

Strategic to Improve Public Service System in Indonesia Government

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Abstract: In the government institution, one of the services is for public and civil. Indonesia is very large country that required good public service to serve society. Current condition of service is very lack with many complaints especially in government institution, slogan for reformation and transforming of good governance has been planned but not much application on site. Previous research and survey on public service has been done but in overall public service still not much improvement. This study proposes some solution that can be applied and the strategies implementation that will be applied to evaluate public service system within Indonesia. The important goal of public and civil service is to provide satisfaction to society which is apply by the strategy for optimum servicing based on the standard of quality for human resources performance. Furthermore, the governments' staff performance which provides public service is required to be upgrade by doing some workshop and training. Thus, in this research tries to find out the solution and alternative strategies to be apply in Indonesia government.

Key words: Public service, government, society, system, Indonesia

INTRODUCTION

Indonesia is the fifth largest population in the world, various community, language and culture make the country need to manage in good services. Thousands of islands in the country make government have difficulty to reach and give service and good governance. BPS (Statistic Central Agency) data recorded that the poverty rate in 2009 reached 32.53 million of people or 14.15% and the number is likely to decline until March 2014, up to only 28.28 million of people or 11.25%, so the numbers tends to decline about 4 million of people. Mean while, then umber of poor people in Indonesia per-September 2014 reached 27.73 million of people or 10.96% less than the same period of last year that was recorded as many as 28.6 million of people or 11.46%. The total number of poor people in rural areas reached 17.37 million or 13.76% while the number of poor in urban areas, there are 10.36 million of people or 8.16%. Java is land contributees then umber of poor people of 15.1 million of people, followed by Sumatra with amount up to 6.07 million of people, 2.05 million of people of Sulawesi, Bali and Nusa Tenggara many as 2 million people and the Maluku and Papua of 1.4 million of people.

The acceleration of national development of a nation should be supported by Human Resource (HR) as a major capital to implement public organization program. Beside, the founder in promoting public service program, human resources in public organizations also plays as the perpetrator as well as a determiner of direction and

objectives of public organizations. Civil service in public organizations (public service) is one of the function of government as a benchmark of government employees' performance that can be seen from his/her loyalty to provide satisfaction to the consumer (society), leaders and organizations (state) without thinking about the amount of the acquired remuneration.

The management of above potential is refers to 'PANCASILA', the Constitution of the Republic of Indonesia in 1945 that are attached to the executive, Legislative and Judicative agencies, business communities and society within the framework of the Unitary State of Republic of Indonesia (NKRI) that is independent, physical and spiritual prosperity. As a big country, Indonesia still faces the poverty problem which is relatively high and dispersed in urban or village region. The total population, area and various cultural and region characteristics can not be as an excuse to provide good service and satisfactory service because service as the activities in public organizations (the subject) both of its rights or obligations or due to regulatory policies (regulations), the orientation of the service is the interests of citizens (civil) or society in general (public) as the object of the service. Good governance by provide good service to public and society is not only for administration but more than that community required service in almost any sectors and parts such as education for the children, medical service by develop hospital or clinic near to the community residence, provide basic commodity with reasonable price, convenience public transport services and others basic service for society.

CURRENT PUBLIC AND SOCIETY SERVICES

Performance of public organization is strongly influenced by the cultural paternalism which is still very strong and tends to encourage public officials to be more power oriented organizations rather than service, placing himself as ruler and treats the services as objects of service users who need help. In addition, low performance is also caused by the power sharing system that tends to concentrate on the leadership as a hierarchical bureaucratic structure to encourage the concentration of power and authority in the boss, so that employees of public organizations are directly related to service users that often do not have adequate powers to respond to the evolving dynamics in the provision of services (Dwiyanto *et al.*, 2006).

