

The Turbulence of the Characteristics of Organization towards the Effectiveness of Local Regulation Establishment in Bone Bolango

Robby Hunawa¹, Asna Aneta², Walidun Husain³, Fence M. Wantu⁴

Gorontalo State University Public Administration

ABSTRACTS: This article aims to analyze and describe the effects of the characteristics of an organization on the effectiveness of local regulation establishment in Bone Bolango. The research method used is the qualitative method. The data analysis used in qualitative research is an interactive model comprising of three analysis components which are 1) Data reduction, 2) Data presentation, and 3) Data verification and conclusion drawing. The research findings indicate urgency in a sustainable development which allows Bapemperda to more effectively function. Several steps Bapemperda can conduct are: 1) engaging its members in the activities which allow them to improve their abilities and thereby elevating the quality and quantity of the local regulations being made, 2) engaging all relevant elements to convene a cooperative network and share the valid information regarding public issues and needs, and 3) enhancing its credibility and ability to be a public representative which is responsible for mediating public aspirations through a policy product upon which people can rest.

KEYWORDS: *Characteristics of Organization, Bapemperda, Regional Representative Council*

I. INTRODUCTION

In terms of its legislative functions, the Regional Representative Council, hereinafter referred to as DPRD, is responsible for not only making a pro-people local regulation but also monitoring the implementation of a local government, ensuring whether or not the district government has implemented its legislative functions as instructed. Regarding the second function, there is a concern among the public, requiring the district government and DPRD to form a harmonious partnership. Meanwhile, the local legislative programs arranged by the legislative committee by assistance reflect the establishment of local regulation initiated by the local government (executive) and DPRD (legislative).

Bapemperda is a DPRD's attribute. It has an institutionally fixed character and was convened in a disciplinary meeting which discussed the formation of DPRD's attributes. As an attribute of DPRD, Bapemperda makes local regulations as well as discuss the draft of local regulations. Moreover, DPRD is a legislative institution which is equipped by several attributes; such as the commissions, local legislative entity, and honor body. Of the three attributes, two act as mediators between DPRD and the executive. The two attributes are: 1) The commissions which form a partnership with SKPD supporting the local government in accordance with the division of the commissions in DPRD and 2) The legislative entity (Bapemperda) which forms a partnership with the local government, or here, the Local Regulation Existence Team. The partnership between DPRD and the local government is evidence of the implementation of local government administration duties. As the implementation of local government builds upon the partnership between the executive and legislative, both institutions should coordinate and communicate in accordance with their primary tasks and functions.

The Code of Conduct of DPRD of Bone Bolango requires Bapemperda to conduct eight tasks and functions which are: 1) arranging a local legislative program draft containing the order and priorities of local regulation draft, including the plausible reasons in every fiscal year in DPRD; 2) making a coordination between DPRD and the local government to draft local legislative programs; 3) preparing the local regulation draft proposed by DPRD in accordance with the prioritized program; 4) harmonizing, unify, and strengthen the conception of local regulation draft submitted by members, commissions, and/or joint commissions prior to the submission of the draft to the head of DPRD; 5) rendering the consideration in regard to the local regulation draft proposed by members, commissions, and/or joint commissions, outside the priorities of the current year local regulation draft or outside the local regulation draft registered in the local legislative programs; 6) being

updated with the development and evaluating the discussion of materials which contain the local regulation draft through coordination with a special commission and/or committee; 7) providing recommendations for the head of DPRD regarding the local regulation draft assigned by the deliberative assembly; and 8) writing a report of either finished or unfinished programs at the end of DPRD membership and thereby allowing the next commission in the next membership period to make an evaluation.

The local regulation programs hereinafter referred to as Propemperda is an instrument to plan the provincial Properda or the district/city local regulation constituted in a planned, integrated, and systematic manner. The legal base of Propemperda is Article 39 Law Number 12 of 2011. It states that planning a district/city regulation should be synergized with the provincial Properda. The statement instructs that the district/city local regulations stipulated must not defy the provincial local regulation. The many called-of local regulations as they have defied the supreme statutory provision and thus overlap the parallel statutory provision and inconsistency are the evidence of the lack of local regulation planning.

Steers (180:4) defines three frameworks frequently used to describe an effective organization. The frameworks are: 1) The apprehension of goal optimization: effectiveness is assessed based on the criteria of the achievement level of organization's final mission by analyzing supporting factors; 2) A system perspective: effectiveness is assessed based on the functional criteria of all elements in an organization which become the requirements of goal achievement, and 3) A pressure on humans' behaviors in an organization: effectiveness is assessed based on human's behavior criteria in an individual or group manner, whether they support or hinder an organization achieving its goals. Besides, Steers (1980:10) proffers another framework which he refers to as a process model he uses to study the effectiveness of an organization. The latest framework deems that the effectiveness of an organization constitutes a dynamic process of the entire characteristics of an organization, environment, human resources, policies, and managerial practices within an organization.

