

The Development of Human Resources Based on Competencies in Governmental City of Buol

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Abstract

Competence is one of the key variables that determine the performance of an employee. This study aims to provide an overview of competency-based human resource development in the Office of the City of Buol. The method used is descriptive with inductive approach. Data collection is done by observation, interviews, and documentation. The data were analyzed qualitatively namely through data reduction, data presentation, and conclusions. The results showed that the competency-based human resource development in the Office of the City of Buol not achieve optimal results. This is shown by the results of performance appraisal that does not reflect the actual achievement of an employee. Factors that cause less successful efforts of competency-based human resource development is due to the low culture of learning and development practices that do not associate the results of planning activities, training, assessment, and job-oriented competence development

Keyword : *competency-based human resources, learning culture, an environment*

Background

In general, the public administration in Indonesia generally always follows the rules of administration and administration. There is a tendency that the practices carried out always follow the success stories of administrative and bureaucratic practices that occur in the Western world. We rarely think that culturally and resourcefully, we are different, and even very different from them. As a result, we often feel frustrated because of success stories other countries we cannot follow and never ask "why" we fail.

Actually, there are two things that are a problem for us in implementing bureaucratic practices and public management. First, we too quickly adopt something new completely without paying attention to our own internal conditions. Second, we are too quick to reject a new idea that is adopted from the private sector, even most of it makes the dividing line so thick between public sector and private sector. These two things eventually lead us to an endless debate which essentially does not bring positive changes to existing public administration practices. This condition is exacerbated by a centralized system of public policy that relies heavily on political actors at the central level. As a result, the ideas of improvement that come from below cannot be carried out because the implementing apparatus is so afraid of violating the existing rules. In reality

every bureaucratic activity is controlled by rules, not by the mission and goals of the organization. In fact, we know that rules always come late and are very difficult to make adjustments. The practice of public administration that is carried out ultimately depends on habitual factors that have been considered as bureaucratic culture.

Public administration practices should be oriented to the community as a customer, and must also be intended for internal organizational development. Public service practices will not succeed if human resources that provide services are not developed in their competence. Competency-based resource development is one of the development program rights that must be carried out by the government to obtain high-performance bureaucratic apparatus. Some research results also show a positive correlation between human resource development and employee performance (Dipang, 2013: 1080; Hersona et al, 2012:728).

This article aims to provide an overview of competency-based human resource development in the Buol City Regional Government Office. This paper is a reflection of one of the many human resource problems faced by the Regional Government. The selection of the Buol Regional Government as the object of research is based on the fact that Buol is the capital of Buol Province, which can be said to be "grown up."

In the context of regional staffing, the low performance of Regional Government employees is not new. Duadji (2012: 202) said that,

The condition of government management and the implementation of the public bureaucracy are still many weaknesses. Determination of discipline, austerity, work culture, service quality, bureaucratic neutrality, up to the issuance of various supporting legislation or in other words the aspects of restructuring and revitalization, still show a blurry face. Improving the quality of the performance of the apparatus and public services is still far from the expectations and desires of the community.

Another problem that is also often highlighted is the competence of the bureaucratic apparatus that is associated with the quality of services provided. Like it or not, the public judged that the appointment of employees in the Buol City Regional Government office largely paid attention to the competency factor. Employee recruitment is carried out without regard to the needs of the organization, a selection process that is full of KKN and facilitation payments, placement of employees who are not in accordance with educational background and experience, are some of the things that are quite striking in the practice of regional staffing administration.

Therefore, the low performance of local government office staff, if associated with competency factors, becomes very reasonable. This statement is reinforced by the results of Winanti's research (2011) which shows that competence significantly has a positive influence on employee performance and Nawawi (2012) also concluded that motivation and competence affect employee performance.

Without neglecting the negative behavior shown by the Buol City Regional Government Office employees, the low performance of employees is also influenced by the competencies they have. This article is not intended to evaluate local government policies in the field of employment, but rather to develop competency-based human resource models in the Buol Regional Government Office.

This research has an important meaning because: (1) facts show that employees who have long worked lost 30% -50% of the skills needed to show performance; (2) industry data shows that many employees do not understand the reasons why they should show better performance; (3) as much as 80% of the amount of rupiah spent on training does not focus on needs (Manopo, 2011: 12).

