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Arrangement of Human Resource in Public Sector

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Abstract

The research is encouraged by the fact that there is a gap between the existing civil servants and the demand of their job competency. The fact indicates that the wrong placement of civil servants in job impacts on the performance and the less optimal achievement of organizational goal. The research aims to qualitatively describe the arrangement of human resource in public sector, particularly the local government. The research concludes that the mismatch between competency of civil servant and job in local government happens because the principles of human resource arrangement are not fully conducted yet, and standards of job competence are not used yet as the requirements of minimum managerial competency for civil servant in conducting tasks of job. Law No. 5/2014 regarding State Civil Apparatus regulates that the carrier development of civil servant is based on qualification, competency, performance appraisal, and need of the local government. The competency moreover comprises the technical, managerial, and social-cultural competencies, integrity and morality. The local government therefore improves the performance and professionalism of human resource (civil servant) by guaranteeing the objectivity and quality of civil servant appointment in job, and facilitating the decision makers in rightly placing and evaluating civil servant on the certain job in the organization of the local government by human resource arrangement.

KeyWords: Civil Service; Government Effectiveness; Human Resource Arrangement; State Civil Apparatus; Indonesia.

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1. Introduction

The human resource apparatus is a main key for implementing the government that plays role as a prime mover in achieving vision and mission of the governmental organization in both central and local levels. But there nowadays appears a condition of civil servants mentioned as mismatch, meaning that the placement of civil servant in job is not based yet on comparing between competency and qualification needed by the job to competency and qualification belonged by civil servant. The profile of civil servant that occupies a job is not in fact yet in accordance with the need of job competency [15]. The strategic work skills in the modern human resource work that goes beyond just professional capacity to work of the employee, including the information of personality worker (his behavior, work behavior), consciousness (needs, accepted values, interest, attitudes, norms) and motivations, influence individual and collective performances [3].

Data of World Bank 2016 reported that the development of government effectiveness indicated trend of decrease. In 2015 Indonesia got value (percentile rank 0 – 100) 46 of 214 states measured in Government Effectiveness Index (World Bank, 2016), if comparing value 55 in 2014 as the highest achievement, mainly since reform in 1998. Description of the index was confirmed by the result of talent assessment for all civil servants in Indonesia. The release of the Indonesia National Civil Service Agency in June 17, 2016, indicated the less score. 34.57% of civil servants had lowest competency and potential. From the civil servants having the lowest competency, there were only 2.73% of civil servants still having high potential to be developed. Meanwhile the civil servants having high competency and potential to be developed were only 11.52%. Both of the result of measurement represented the same measurement that explained the routines of civil servants minimally or without performances [16].

The wrong placement of civil servant in job implies to the performance and achievement of less optimal organizational aim. Mitchell says that the performance includes five aspects, namely: (1) Quality of work, comprising the component of work quality and work attitude; (2) Promptness, comprising the component of degree of presence and utilization of allowance; (3) Initiative, comprising the component of degree of initiative and responsibility of work; (4) Capability, comprising the component of reliability to solve the task and knowledge of work; (5) Communication, comprising the component of honesty to give the opinion and cooperation in solving the work [5]. The performance of civil servant influences how much he/she contributes to organization. As a key element of organization, the human resource (civil servant) plays an important role to improve the performance of organization.

The role of civil servant is important and there is necessary to arrange the civil servant by plannedly, systematically, and orderly managing to optimally improve and achieve the aim of organization. In order to guarantee the availability of right amount of civil servant for providing the public services at local level, there is necessary to conduct the arrangement of civil servant. Regulation of the Head of Indonesian National Civil Service Agency No. 37/2011 regarding Guideline for Civil Servant Arrangement, Article 2, regulates that “every official that has authority to manage the civil service affairs at central and local levels obligatorily conducts the arrangement of civil servant in his/her environment to proportionally find the right civil servant in both quantity, quality, composition, and distribution in order to achieve the vision and mission of organization to

be real performance” [8]. ¹ Based on the background, the research aims to describe the arrangement of human resource in public sector, particularly in local government.

2. Theoretical Framework

Human resource management focuses on managing ⁵ the role of human resource in the activities of organization and assumes human resource (in this case civil servant) as main asset of the organization. Human resource management plays a key role to plan, ⁵ organize, control and develop human resource in organization. In the context, human resource management is the recognition of the importance of an organization’s workforce as vital human resources contributing to the goals of the organization, and the utilization of several functions and activities to ⁶ ensure that they are used effectively and fairly for the benefit of the individual, the organization, and society [4]. Human resource management therefore is series of integrated decisions that form the employment relationship, their quality directly contributes to the ability of the organization and the employees to achieve their objectives [1]. Human resource management is related to the utilization of human resources to achieve organizational objectives [7]. A main part of human resource management in organization, especially public sector, is human resource arrangement, namely civil servant arrangement.