Discretion in the administration of local government is often confronted with the demands of accountability. On the other hand, the discretionary authority held by leaders of the region in his capacity as an autonomous region are sometimes confronted by two possibilities, namely the existence of regional innovation or otherwise local leaders are stucked in a corruption case. Therefore, the two sides of discretion would be mutually counter productive to the existing conditions. The tendency of two sides of discretions leads fear for the leaders of the region or regional bureaucratic officers. The moment can be observed from the low discretionary service that was provided by government agencies. Based on the identification done, there are several factors causing such case as follows.

Task oriented management: Management style that is oriented more on the task (task-oriented) causes employees not to be motivated to create tangible results and excellent service quality. The formalities in the details of the task of organizations demand high uniformity. As a result, the employees become fear of making mistakes and tend to finish its works in accordance with the operational guidelines and technical guidelines, although the situation encountered in reality is very much different from the technical regulations (Kumorotomo, 2005). The fear of public administrators to take actions different from those set by the existing rules become the main reasons why discretion is not done unlike in other more developed system countries of public administration.

Existence of patron client culture: Patron-client culture still covers the implementation of the duties of the public administrator. Bureaucratic cultures in Indonesia mostly adopt hierarchical Javanese culture, closed, centralized and have a value to put the leadership as the party that should be respected. In the context of the public service of democracy in Indonesia, the relationship is translated

by subordinates as leaders put the interests above all else. In accordance with the old cultural roots, the king was everything and the people were servants. In the context of a paternalistic culture is in the form of a boss who has great power and can give anything for his subordinates, so that subordinates will have the full loyalty and devotion to his superiors. So that loyalty should be given to the community belongs to the boss. This will greatly affect the superiors and subordinates in providing services to the public. Leaders ultimately did not understand what the reality actually is happening. Sarjono (2014) discuss on corporate governance through market orientation and learning orientation in the achievement of competitive advantage where the high school of economics. Results of the interview to the 5 main issue apparently is to corporate governance who not managed professionally, so the impact to slow the growth of the school. Although, some research on moral reasoning exists, it generally focuses on the level of moral reasoning according to gender, race, education, age and responsibility. It can be conclude that the main factors influencing the moral reasoning by public employees are the length of service, grade, compassion, self-sacrifice, obedience to authority and responsibility for consequences.

Lack of reward for administrators: Rewards are not given to the administrator when he/she is able to perform the job well. The form of reward here is not only tribute or homage but also be interpreted as getting incentives. In the discretion, the heavy burden appears when there is not in accordance with the rules. Any forms which were carried out by the public administrator when it is set as a policy that resulted in an accountable and efficient to the service users but it is not in accordance with the existing rules which he did was wrong.

Human resources competence: The low quality of administrators' education is very influential with the services provided. Discretion is important to do if administrators understand what he/she does. The requirement of the administrator to have formal or informal education is a must. The policy to improve the quality of bureaucracy Human Resources (HR) by having further studies to higher education such as degree (S1) and graduate program should have high priority as part of its commitment to employee development. Moreover, by involving staffs in training programs on the basics of open organizational management, leadership and implementation of adaptive organizational model is expected to improve their mastery of the concepts of public service.

Judging from its implementation, the service still has some drawbacks for the current implementation in most of government institution or office at many region such as described there.

Lack of response: This condition occurs almost in all level of the public service elements, starting at the level of care workers up to the level of the head of the agency or organization. The response to various complaints, aspirations and expectations of society are often slow or even ignored.

Lack of information delivery: Varieties of information that should be conveyed to the public, government staff even pass the message slowly or even does not up to the public.

Lack of access: Various parties involved in implementing located far from public services, so that people find it difficult if require such services.

Lack of coordination: Implementing the various services related to one another in a perceived lack of coordination. As a result, there is often overlap or conflict between the policies of the agency services with other service agencies involved.

Low quality of the bureaucracy: Services are generally, conducted through a process consisting of various levels,

resulting in the completion of the service is too long. In connection with the completion of service problems, the possibility of ministry staff to be able to solve the problem is very small and on the other hand the possibility of the public to meet with the responsible ministry, in order to resolve problems that occur when services are provided, it is also very difficult. As a result, a variety of service problems require a long time to be resolved.