In addition, this competency problem was also mentioned in Article 17 paragraph 2 of Law Number 43 of 1999 concerning the Principles of Employment which reads:

Appointment of Civil Servants in a position is carried out based on the principle of professionalism in accordance with the competence, work performance, and rank of rank assigned to the position and other objective requirements without distinguishing gender, ethnicity, religion, race or class. Therefore, it is important for the Regional Government to develop competency-based human resources so that employees show better performance.

The term performance is often used interchangeably with the term performance. There are several definitions about performance or performance. Rue and Byars (in Yudoyono, 2001: 158) said performance as the degree of accomplishment. Said by Rue and Byars, the concept of performance can be approached with two approaches, namely the engineering approach and the economical marketplace approach.

According to the engineering approach, performance is defined as the ratio between the resources used (input) and the standard of work units produced (output). Whereas according to the economics marketplace approach, performance is related to the level of production produced by the use of certain resources (Widodo, 2001: 207). In other words, these two approaches to performance lead to the concept of efficiency and effectiveness. Furthermore, according to Wahyusumidjo (1987: 177),

Performance is the result of the interaction between motivation (m), ability (k), and perception (p). People who have high motivation but low ability will produce low performance. And people whose motivation is low and their ability is also low will obviously produce low performance too. "

What Wahyusumidjo said was almost the same as what Hellriegel, et al (2001: 132) and Keith Davis (in Mangkunegara, 2010: 13) said that performance is a function of ability and motivation. According to Hellriegel, ..., "the number of tasks can be performed successfully unless the person who is to carry it out has the ability to do so". According

to Robbins (2001: 37) ability is "an individual's to perform the various tasks in a job". Furthermore according to Robbins, abilities consist of intellectual abilities and physical abilities. Employee performance will increase when there is a match between high ability and work (Robbins, 2001: 38) According to Mangkunegara (2010: 13), psychologically, the ability consists of the ability of potential (IQ) and the ability of reality (knowledge + skill).

Some definitions above emphasize that performance is the level of achievement produced by an employee. Achieving these results can be influenced by many variables. As Wahyusumidjo, Hellriegel, and Davis said, ability and motivation are two variables that influence an employee's performance.

Profiles International.com on its website suggests that employee performance can be measured using indicators (1) Productivity; (2) Quality of work; (3) Initiative; (4) Teamwork; (5) Problem solving; (6) Response to stress and conflict; (7) Employee performance development. Actually, there are many factors that correlate with individual performance, such as organizational justice, work engagement, and public service motivation (Jankingthong & Rurkkhum, 2012: 115)

In order for the performance produced by employees to have an impact on the staffing process, the performance must be assessed and measured. There are many methods of assessment and performance measurement that can be used by organizations. Some measurements of employee performance that are used include Key Performance Indicators (KPI) as conducted by Iveta (2012: 117) and Total Performance Scorecard (Rampersad, 2006).

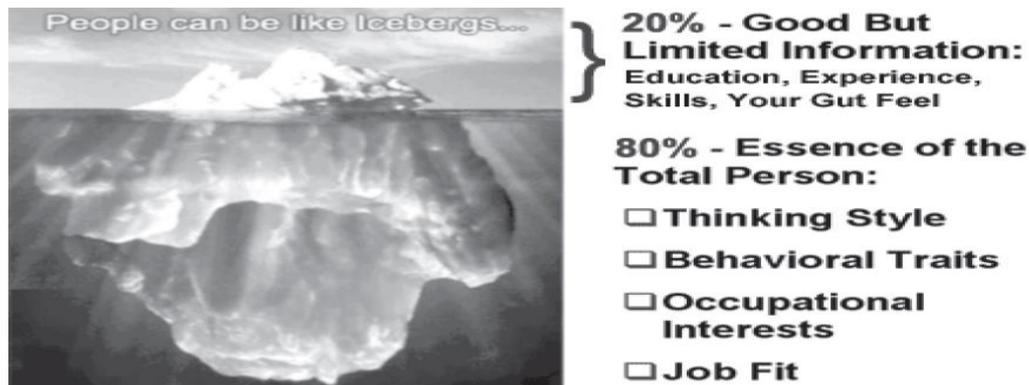
Performance appraisal is intended for the organization to get feedback about what employees have done and what actions need to be done so that the employee's performance can be maintained or even if it needs to be improved. Or in other words, organizations must develop work-based competencies to achieve higher levels of employee performance. Therefore, the indicators used in performance appraisal must be truly measurable and work related.