Regarding the process of making a local regulation in Bone Bolango for the stage of local regulation-making, firstly, Bapemperda and the local government are jointly drafting Propemperda. The second stage is discussing Ranperda. The first discussion of Ranperda is authorized by the Deliberative Assembly, but the determination of the discussion is arranged by the Special Commission or Committee. In terms of the Special Committee, the number and the composition of the members of the Special Committee should be proposed by the respective fractions, and the schedule, starting from the plenary determination of the Special Committee to the discussion of Ranperda, is made. Thirdly, the urgent Ranperda which is not included in Properda can pass the application process after Bapemperda and the Legal Division jointly agree with it.

However, the autonomy given to the region, especially in terms of making the statutory provision or here, the local regulation, is reportedly overly responded to. The local governments are making the local regulations in accordance with the local intention without any concern on the supreme regulation or public interests, bringing about many local regulations which are inefficient and ineffective. Some local regulations are even made to earn the locally-generated avenue without considering burdens inevitably suffered by the public. Besides, many local regulations cannot be optimally implemented and others are having mass complaints from the Bona Bolango community as they do not respond to what the public aspires. It has been widely comprehended that the participation of the Bone Bolango community in public policy-making, either in terms of goods and service provision or regulation, is strongly needed to ensure the effectiveness of each legal product generated. Furthermore, participation is aimed to ensure the policies made can accommodate public interests instead of making the public suffer.

To this extent, the effectiveness of the function of Bapemperda DPRD of Bone Bolango does not meet public expectations as the board members who are also the members of Bapemperda are perceived to have poor performances in regard to Propemperda. Propemperda controls the making of legal regulations which legally bind the authoritative institutions which are the local government and DPRD to form local regulations. Besides, the role of Prolegda is also pivotal here because it manages the product of local statutory provision to remain in the unity of the national legal system. Resolving the urgency, ideally, before a local regulation is drafted, the plan of the local regulation making should be made and included in Prolegda, making the implementation more effective.

According to our preliminary observation in DPRD of Bone Bolango, the number of local regulations it annually makes has declined. There are several underpinning causes which are: 1) Many members of DPRD do not understand what the primary tasks and functions they must do as the members of Bapemperda, 2) The members of Bapemperda lack responsiveness when overcoming public issues, 3) The members of DPRD does not make the required engagement with all relevant stakeholders to optimize regulations made and their roles and functions as the people's representatives, and 4) The programs of Bapemperda acquire little attention.

The effectiveness of the number of legal products yielded by the members of Bapemperda DPRD of Bone Bolango fluctuates every year. It is thusevident that their performances are still poor. Table 1 presents the number of local regulations made every year.

Table 1: The Data of Local Regulation Proposals in 2014-2018

No.	Year of Making	Propemperda	Realization
1	2014	21 proposals	7 local regulations
2	2015	20 proposals	6 local regulations
3	2016	19 proposals	10 local regulations
4	2017	21 proposals	5 local regulations
5	2018	18 proposals	6 local regulations

Source: the website www.bonebolangokab.go.id in 2018

Several regions have made a significant advancement in regard to local regulations. However, in other regions, the local regulations made remain as mere legal documents without implementation. For example, local regulation bans smoking in public places. This particular regulation is being overlooked and has no implementation by the local government of Bone Bolango which is supposed to socialize or prompt the Health Office in regard to public socialization. Another example is the Local Regulation of Bone Bolango No. 39/2006 on Unleashed Animal Control. Similarly, this local regulation is poorly implemented as we can see cattle wandering around the public road, even around the protocol road. Other issues which should be concerned are organizing and archiving the local regulation documents, allowing them to be more trackable and accessible.

Our observation indicates some factors bringing about the poor implementation of the local regulations enacted i.e. 1) Limited abilities to make local regulations. Even in several cases, we identify local regulations which imitate local regulations applied in other regions and abandon the specific situation in their areas. This surely creates some serious issues due to incompatibility between local regulations and the regional situation and condition in where the local regulations are implemented, 2) Incompatibility between local regulations and the needs of the community and the region. This generates discriminative local regulations. Another evidence also reveals that local regulations made are incompatible with the plan and consensus in Properda (the Local Regulation Programs) or Prolega (the Local Legislative Programs), and 3) Lack of the substantial and contextual understanding suffered by the policymakers, either the local government, DPRD, or the assigned team.