Less willing to hear the aspirations of the people: In general, service officials are lack of willingness to listen to the aspirations of the people. As a result, the service carried out by what they are without any improvement over time.

Lack of efficiency: Various requirements needed (particularly in licensing services) are often not relevant to the services provided.

Viewed from the side of its human resources: It is main weakness is related to the professionalism, competence and ethics. The main draw backlies in the design of organizations that are not designed specifically services provided to citizens, the rulesmaking services convoluted (bureaucratic) and uncoordinated. The tendency to implement dual position, function settings and functions are still very strong implementation one by the government that caused the service to be inefficient (Fig. 1).

Strategies that can provide an answer to the question above are administrative reform. Administrative reform is

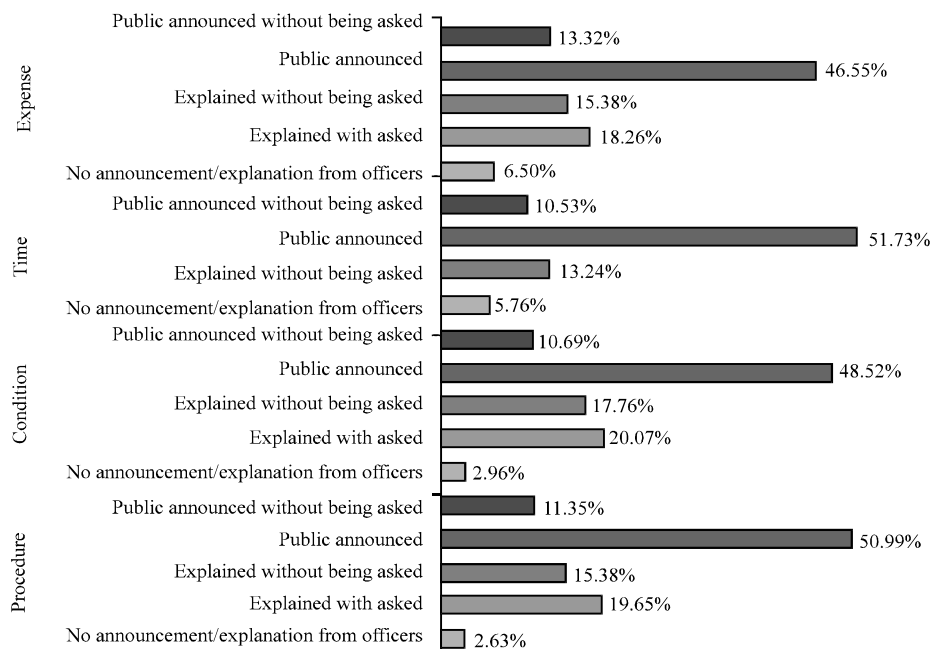


Fig. 1: Information disclosure of the central level public service in 2014

a strategy to make the change from the structure, bureaucratic procedures (institutional aspects), to the attitude and behavior of bureaucrats who can respond to the wishes of the people who sustained service request maps, simple, clear, comfortable, affordable, ease, speed and certainty of law. The concept of a public organization which is known cannot adapt to the rapid development of society shall turn out to be thinking of the future, namely disciplined thinking, creative thinking, integrated, respectful and responsible.

Administrative reform: Reform of the administration concept is one study that can provide answers to build employee commitment and paid the mandate given by the people either directly or indirectly. Experts argue that the administrative activity is initially known but unknown in the end. The fact is if there is sufficient evidence and valid, event or occurrence administrative irregularities 5 years ago may be requested back responsibilities though the person concerned is not active or retired. Relationship emotional and intelligence as examines in the model of a sample of public service employees representing a broad variety of jobs. Structural Equation Modeling (SEM) was used to empirically test the hypothesized model (Jung, 2013).