Associated with competence, Byham, et al (1996) cited by Manopo (2011: 12) states that competence is a set of specific behaviors that can be observed and needed by someone to succeed in carrying out roles and achieving company targets. Furthermore, it was said by Byham, et al, that the competency model describes a combination behavior between knowledge, skills, with the characteristics needed to demonstrate their role in the organization effectively and appropriate performance within the organization. Spencer and Spencer quoted by Manopo stated that competence is

Individual characteristic's of an underlying which is causally related to criterion-referenced effective or superior performance in a job or situation While Development Dimensions International (DDI) defines competency as a set of behaviors, motivations and knowledge that can be observed and measured and influence a person to succeed or failed in his work (Manopo, 2011: 31).

Similar to Spencer and Spencer, Dubois, et al (2004: 22) said that competency as a characteristic that underlies successful performance.

From the above definitions, there is a common thread which confirms that competence is a behavior that can be observed and measured. This observable behavior can be realized in the form of knowledge, skills, experience. However, competence is not formed in a simple way as stated above. In addition to the behavior seen on the surface, competency actually has a depth that is difficult to predict. Competence is like an iceberg where only the observable behavior can be seen on the surface, while below the surface there is a huge potential that precisely determines the actual competency that a person has, as shown in Figure 1.



Source: <http://www.assessmentspecialists.com/images/totalperson.gif>, accessed February 15, 2013

The same thing also expressed by Manopo (2011: 13) by describing this competence in the form of a pyramid where the peak is visible behavior to the surface

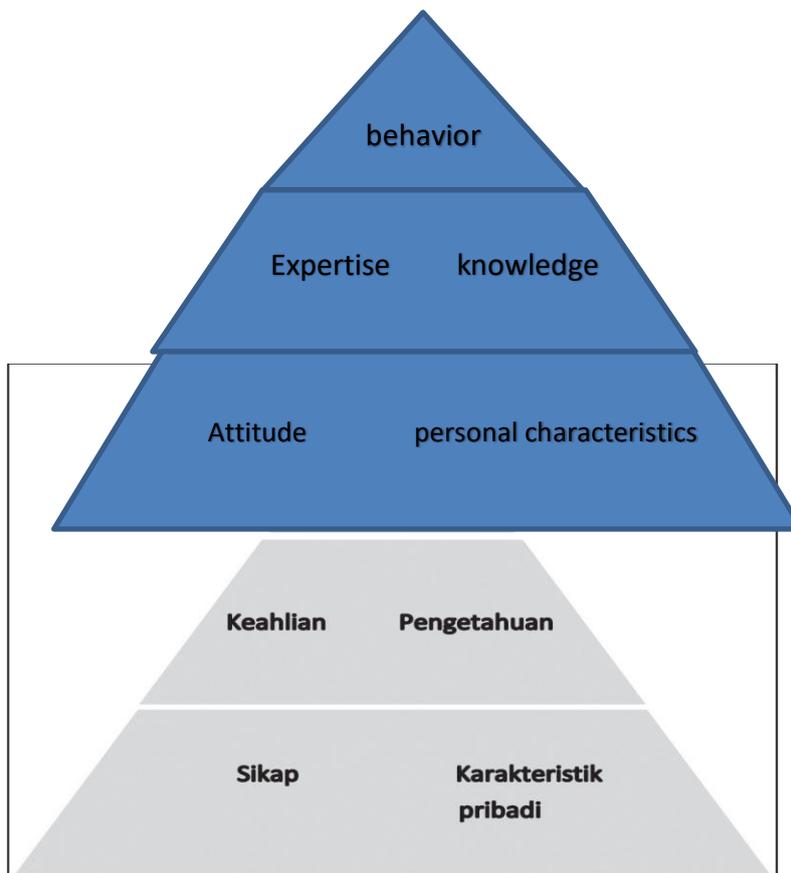


Figure 2. Competence Pyramid Source: Manopo (2011: 13)

In general, competence it self can be understood as a combination of skills, personal attributes, and knowledge that is reflected through performance behaviors that can be observed, measured, and evaluated. In a number of literatures, competencies are often divided into two types, namely soft competency or types of competencies that are closely related to the ability to manage work processes, relationships between people, and build interaction with others. The second type of competency is often called hard competency or the type of competence that is related to the functional or technical abilities of a job. In other words, these competencies are related to technical details related to the work being undertaken. (Antariksa, 2007)

Byham said, the subsystem of competencies is selection, promotion, training and development, performance management, and career planning (Byham, tt: 9). Therefore, improving the performance of human resource management can be created through the



integration of these subsystems into a larger system called Competency-Based Human Resource Management (CBHRM).