As such, based on our initial interpretation, the factors resulting in poor performances of DPRD of Bone Bolango are: 1) Human resources. The members of DPRD selected cannot meet the expectation in terms of legislative function implementation, generating the incompetency, 2) Budgeting posture. In 2018, the local government of Bone Bolango expected 25 local regulations to be stipulated. Nevertheless, under the limited budgeting posture, the regulation implementation remains improbable. However, the community is asked to pay 11 taxes managed by the Regional Revenue Agency to support the making of other local regulation products; 3) The data/information which gives minimum supports; while there are many problems which should be confronted by DPRD and require solutions in the form of policy. This constitutes a serious challenge of the implementation of legislative functions, engendering a lack of valid data and information supports; 4) The mechanism of the local regulation formulation. This issue impacts Raperda's formulation. Besides, many DPRD members do not possess the required experiences while it takes one or two adjustment years to gain such experiences. Also, the capacity of the respective DPRD members is discrete; and 5) The users (stakeholders). The local regulations issued must not be for the sake of a group or individual interest because they must be dealt with public interests, in this case, the community of Bone Bolango. By a means of budget to fund certain product implementation, such as corroborating the improvement of PAD, will impact the development and welfare of the community.

II. METHOD

The method used is qualitative. This qualitative research uses an interactive model analysis comprising three analysis components i.e. 1) Data reduction, 2) Data presentation, 3) Data verification and conclusion drawing (Miles and Huberman, 1992).

The key informants of this research are: 1) The Regional Representative Council of Bone Bolango, especially the head and the members of the Regional Regulation Establishment Agency (Bapemperda) and the community in general who will assess the local legal product (local regulation) made by DPRD of Bone Bolango and 2) the regent and the staff of the Regional Apparatus Organization (OPD) as two counterparts of DPRD regarding the issuance of local regulation.

III. DISCUSSION

Establishing a social unity, in terms of interplay pattern, an organization's members should maintain and balance the pattern. They have to minimize their strengths and ensure that all tasks can be and are completed. Any organization has distinctive characteristics adhered to the activities run by its members. In regard to these characteristics, Bapemperda DPRD of Bone Bolango consistently optimizes its roles and

functions to formulate local regulations. The characteristics of an organization are described through the design of an organization's structure and technology use. The two means assist Bapemperda to achieve its goals.

Our findings present a fixed design of structure in Bapemperda DPRD of Bone Bolango with a modest design, in which there are only the head and the staff who cooperatively formulate every draft of the local regulation formulation. Regardless of their modest design of the structure, their performances must not be modest. This impacts the formulation of local regulation which can be observed through the statistical quantity of the local regulations issued annually.

Our findings also prove that the design of the structure is merely based on political judgments despite scholarly ones. Besides, the design must rest upon some considerations made by political parties which intend to place a desirable individual in that position. Several Bapemperda members expect recruitment procedures which adopt those ones implemented by private organizations. The procedures to be implemented should be studied in order not to collide with the applicable law. Achieving effectiveness, an organization is affected by various factors in accordance with its characteristics and activity or business. In response to the effectiveness achievement, Komberly and Rottman (in Gibson *et al.*, 1996:31) argue that an organization's effectiveness is greatly built upon the environment, technology, strategy options, processes, and cultures.

Each organization nurtures a distinguished referential framework, as clarified by Hall (1991:248) that assessing the effectiveness of an organization, either public or private, requires a number of relevant approaches, three of which are the System Resource Model, the Goals Model, and the Social Function Model.

Furthermore, regarding the organizational characteristics, especially technology, Bapemperda DPRD of Bone Bolango has used technology well. Bapemperda DPRD has equipped its staff with some supporting facilities e.g. the Internet and computers with several changes and adjustments in response to the technology development and 4.0 Era in which the technology development is incredibly rapid. Besides, the head of Bapemperda DPRD of technology development. He gives technical guidance and arranges seminars to add the staff's knowledge and skills.

Steers (1985:10) confirms that the characteristics of an organization consist of structure and technology. The structure is a relatively fixed relationship with which an organization manages its members to create an organization which covers some factors; such as control decentralization, the number of occupation specializations, the coverage of between-individual interplay formulation, and others. Structure, in short, is how to group some people to finish a task. Meanwhile, technology pertains to a mechanism of an organization to alter a raw input into a mature output.

Technology comes with many variants, including the variant of mechanism processes used in production, the variant of technical knowledge used to support the activities and hence achieving a goal, and others. Harvey (in Steers, 1985:99) conveys that the more advanced the technology used by an organization, the higher the level of structuralization which is the level of specialization, centralization, task specification, and others.

Referring to our findings and some experts' arguments as previously mentioned, the characteristics of an organization as an indicator of the effectiveness of an organization's performances, the Bapemperda DPRD of Bone Bolango's performances are good. However, the organization should pay more attention to some issues as the characteristics of an organization constitute the essential standards for the successful performance of the organization. In assessing the effectiveness of performances, we will see the working pattern which relies on the design of an organization's structure.