Thomas Mauk says that the old bureaucratic model cannot serve the community and the new demands. Therefore, efforts to reform, reviewing the form, structure and role of the bureaucracy at the present time is an inevitable thing. The success of a system of government relies heavily on the government's attitude and the character to be close to the character and values of the society both in terms of structure, workings, location and other sources of authority. When the character and value of society change then of course the bureaucracy as an instrument of government must also undergo a change. Irina and Shugurov (2016) discuss on the analysis of international legal foundations of modern international cooperation in the field of protection of intellectual property rights, especially exclusive rights to proprietary internationally transferred technologies. According to there are 4 factors that drive administrative reform which are.

Thus, the administrative reform will notice 4 aspects, namely innovation and transportation, systematic changes in how carefully and planned, in order to achieve efficiency and effectiveness and can cope with environmental changes. Internally, reform of objectives to achieved efficient administrative system, elimination of administrative diseases and opportunity on merit. While,

externally adjust the administrative system reform goals to the increasing public complaints, changing the division of labor between the system administration with the political system and the relationship between the public administration systems. Employees as executors in addition required to work with honest, intelligent, tough and taste of high concern are also required to account for all the tasks and the responsibility given to him. It is in line with the opinion of (Ndraha, 2007) who said that the main functions of government are services and empowerment. In service, the government occupied the place as a producer who produces civil services and public services.

Civil services strategy in the era of globalization: Civil services include guarantees of security and order, the guarantee of freedom of assembly and speech, recognition of work, the recognition of the rights of citizens and so on. Civil service products include identity cards (KTP) as a recognition of the rights of citizenship, business license as a guarantee for those who seek, certificate of job seekers as collateral for those looking for work family card (KK) as a basic element of social recognition, etc. While public services include the construction of roads, bridges, provision of public transport street lighting, irrigation and so on. In essence, the public services, the government is providing all the needs of people who are not fully able, through private sectors due to the benefits of providing the low needs.

The difference between public services and the civil service lies in a thing, namely payment. Public services require payment for the continuation of production and maintenance such as transport ticketing, toll tickets, airline tickets, phone bills, street lighting and so on because through the payment that government can produce the same services to other community groups.

As with the civil services which should be provided free of charge to the entire community because civil government services to show their existence as a party protecting and nurturing. Civil services provided in accordance with the conditions of those who need the service, not in accordance with the government's ability. The introduction of the condition of those who served requires a separate art. So, the public organizations act as artist and actor who understand the art of service. Ideally, all the individual rights of citizens that are set in the 1945 Constitution, civil services provided free of charge and meet the principles of good governance or principles of excellent service. Both of dimension form of civil services and public services can elaborate as Table 1.

Table 1: Civil service and public service dimension

| Dimension | Civil service | Public service |
|----------------------|--|---|
| Foundation | Article 33 (2) UUD 1945 Production branches which are important for the state and the life of many controlled by the state, land and water and the natural riches contained therein shall be controlled by the state and used for the greatest prosperity of the community/people | Article 26 s/d 30 UUD 45 Citizens, human rights, religion, defense and state security |
| Objective | Improving people's welfare | Protect, save people and the environment |
| Status | Citizenship | Obligation of the state |
| Vision | Short term | Long term |
| To be served | Level/group of society as costumers | Individual as costumer, victim and prey |
| Attitude | Parties to be served suited to the public served | Parties serve to adjust to being served |
| Prospect | Decreases with the more advanced society | Increasing both quality and quantity and the actual condition |
| Cost | Cultivated as low can be charged to those who served served | Not charged directly to the party that "no price" is financed by the state |
| Offenders who served | Government | Government |
| Character | Government's monopoly | State's monopoly |
| Factor | Depends on the ability and opportunity to use the service customers | Depends on the state's officers |
| Excellent quality | Customers believe even though he was disappointed | Victim/prey hopeless in helplessness |
| Problem solution | The community trust while they were disappointed of helplessness Without accountability lies | The victim while he was a growing sense Solution Reform wholeheartedly, the opportunity for victims, proof, without promises, do as soon as possible |