CBHRM is a pattern of approach in building a reliable human resource management system by utilizing competence as its central point. According to Byham (tt: 6–7), there are 4 (four) advantages of implementing this competency-based human resource system, namely:

(1) Decreased communication, training, and administration time; (2) Subsystems validate one another; (3) One other subsystems; (4) The entire system and each subsystem can be validated using a content-oriented validation strategy (that is, the subsystem can be related to defined job requirements).

To achieve optimal results, this CBHRM strategy must be integrated with other programs in the framework of human resource development, such as recruitment and selection, training, promotion, and others.

One more important thing is that this strategy in addition to the achievement of high employee performance also implies a remuneration policy for employees. This remuneration policy must be designed from the beginning so that employees as subjects undergoing the program can measure and estimate the amount of remuneration that can be obtained with the performance and competencies they produce.

The core of competency-based human resource development is job competence required compared to the competencies of individuals. All aspects of human resource management are always associated with the competencies that are owned and needed to occupy a position.

In implementing the CBHRM system in an integrated manner, the organization must carry out each of its staffing activities based on competence, both in terms of selection, promotion, training and development, performance management, and career planning (Byham, tt: 9).

Although CBHRM is often implemented in private organizations, this does not mean that this concept is taboo for public organizations such as local government organizations. Moreover, the government has committed to reform the bureaucracy from the center to the regions. Service missions that must be carried out by the bureaucracy in the regions demand that they be high-performance and thus requires employees with competencies that are in line with work needs. To achieve this, a regional staffing system is needed that can encourage the creation and improvement of employee competencies through implementation of integrated human resource management functions. The initial step to implement this integrated human resource management is to assess employee performance objectively, measurably, and accountably.

This article uses a descriptive type to describe competency-based human resource development in the Buol City Government Office. The approach used in this study is an <http://jurnal.ust.jogja.ac.id>

inductive approach with qualitative methods. Data collection is done by means of observation, interviews, and documentation. The informants in this study were the Head of the Regional Civilization Agency, the Head of the Education and Training Agency, and the civil servants in the Buol City Government Office. The validity of the data was tested by triangulating the source. Data analysis was carried out by means of data reduction, data presentation, and conclusions.

Buol City Government Performance with "Self Assessment" Assessment Method

Human resource development is intended to improve the ability of employees to carry out their tasks now and in the future. To find out whether this development goal has been achieved or not will be seen from the results of employee performance appraisal. Related to the context of this study, the performance appraisal of civil servants in the Buol City Government Office generally still adheres to Government Regulation Number 10 of 1979 concerning Assessment of Implementation of Civil Servants' Work.

Technically, the policy of assessing the performance of Civil Servants is formulated in a List of Work Implementation Assessments (DP3). Although the assessment elements contained in this DP3 have been good enough, in practice they often occur irregularities, so that the results of the assessment do not reflect the actual performance of employees. Moreover, the elements of the assessment are very vulnerable to the subjectivity of the supervisor's judgment, so that it often causes dissatisfaction with employees. Most employees do not see the importance of good performance for their career advancement because the career system and promotion become the prerogative of Regional Heads or officials in power in the region.

Research on the performance of employees of the Buol City Government Office in 2011 with the self assessment assessment method yielded conclusions as shown in the table below

Table 1. Results of Performance Evaluation of Employees of the Buol City Government Office

No	Assessment Results	Performance Indicators
1	Productivity	High
2	Quantity	Good
3	Knowledge	Good
4	Quality	Good
5	Adaptation and Flexibility	Good
6	Cooperation	Excellent
7	Responsibilities	Very good
8	Communication	Very good

Source: Efendi, 2011

Based on the results of this study it is clear that employees who work in the Buol City Government Office have very high perceptions of their performance. The results of this self assessment are not in accordance with the fact that many community complaints are related to the unsatisfactory way of working and the performance of local government employees. This proves the existence of a gap where there is no match between real performance and the results of the assessment and employee perceptions of their performance. This gap can be caused by several variables, including the high self-perception of employees about their performance and invalid measuring instruments.