The civil servant arrangement in public sector, meaning bureaucratic organization, focuses on at least three main aspects, namely quantity, quality and distribution of civil servants needed by the organization. In the context of the quantity, the organization identifies and determines how many civil servants are needed. The quality of civil servants refers to assess and determine the competency of civil servants need by the organization. The competency for civil servants refers to the job competency [11]. There are three kinds of job competency as regulated by Law No. 5/2014 regarding State Civil Apparatus, Article 69(3), namely technical, managerial and socio-cultural competencies [17]. In the context of the quality, the civil servant arrangement focuses on developing the job competencies. Whereas the distribution of civil servants includes how to place the right civil servants on the right jobs. In the arrangement, the placement of civil servants having the job competencies is based on the job competency standards determined by the organization in order to be appropriate between the right civil servants and the right jobs [11].

The civil servant arrangement is a systematic and sustainable ² process to proportionally find the right civil servant in both quantity, quality, composition, and distribution in order to achieve vision and mission of organization to be real performance. Regulation of the Head of Indonesian National Civil Service Agency No. 37/2011 regarding Guideline for Civil Servant Arrangement, Article 2, regulates that “every official that has authority to manage the civil service affairs at central and local levels obligatorily conducts the arrangement of civil servant in his/her environment to proportionally find the right civil servant in both quantity, quality, composition, and distribution in order to achieve the vision and mission of organization to be real performance” [8]. The civil servant arrangement includes aspects of quantity, quality, composition, and distribution. The arrangement of quantity aspect of civil servant aims to find the amount of civil servant in accordance with the need of organization. Whereas the arrangement of aspects of quality, composition and distribution of civil servant aims to find the civil servant that fulfills qualification needed by organization [12].

Arrangement of human resource in public sector, regarding civil servant, is based on four principles as regulated in Regulation of the Head of Indonesian National Civil Service Agency No. 37/2011 regarding Guideline for Civil Servant Arrangement. Firstly, *PLANNED* means arrangement of civil servant based on assessing need of civil servant and determining quantity of civil servant. The arrangement of civil servant is held by a comprehensive preparation based on a design and concept in a determined time line. Secondly, *SYSTEMATIC* means arrangement of civil servant held by initially identifying job, describing quantity and kind of job, and analyzing gap between civil servant profile and job requirement. The arrangement of civil servant is based on a systemic approach referred to civil servant management system. Thirdly, *SUSTAINABLE* means arrangement of civil servant as a continual process based on the systematic plan by describing job analysis, job description, and job requirement. The results of job analysis is job informations comprising job description, job requirement, job map, and amount of civil servant. Fourthly, *OBJECTIVE* means arrangement of civil servant driven by the organizational need, based on the result of counting the need of civil servant and the result of job analysis. The arrangement of human resource in public sector is shown in the following framework (Figure 1).