District or city government may care or assign partially affairs to the country side and the villages as stipulated in the Regulation of the Minister of Internal Affairs No. 30 of 2006 and Decree of the Minister of Internal Affairs No. 36 of 2007. The fees for the services in rural and urban area are insignificant with ideas excavation and use of sources of revenue or attempt to obtain financial support governance. The amount of money collected from public service charges in particular has never been able to make the village or villages' independent financially. On the contrary, due to the imposition of service charges, the head unit of government has judge a negative assessment (stigma) conduct corruption, extortion and all round of money.

Strategy of civil service system: Structuring of the government bureaucracy has been set in Presidential Decree number 81 in 2010 concerning the Grand Design of Bureaucratic Reforms 2010-2025 and the Regulation of the Minister of Administrative and Bureaucratic Reform No. 20 of 2010 on the Road Map for Bureaucratic Reforms 2010-2014. Bureaucratic reforms also apply to local government, target of creating professional government bureaucracy and high integrity in 2025 became the responsibility of all government agencies, both national and local. So reforms should also be carried out in the local government.

Implementation of service bureaucratic reforms is developed as a structured system which in practice, beside it's needed the internal preparation of government agencies; it also requires the approval of the nomination and evaluation of the various stakeholders. Therefore, a variety of procedures, standards, mechanisms are required to be understood by government agencies and become a reference in its implementation. Some substances that need to be done to improve the quality of service are:

- Core skills, knowledge and skills are a must-have device bureaucracy related to both individual and collective professionalism to anticipate changes in technology and markets on a competitive basis
- Ethicist is the ability of bureaucrats to master the technical aspects of the professional in the field of work that demonstrate the performance of a full sense of responsibility
- Management, the ability of bureaucrats to manage the work in a professional manner both related to individual performance, team performance as well as aspects of the managerial and leadership
- Business knowledge, the demands on the understanding of business knowledge, especially regarding the values of gain (profit making) that need to be adopted to the public sector by not ignoring the aspect of equalization and justice
- Skill, special skills that should be possessed by each apparatus particularly regarding areas of its work, including adjustments to the process of change
- Habits familiarize to work professionally by not ignoring the ethical and moral aspects that will create a conductive culture of performance
- Cohesion, familiarize to work systemically or integration between the different components visible within the organization to achieve common goals
- Collective experience makes the experience of individuals or groups on the success or failure in work as together experience
- Knowledge of the environment is aware of the change at any time in an environment, so that knowledge of the environment to anticipate changes is very necessary
- Technology required the mastery of technology as an essential requirement for mastering technology can be likened to dominate the world and change

Proposing of improvement service system strategy can be carried out as follow standard. First, to set service standards, the standard of service is a commitment of service providers to provide services with a certain quality which is determined on the basis of a mix of public expectations and the ability of service providers. Standard-setting services carried out through the process of identifying the type of service, customer identification, identification of customer expectations, the formulation of the vision and mission of service, process analysis and procedures, infrastructure, time and cost of service. This process will not only provide information on service standards to be set but also information about the institution that is able to support the implementation of management processes that produce services in accordance with established standards. Other information also produce the information about the quantity and the competencies required human resource and workload distribution services will be handle.

Second, to develop Operational Procedures (SOP) to ensure that the service process can run consistently required the Standard Operating Procedures (SOP). With the SOP then the processing is done internally within the service unit can be run in accordance with a clear reference, so it can run consistently.

Third, development of customer satisfaction survey, to maintain the public's satisfaction, it is necessary to develop a mechanism of public satisfaction ratings for services that have been provided by the public service providers. In the concept of service management, customer satisfaction can be achieved when the product of service provided by the service provider meets the expected quality of the community. Therefore, customer satisfaction surveys are important in improving services.