However, above all of these reasons, the low competence of employees in carrying out their work is one of the key variables that causes the low quality of services provided by Buol Regional Government employees in addition to a performance appraisal system that is more likely to be subjective and less educative. Therefore, it is very important for regional leaders to implement a competency-based performance appraisal system, so that there is a common perception between employees who are assessed, appraisers, and results agreed by both parties.

The results of the study showed that the performance of the Buol City Government Office employees was at 3.6 on a scale 5, and there are 62.07% of employees who have a perception that they have done a very good job (Efendi, 2011). This result is not too different from the DP3 employee assessment results which tend to increase from year to year. Although most employees perceive their performance as very good, this is not reflected in their daily work behavior. Many negative behaviors are still seen in the bureaucratic apparatus, such as being undisciplined, arriving late, often leaving at work hours, and being absent from work. This negative behavior certainly will never meet work productivity standards that should be met by every employee.

Even so, the low performance of some civil servants who work in the Buol City Government environment is not seen from the results of their work performance assessment. Assessment of the work performance of civil servants using the format of Employee Achievement Assessment List (DP3) still cannot describe the actual working conditions of a civil servant.

There is a tendency that the score of the results of the assessment in DP3 may not go down, and even have to go up. The results of interviews with several echelon III officials in BKD showed that it was very difficult for them to objectively assess work performance because the DP3 format was clear and could not be changed. In fact, in some regencies in Buol, an employee can fill his DP3 value alone and the boss can only sign.

This fact further shows how weak the performance appraisal mechanism is, so that employee performance cannot be photographed objectively. The results of evaluating diligent and lazy employees make almost no difference. This has often been complained by some employees who feel "cheated" by unhealthy practices that occur in the Buol City Government Office.

Competency Development, Buol Government Employees

The performance of Buol City Regional Government employees as described above is apparently related to the efforts to develop human resource competencies that

have been carried out. The results of this study indicate that the efforts of local governments in order to improve employee competence are still limited to activities that are in the job training and off the job training. Although not too many, there were several employees who were sent for technical and official training at various other government agencies. In fact, there are also civil servants who get assignments to study at various universities in order to continue their master's or doctoral studies. But once again, this effort has not shown tangible results for improving employee performance at the Buol City Government Office.

There is one thing that is very crucial and does not get the attention of the Regional Government, namely linking an activity of human resource management with other activities. Employee development carried out so far is still partial and lacks attention to its relationship with other aspects of human resource management. For example, technical training for employees is less concerned with the needs of the organization as a whole and more impressed by routine. This condition is certainly very influential on the performance of employees at work.

The essence of developing human resources in the context of the capacity of the Regional Government of the City of Buol shows the importance of transfer of knowledge in the real sense of the local government organization.

This transfer of knowledge cannot occur only by relying on technical training and training, but must be done in the daily life of employees, through learning by doing. This is also stated by Khan, et al (2012:

43) that the development of human resources in an organizational perspective is narrowly focused on the functions of learning, education, training, and human resource development to be selected and recruited to identify, guarantee, and help to develop key competencies that enable individuals to do current or future work . Thus, local government organizations must also develop knowledge management at the same time to support the creation of a conducive environment to implement this competency-based human resource model.

Manajemen The intended knowledge is a process of identifying, capturing, and leveraging the collective knowledge in an organization to help the organization compete, said Von Krogh, (1999) cited by Alavi & Leidner (2001: 113). Knowledge Management is intended to improve the innovativeness and responsiveness of employees (Alavi & Leidner, 2001: 113).

More specifically, Aktharsha (2010: 65) states that knowledge management is a specific and systemic organizational process for collecting, organizing, and communicating tacit and explicit knowledge to employees, so that other employees can use it to be more effective and productive in working. In the view of knowledge management, every individual basically has tacit knowledge. This knowledge must be explored in the employee competency development cycle, so that the knowledge that was originally tacit can be realized into explicit knowledge. However, this will not be easy to implement because conducive conditions have not yet been created that enable the development of a learning culture among employees.

Theoretically, there are two approaches to developing competencies, namely competence from zero and developing competencies from existing models (Manopo, 2011: 17). In the context of the Buol City Local Government organization, the possible approach to use is the development of the second competency. This is done with the assumption that local government organizations already have enough data on employee competencies.