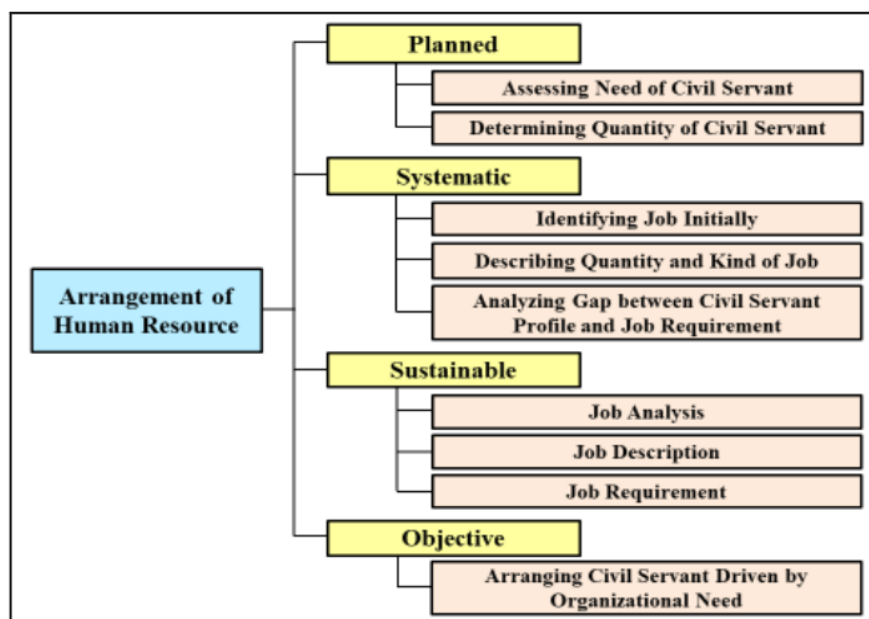


Figure 1: Framework for Arranging Human Resource in Public Sector

3. Method of Research

The research is conducted at the Local Government of Sukabumi City, West Java, Indonesia, and places all local agencies as the locus of research. Method of the research is descriptive and qualitative. Data of the research are primary and secondary. The primary data are collected by field study that uses the focused group discussion and interview with the purposively determined officials of all local agencies of the local government. The secondary data are collected by desk study that uses literature and documentation. The research descriptively and qualitatively analyzes primary and secondary data to interpret and draw conclusion regarding the arrangement of

human resource in public sector, particularly in local government.

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4. Result and Discussion

The research conducted in the Local Government of Sukabumi City presents the results and discusses them based on the planned, systematic, sustainable, and objective arrangement of human resource.

Firstly, PLANNED means arrangement of civil servant based on assessing need of civil servant and determining quantity of civil servant. For the first, the arrangement of civil servant is based on assessing need of civil servant. In the Local Government of Sukabumi City, the existing amount of civil servants consists of 4126 people, whereas the need of civil servants is 5183 people [2]. And then, the arrangement of civil servant is based on determining quantity of civil servant by comparing between the result of counting the need of civil servant for every job and the existing amount of civil servant. The existing amount of civil servant is in fact less than the result of counting the need of civil servant. Based on the formula of 2.5 % tolerance as determined in Regulation of the Head of Indonesian National Civil Service Agency No. 37/2011 regarding Guideline for Civil Servant Arrangement, the exact amount of civil servant is 5053 people. Therefore, the amount of civil servant in the Local Government of Sukabumi City is categorized as the less.

Counting the need of civil servant and distributing the civil servant in the Local Government of Sukabumi City do not still refer to the real need of organization yet, namely the existing workload. There is a condition where the civil servants are concentrated in one working unit without having the clear tasks and the lack of civil servants in other working unit. One of components to be urgently arranged is the civil servant planning, mainly the civil servant formation planning. In fact, the civil servant formation planning as a key part of human resource management is not fully conducted to fulfil the need of organization yet. Whereas the formation planning must be based on the result of counting the organizational workload, so that the civil servant formation can fulfil the need of organization to conduct the task of organization in supporting the achievement of vision and missions of organization.

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In the context of planned arrangement of civil servant, there is necessary to: (a) distribute civil servant from one unit of organization yang kelebihan to other unit of organization yang kekurangan; (b) draw back civil servant assigned at other instance in accordance with job requirement; (c) empower by education and training and enrich task of the existing civil servant to conduct task and function that can not be done because of the lack of civil servant; (d) plan the development of civil servant; (e) plan the civil servant for five years ahead based on the positive growth approach; (f) conduct the recruitment of more civil servants than retired ones, gradually held in accordance with the capacity of local budget.

Secondly, SYSTEMATIC means arrangement of civil servant held by initially identifying job, describing quantity and kind of job, and analyzing gap between civil servant profile and job requirement. The arrangement of civil servant is held by initially identifying job. Identifying job initially aims to provide the initial information concerning the existing quantity and kind of job, particularly description of quantity and kind of structural job. The structural jobs represented in the local agencies really indicate the needs of the Local Government of

Sukabumi City to implement its core functions, mainly to provide public services, based on the local characteristics (Table 1). The formation of local agencies that have the structural jobs is based on the rules and procedures as regulated in Regulation of the Indonesian Government No. 18/2016 regarding Local Agency [9].