Fourth, system development of complaint management, public complaint is one source of information for the efforts of the organizers of services to consistently maintain the resulting services in accordance with established standards. Therefore, it needs to be designed a complaint management system that can effectively and efficiently process a variety of public complaints become inputs for the improvement of the service quality. In certain things, there was indeed a public service whose management can be done specifically to produce better quality; in many things the government can do privatization policies.

Fifth, policy evaluation, evaluation policy has an important position in the policy cycle:

- Evaluation provides information that is valid and reliable about the performance of policies

- Evaluation contributed to the clarification and critique of the values that underlie the selection policy objectives and targets
- Evaluation to contribute to the application of the methods of the policy because of the various information's received about the inadequate performance of the policy can contribute to the reformulation of policy issues (Dunn, 2000)

Excellent service with one-stop service pattern: Excellent service is which means the best service, excellent service as a strategy is a total organizational approach that makes the quality of service that users receive services as the prime mover achievement of organizational goals (Lovelock, 1992). Excellent service means user satisfaction-oriented service. Handling services in a professional manner is the key to success. Therefore, it is necessary human resources that have competence relevant to the fields of managed services.

Strategy of excellent service with one-stop service pattern or often referred to as an integrated service in a place by some local agencies concerned in accordance with their respective authorities, it is actually not a new thing, this strategy has been successfully applied to the motor vehicle tax payment services involving some local agencies, among others DISPENDA, police and JasaRaharja (insurance for vehicle drivers). The implementation of one-stop service is basically to improve the efficiency and effectiveness through minimizing geographical distance between related functions and is therefore shortened the time required to process the service, the service users also becomes easier to obtain services which always have to be observed in the application of a one-stop service is the coordination among several agencies involved.

Public participation in service: Wibowo (2007) mentioned that the community participation can be divided into three service delivery process. First, public participation in the planning of public service delivery. In the public service "community" is "subject" as well as "goal" of public service delivery. Second, space for public participation in the implementation of the service to be open, especially in the supervision of its implementation. Third, the community involvement in the evaluation of service delivery. Planning of civil service system development strategy can be done through the implementation of good governance, increased oversight and accountability, institutional arrangement and management, improving service quality, management of human resources, improvement of facilities and infrastructure work as well as how to recruit and select employees' best "honest, intelligent, tough and concerned with the environment".

Table 2: Policy and regulation

| Current | Future |
|--|---|
| Centralization (centralized) | Decentralization (Independence) |
| Ministers' planning, implementation and evaluation | Governor, regent and or mayors' planning, implementation and evaluation |
| Budget of the ministry | Budget of governor, regent or mayor |
| Program of the ministry | Program of governor, regent or mayor |

The term of service is derived from the word "servant" who means to help provide everything that is needed by others to serve deed. Basically, every human being in need of care, even in the extreme it can be said that the ministry cannot be separated from human life (Sinambela, 2010). Service is the process of fulfilling the needs of other people through direct activities (Moenir, 2006).

Service means talking about a process of which the connotation is more to the abstract (Intangible). Service is a process to produces a product in the form of services, which are then given to the customer. Other service in English term is "service". Moenir (2002) defines "service as the activities carried out by someone or group of people with a particular runway where the level of gratification can only be felt by those who serve or served, depending on the ability of service providers in fulfilling user expectations". The service is essentially a series of activities which is why the service takes place regularly and continuously, covering the entire life of the organization in the community". A process is meant to do in connection with the mutual needs between the recipient and the service provider. Furthermore, Moenir (2002) states that the processes of fulfilling the needs through the activities of others who live here are called services. So it can be said the service is an activity that aims to help prepare for or takecare of what is required by others.

Moenir (2000) argues that the service is any activity that is beneficial in a collection or entity and offers a satisfaction even though the results are not tied to a physical product. According Ndraha (2003), he divides the two understandings of the services that are: first, the rights of civil service basic needs and demands of everyone apart from an obligation such as a birth certificate, identity card, passport, licenses, etc., civil service is not for sale, provision monopolized and it is the obligation of government; second, public service is the basic needs and demands of each person burdened with an obligation (to pay) a certain price to get it (MoHA, 2011). Such as clean water services, electricity, education, health, etc.