Therefore, what must be done now is to develop the competence of job-based employees (Rampersad, 2006: 187). Here, the emphasis lies in developing job-oriented competencies of employees and superior officials. This development will enable them to work properly because their development and education are carried out in stages, the quality of their performance will increase, and their ability to produce the desired organizational performance can be utilized optimally.

Deming Circle (Functions "Plan, Do, Check, and Action")

The development of work-oriented competencies referred to above can follow the Deming circle which consists of the functions of Plan, Do, Check, Deming circle which consists of Plan, Do, Check, and Action functions.

Referring to the Deming circle, the employee competency development cycle is carried out covering four activities, namely outcome planning, training, assessment, and development of work-oriented competencies (Rampersad, 2006: 190).

The planning stage is carried out by creating an outcome agreement based on performance objectives and selecting a set of competencies that support those goals between employees and superiors. In this stage, individual performance plans are prepared together with direct superiors. Based on this work plan, periodic agreements are made between employees and superiors about the realization of performance and development objectives. In this planning meeting an agreement was also made on the use of competencies that had been chosen to achieve agreed performance.

The training phase, employees and superiors meet regularly to discuss employee progress in achieving performance. Each employee is guided in implementing his competence. In this stage the agreement on the competencies that have been selected at the planning stage is tested and adjusted to the performance demands. The training also gives a role to superiors to provide feedback on the application of competencies in achieving individual performance.

The assessment phase is carried out through a formal assessment carried out after a certain period to ascertain whether all competency agreements have been fulfilled by an employee, whether agreed outcomes have been achieved, and if so, how to make it happen. The assessment phase must detail the progress of the employee in the field of work.

The development phase, namely the specific competency of the training program for developing employee competencies through courses, job training, mentoring

experienced coworkers, talent development programs, and so on. This stage is a follow-up of the results of the assessment of the implementation of competencies on employee performance achievement, so that employee competencies always experience development in accordance with the performance demands agreed between employees and superiors.

The implementation of activities from this competency development cycle in the context of staffing at the Buol Regional Government can be seen in Figure 2 which is a competency development cycle based on the Rampersad and Deming circles. Here, the results planning activities, training, assessment, and competency institutionalization are further elaborated into more specific activities, so that they can be operationalized.

Based on the development of resources, the government has been able to effectively improve the performance of employees of the Buol City Government Office. This is based on the view that effective specific actions and behaviors will produce effective performance (Boyatzis, 1982: 13). Effective performance of work is the achievement of certain results demanded by the work through certain actions while maintaining or consistent with the policies, procedures and environmental conditions of the organization (Boyatzis, 1982: 13). To find out whether a job has achieved effective performance, it is necessary to conduct an assessment by an organizational unit (Boyatzis, 1982: 11). Boyatzis

(1982: 13) also said that employee actions and behavior will be influenced by work demands, organizational environment, and individual competencies. This means that to create effective work behavior, an organizational environment is needed that supports the development of employee talents and abilities and a conducive environment. The organizational environment can be described in a number of different factors (Boyatzis, 1982: 18), such as the conditions of government, work culture, learning culture in the organization, and so on.

Then, the workload needs to be properly calculated, so that no employee feels the workload is heavier than other employees and assignments that challenge employee creativity. Furthermore, organizations need employee competencies that are in line with work needs. Thus, the work demands, organizational environment, and individual competencies, in turn, will result in work performance that has high performance.

Competency-based resource development also has a positive impact on improving the performance of the Buol City Government. Improving employee competencies will be seen in changes in skills, attitudes, and behavior in work. This is also supported by the results of Katou's (2009: 349) study which states that human resource development has a positive impact on organizational performance.

Conclusions

Efforts to develop employee competencies conducted by the Buol City Government have not been effective in improving employee performance. This is because the development of employees is still done partially and lacks attention to the relationship

between one activity with other human resource management activities. In addition, the development of these competencies is still experiencing obstacles in its implementation because conditions have not yet been created conducive to the development of a learning culture among employees.

The key to the success of competency-based human resource development is the creation of conditions conducive to the development of a learning culture among employees. The creation of this condition requires the commitment of the leadership and the Regional Head so that a wave of changes in the learning culture and work culture that will occur has full support from the leadership elements in the region. Regional Government Leaders must create conducive conditions for the transfer of knowledge and the development of knowledge management within the local government organization so that tacit knowledge possessed by employees can be transformed into explicit knowledge and support the development of employee competencies.

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