Table 1: Structural Jobs Based on Local Agency and Echelon (Rank) of the Local Government of Sukabumi City

No.	Local Agency	Echelon (Rank)				Total
		II	III	IV	V	
1	Local Secretariat	4	8	26	-	38
2	Secretariat of Local People's Representative Council	1	3	7	-	11
3	Inspectorate	1	4	2	-	7
4	Board of Local Finance Management	1	7	21	-	29
5	Board of Local Development Planning	1	6	13	-	20
6	Board of Personnel and Human Resource Development	1	3	8	-	12
7	Board of Local Disaster Relief Services	-	1	5	-	6
8	Local Office of Population Management, Family Planning and Empowerment	1	5	15	-	21
9	Local Office of Investment and Integrated Services One Stop	1	4	8	-	13
10	Local Office of Education and Culture	1	5	31	16	53
11	Local Office of Health	1	5	50	-	56
12	Local Office of Food Security, Agricultural and Fishery Services	1	5	21	-	27
13	Local Office of Transportation	1	4	17	-	22
14	Local Office of Cooperative, Small-Medium Enterprise and Industry	1	3	15	-	19
15	Local Office of Public Work, Spatial Planning, Housing and Settlement Area Services	1	5	13	-	19
16	Local Office of Youth, Sport and Tourism Services	1	4	11	-	16
17	Local Office of Social Services	-	3	10	-	13
18	Local Office of Manpower	1	3	10	-	14
19	Local Office of Population and Civil Registration	1	4	7	-	12
20	Local Office of Public Library and Local Archive	1	3	8	-	12
21	Local Office of Communication and Informatics	1	3	7	-	11
22	Local Office of Environment	1	4	21	-	26
23	Local Board of Politics and Nation Unity	-	1	4	-	5
24	Local Public Hospital	1	11	16	-	28
25	Civil Service Police Unit	1	3	8	-	12
26	7 District					55
27	33 Subdistrict					164
	Total	25	107	354	16	721

In Table 1, there are 721 structural officials distributed in all local agencies in the Local Government of Sukabumi City. The amount of structural officials in every local agency is varied, ranging from six to 56 structural officials. Moreover, the amount of structural officials by echelon/rank (except district and subdistrict) is variously distributed, ranging from 25 second echelons, 107 third echelons, 354 fourth echelons, and 16 fifth echelons.

The arrangement of civil servant is also held by analyzing gap between civil servant profile and job requirement. Related to the job requirement, Sugiharto Pujangkoro states that the job requirement is a minimum requirement that must be fulfilled by a civil servant to occupy a structural job in order to well conduct the organizational tasks. The job specification can be simultaneously arranged with the job description, namely a systematic record regarding task and responsibility of a job, written on the existing facts. The arrangement of job description is

important to avoid the difference of perception, to avoid the duplication of task, and to know the limits of responsibility and authority of each job [10].

The job requirement in the Local Government of Sukabumi City is not fulfilled yet. Head of In-Job Placement Subfield of the Board of Personnel and Human Resource Development in the Local Government of Sukabumi City states the 60% suitability between job and competency, formal certificate and task of civil servant. The fact indicates the 40% unsuitability between job and competency of civil servant. The Local Office of Food Security, Agricultural and Fishery Services has 30 - 40% civil servants that their formal educations do not stem from the agricultural sciences. The fact therefore indicates the gap between job and placement not suitable for its competency.

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In the context of systematic arrangement of civil servant, this is in accordance with Watson Wyatt's opinion that competency is a combination of skill, knowledge, and attitude critically applied to achieve vision and missions of organization. In his opinion, Watson Wyatt uses terms of knowledge, skill and attitude (KSA) for the concept of competency [14]. Moreover, Law No. 5/2014 regarding State Civil Apparatus regulates that the career development of civil servant is based on qualification, competency, performance appraisal, and need of the local government. The competency in short comprises the technical, managerial, and social-cultural competencies, integrity and morality.

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Thirdly, SUSTAINABLE means arrangement of civil servant as a continual process based on the systematic plan by describing job analysis, job description, and job requirement. The results of job analysis is job informations comprising job description, job requirement, job map, and amount of civil servant. For the first, the arrangement of civil servant is held by describing job analysis. In this case, job analysis is a process to formulate and determine a job at every working unit, and conclude the informations or facts systematically and regularly related to each job, and then determine the civil servant based on job, namely: (1) what the civil servant conducts on the job, (2) what task and responsibility are, (3) why the work must be done, (4) how to do, (5) tools and materials used to do the work, (6) duration to work, (7) education, experience and training needed, (8) skill, attitude and competency needed to do the work, and so on. Job analysis comes out informations as the bases to synchronize the work to the job holder, to know the workload, to anticipate the obstacles, and to be guideline in conducting all activities of human resource management [10].