Civil service itself has an immense content. In Indonesia, the civil service is regulated in the state constitution. There are fourteen contents of civil service mandated at Act of 1945, namely the value of citizens' rights listed in the preamble of the 1945 Constitution, the right to independence, the freedom to choose, the right to

Table 3: Attitudes and behavior of human resources

| Current | Future |
|--------------------------------|------------------------------------|
| Individual tasks | Team work |
| Manual | Computerized |
| Haughty, arrogant and no care | Friendly, attention and caring |
| Money oriented | Devoted to be dedicated |
| Careless | Carefull |
| Less ownership | High ownership |
| No standard of hiring officers | Standardized rule to hire officers |

Table 4: Human resource of remuneration system

| Current | Future |
|--|---|
| Definite (based on education level, status of level organization and lenght of experience) | Flexible based on productivity and professional |

Tanle 5: Procedures, mechanism and facilities

| Current | Future |
|--|---|
| Take times and Limited (Stationary, Electricity,Transportation dan Information Technology) | Online and accurate (when and where) legal and also validated |

Table 6: Individual actualization

| Current | Future |
|---------------------------------|--|
| Bounded (conditions and policy) | Independent to create and innovate (efficient, effective and productive) |

Table 7: Law enforcement

| Current | Future |
|-------------------|--------------------------------|
| Based on interest | Applied to all groups of level |

Table 8: Job oriented

| Current | Future |
|--------------------------------|----------------------------------|
| Individual and group's welfare | Community and environment's care |

autonomy, justice, together, legal certainty, the right to work and a decent life, freedom of association, freedom of religion, the right to teaching, the right promotion culture, the right to prosperity and the maintenance of the poor and neglected children.

Judging from the contents of services civil above, it is understood that the service civil cannot be privatized. Civil service provider is any unit of government, executive, legislative and judicial. There are also other units outside the organizational structure of the state run civil service functions such as a national commission for human rights, legal aid organizations, foundations Indonesian consumer organizations and others. Some civil service system development strategies in Table 2-8.

CONCLUSION

Public service in the authority which is owned by the regional head to make a decision based on his owns

judgment. So, a number of indications such as abuse of authority and corruption often follow rule and implementation of the regional heads but on the other hand discretion can be seen as an accommodation creativity and innovation of regional head. In order to attempt and respond the conditions that currently happens in public community. Where it is intended to improve public services areas, on the other hand, will also be able to boost the creation and innovation of local government for community prosperity. Good public service is a challenging to the head of authority with best service to the community will certainly be faced with a moral ethics of official government. Professional public service, on the other hand can provide harmony to head of authority to be innovate in public service which previously has not been set in regulation or existing legislation then benefit for the whole region. In the future, need strict requirements and clear for the formulation and establishment of policies discretion of the head of the region is very important and absolutely required. Thus, opportunities and the potential for misuse of authority discretion and corruption by taking refuge behind the discretion can be reduced and avoided. In addition, to note some of the main principles of the provisions discretion, discretion is still in limits the scopes of authority of the heads of the relevant area then do not give rise to conflicts of interest and other negative implications associated power to head of region.

Discretion is fitting then associated with a form of accountability in public service delivery by local governments. But of course, the use of this discretion must be reinforced by the regulation that clearly and unequivocally, so that misuse indication can be avoided. To that end, authority law plan being discussed today is intended to include rules on the discretion of the head of the region and the rule of discretion is required to set the regulation and provisions concerning the definition, objectives, principles and terms of decision of discretion. In addition, the clarity of the regulation is also necessary to avoid wrong interpretation to the discretion of the head area. As wrote, in the last study that discretion relation to the public service will be able to answer the expectations of public services. With the services that provide and responsive to the needs of the areas, so that what is aspired decentralization in the form of autonomy that public welfare can be achieved in optimum.

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