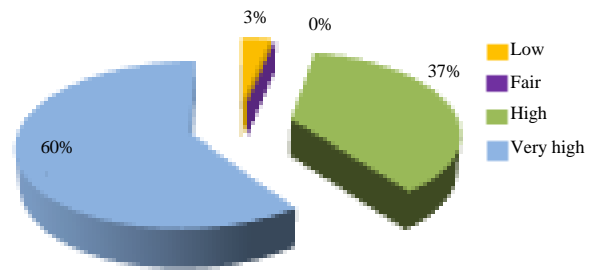


Fig. 2: Management capacity of public services

Table 1: Frequency distribution and percentage of the management capacity of public service

Intervals	Categories	Frequencies	Percentage
1-61	Low	1	3.33
62-122	Fair	0	0.00
123-183	High	11	36.67
184-244	Very high	18	60.00
	Total	30	100.00

Table 2: Organizational performance of public service in education sector (Y)

Intervals	Categories	Frequencies	Percentage
1-33	Low	1	3.33
34-66	Fair	3	10.00
67-99	High	11	36.67
100-132	Very haigh	15	50.00
	Total	30	100.00

Organizational performance of public service in education sector (X): The data about the management capacity of public service in the Department of Education, Youth and sport in Tual Island can be presented in Table 1.

The way to obtain the highest score is that the number of statements is multiplied by 4. Four is the description of the score of each alternative. Then, to determine the interval, the high score is reduced by the number of statements. To provide a clearer description, then the data in Table 1 are graphed in Fig. 2.

Description of the management capacity of the public service as illustrated in Fig. 2 shows that the management capacity of the public service was in the high category. It is reflected in the respondent's answers about the management capacity of public service. About 18 or 60% respondents answered "very high" and 11 or 37% respondents answered "high." No respondent answers the fair category. Then, there were 3% of respondents for low category.

Organizational performance of public service in education sector (Y): To obtain data on the performance of services, the researchers collect the data through 33 point statements to 30 respondents. The data which have been collected were then managed in the statistics and the results are described in Table 2.

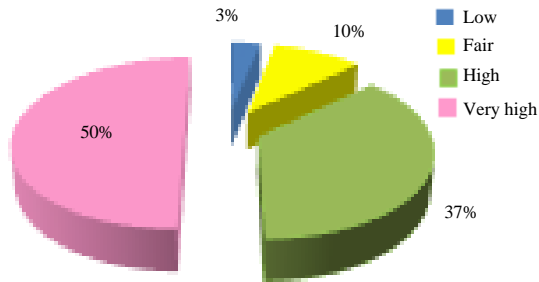


Fig. 3: Organizational performance of public service in education sector (Y)

The way to obtain the highest score is that the number of statements is multiplied by 4. Four is the description of the score of each alternative. Then to determine the interval, the high score is reduced by the number of statements. To provide a clearer description, then the data in the table above are graphed in Fig. 3.

Description of the performance of services education as illustrated in Fig. 2 shows that the performance of education services was in the high category. It is reflected in the respondent's answers about the performance of education services. About 15 or 50% respondents answered "very high" and 11 or 37% respondents answered "high." Then, there were 3% of respondents for the low category. It shows that the results of this study provide an overview of the management capacity of the public service by the manager of public servants in the research location. Some conditions are very high on this variable namely 60% and the performance of education services is 50%. This condition means that the capacity of public service management in this study becomes a factor that contributes significantly to improve the performance of education services in the Department of Education, Youth and Sports in Tual Island of Maluku Province.

Thus, the management capacity of public service which is high increasingly contribute to the improvement of the performance of public service in educational organizations. However, it must be admitted that the results indicate that, there is also the contribution of other factors to improve the performance of the public service. The results of this study support the findings proposed by Ingraham (2005) in which they found that the management capacity of the government is a variable that determines the performance of the government.

CONCLUSION

Based on the analysis, some of the conclusions of this study can be drawn. First, the condition of the variable X or the management capacity of the public

service in this study were in a very high category in the percentage is 60%. Second, the condition of the variable Y or performance of the education service in this study is in a very high category in which the percentage is 50%. Third in general, it is stated that management capacity of public service in this study contributes substantially determines the performance improvement of educational services in the Department of Education, Youth and Sports in Tual Island of Maluku Province.

Based on the conclusions above, the researchers propose some suggestions. First, there should be a serious concern of local governments, especially the leadership in the Department of Education, Youth and Sports in Tual City to commit to improving education service performance optimally by increasing the management capacity of public service for managers of public service. Second, therefore urgent steps are taken continuously to improve the management capacity of the public service managers through involvement in a planned and systematic educational activities in the form of academic, education and training.

IMPLICATION

The implication is that the high management capacity of public service owned by managers of public servants is variables that contribute significantly and decisively toward the performance improvement of educational services. Therefore, to improve the performance of educational services in the education office of an area, an effort that should gain serious attention to be taken is to develop the management capacity of the public service appropriately, optimally and maximally. On the basis of this statements, the awareness and commitment of local government to improve service performance should be demonstrated by efforts to develop the management capacity of the public service of local government officials. Susiloadi (2006) asserts that there are at least two major issues in improving the quality of services, namely human resource element apparatus and system for service management. On the other hand, Wasistiono (2003) states that one of the basic tasks of government which is the most important thing is to provide services to the public. Therefore, government organizations are often referred to as a public servant.

In fact, not all officers are aware of the importance of service. Among government officials, there have not been awareness of the position as a public servant and also the philosophy of the service itself. Other factors also show that the educational curriculum and training for government officials in various types and levels give less charge on aspects of the management of public services. Education and training, education and technical training

and long-term education for government officials often put more emphasis on the administrative aspect of leadership and there is a little scientific substance.

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