Henry Simamora states that the job analysis or the work analysis based on the time of implementation is classified into three kinds, namely: (1) at the time that the organization is at first formed and the program of job or work analysis is begun for the first time; (2) at the time that the new job or work is formed; (3) at the time that the job or work significantly changes as a consequence of presenting new method and technology. An important note in this case is that the majority of job or work analysis is conducted because of changing the forms of job or work [10]. The job analysis in the Local Government of Sukabumi City was conducted but still by the simple way, namely by directly asking and observing the working unit. Its data included the quantity and qualification of education need by the working unit. Whereas the job analysis based on Regulation of the Minister of Administrative and Bureaucratic Reform No. 33/2011 needed many kinds of data. The main data were the work conducted by the civil servant. The work in this case was the implementation of the day-to-day

task by every civil servant. The sources of data were: (a) official of the working unit, (b) civil servants; (c) regulations; (d) reports of the working implementation, (e) literatures or other references related to missions or functions of organization. The obstacle found in conducting job analysis is that the competency viewed from the formal educational background does not guarantee a civil servant to have an optimal performance. In fact, the civil servant having the background of legal education and placed at the legal working unit does not still work optimally at the legal working unit because the competency of civil servant is less steady. Even though, if viewed from the formal educational background and job or placement of work it is suitable, but the competency to conduct the work is not still optimal yet. Therefore, there are two conditions, namely: (1) the job requirement is not fulfilled yet because there is still the gap between job and placement not suitable to competency, (2) the job requirement is fulfilled but it does not guarantee an optimal performance yet. In fact, looking for the civil servant that can optimally work in accordance with the need of organization can not be fulfilled yet only by seeing the degree and the background of education but strongly related to the motivation, interest and will of work of civil servant. Job analysis without development of civil servant will be in vain [15]. In the context of sustainable arrangement of civil servant, Kolb, Lublin, Spoth and Baker state that at present, rapid, complex technological, economic, labour, and social changes are taking place, thus, human resources must possess the competencies that will enable them to cope with these changing situations. This is particularly relevant in the case of civil servants in positions of direction and management – key pieces in our organizations – as the ability of organizations to develop in a dynamic, complex environment is largely determined by the abilities of its managers. What is more, some authors even claim that organizations end up being a reflection of the leaders they have at any given time [6].

Fourthly, OBJECTIVE means arrangement of civil servant driven by organizational need. The arrangement of civil servant is driven by organizational need and based on the result of counting the need of civil servant and the result of job analysis. The activity of organization is basically conducted by each role being in the units of activity. Every role in activity needs each competency, and the need always develops and grow up in accordance with the running time. To know what the certain competency had been had in accordance with the existing demand of situation and condition, Robotham states that the competency must be measured and can be fairly held if the measuring is conducted to the certain sectors. The competency is only relevant if it is faced to the certain skills in too certain organization [13]. In the context of objective arrangement, the arrangement of civil servant in the Local Government of Sukabumi City conducted in accordance with the organizational need and based on the result of counting the need of civil servant and the result of job analysis is not fully done. In some steps, the arrangement still finds obstacles. Counting the need of civil servant and distributing the civil servant do not still refer to the real need of organization yet, meaning that it does not be still based on the existing workloads yet. The obstacle found in job analysis is that the job requirement is not fulfilled yet, and the gap of job and penempatan is not in accordance with his/her competency. The competency viewed from the formal educational background does not guarantee a civil servant to belong to an optimal performance.

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5. Conclusion

Based on the discussion, the research concludes that the mismatch between competency of civil servant and job in local government happens because the principles of human resource arrangement are not fully conducted yet,

and standards of job competency are not used yet as the requirements of minimum managerial competency for civil servant in conducting tasks of job. The planned, systematic, sustainable, and objective arrangement of human resource in public sector can be consistently implemented to guarantee the objectivity and quality of civil servant appointment in job and to facilitate the local government in rightly placing and evaluating civil servant on the certain job. The right civil servant arrangement therefore focuses on proportionally finding the right civil servant in both quantity, quality, composition, and distribution in order to achieve vision and mission of organization.

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6. Recommendation

Based on the conclusion, the research recommends that the local government by human resource arrangement improves the performance and professionalism of human resource (civil servant) by, *firstly*, guaranteeing the objectivity and quality of civil servant appointment in job, and, *secondly*, facilitating the officials in rightly placing and evaluating civil servant on the certain job in local government. The research discusses the civil servant arrangement by using the limited local agencies and samples. The next research will take more local agencies of local government by determining the larger samples in order to further and deeper explore the impact of human resource arrangement in public sector. Moreover, it will combine the job competency standards, the technical and managerial competency standards, and recommend the job qualification for the local government.

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