The characteristics of an organization comprise structure and technology. The structure is a relatively fixed relationship with which an organization manages its members to create an organization which covers some factors; such as control decentralization, the number of occupation specializations, the coverage of between-individual interplay formulation, and others. Structure, in short, is how to group some people to finish a task. Meanwhile, technology pertains to a mechanism of an organization to alter a raw input into a mature output. Technology comes with many variants, including the variant of mechanism processes used in production, the variant of technical knowledge used to support the activities and hence achieving a goal, and others.

The character of an organization, which is the structure of an organization, includes the area of decentralization. This particular factor will determine to what extent the organization members are allowed to make decisions. Another factor is the specialization of jobs which give opportunities to workers to develop by their expertise and hence releasing their innovations.

Besides, the formalization factor pertains to the level of an organization's adaptive ability to a perpetually changing environment. It is believed that the more formal the organization, the more difficult the organization to adapt. This formality allows an organization to reduce the regulations they stipulate, which certainly impacts its effectiveness as the factor contributes to employees' preoccupation. Employees will tend to be more bound to the organization and satisfied when given more responsibilities and variant of tasks.

Harvey (in Steers, 1985:99) argues that the more established the technology of an organization, the higher the organization's level of structuring which comprises the level of specialization, centralization, task specification, and others.

The effectiveness of an organization majorly builds upon how Indonesia successfully synthesizes technology in an expedient structure. The harmony between a structure and technology used greatly sustains an organization's achievement.

Jones (1994) believes that managers' apprehension of the effectiveness of an organization can strongly impact their abilities to use resources and thus to achieve an outcome (the value creation). The more productive and efficient the organization in using its possessed resources, the higher the value creation it achieves. Furthermore, Jones clarifies that control, innovation, and efficiency are top-three management which contributes to the effectiveness of an organization. The first management, control, is the ability of an organization to control its external milieu, acquire more resources, and interest its clients. We have to recall that an external milieu is dynamic due to its constant changes to which an organization must adapt. Besides, the ability of an organization to use its surroundings by wisely exploiting and forcefully protecting its resources shows off its ability to control them.

The second management, which is innovation, is the proliferation and elevation of an organization's expertise aimed to find novel methods and products of a service delivery process. Besides, innovation constitutes the acceptance or formation of new values considered more constructive, enhancing the ability of an organization to respond to, adapt to, and escalate its working mechanism. The third one is efficiency. It is a ratio of output to input, or in this case, the implementation of new methods to improve productivity. An organization must have technical abilities which are depicted by its level of productiveness and efficiency (a ration of output to input) of the possessed resources. Several aspects, including the quality of human resources, technology mastered, and management system will significantly contribute to outputs generated.

Steers (1985:4) comes with the conclusion that an organization is a complex unity which viably attempts to allocate its resources rationally to achieve a goal. In the research on the effectiveness of an organization, human resources and human behaviors appear to be the center of attention. Therefore, increasing effectiveness should be always initiated by researching behaviors in the workplace. Steers' definition regarding the effectiveness of an organization can be described by comprehending three interrelated concepts which are the optimization of goals, system, and the pressure on human behaviors in an organization.

Firstly, in regard to the optimization of goals, the success earned by an organization rests upon its ability to get and use its rare and valuable resources as smartly as desired. An organization must overcome the ordeals which potentially hinder their efforts and if not, it must look for the best alternative.

Secondly, in regard to the system, an organization is constituted by a variant of elements which support and complement each other. The elements are known to highly contribute to an organization's achievement.

Thirdly, in regard to human behaviors, individuals and groups' behaviors decide an organization's achievement.

The effectiveness of an organization depends on three perspectives which relate the main elements of an organization's system and how the elements affect each other to ease or inhibit the success of an organization. The concept of effectiveness confirmed by some experts on organization and management bear distinctive meanings, relying on what the referential framework is being used.

Stoner (1982:27) conveys the urgency of the effectiveness of an organization in achieving an organization's goal and the contribution of effectiveness to the success of an organization. Sharma in Tankilisan (2005:34) defines three criteria or standards for the effectiveness of an organization. These three criteria or standards involve both the internal factors of organization and the environmental factors upon where the organization is built (external). They are: 1) The productivity of the organization (outputs), 2) The flexibility of the organization and its form of success which adapts to both internal and external changes, and 3) No pressure in organization/conflicts between

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No.	Aspect Assessed	Research Findings			
		Plus		Minus	
		Finding	Impact	Finding	Impact
Characteristics of the organization	Standard Operating Procedures (SOP)	Mitigating and minimizing the errors or mistakes the members of Bapemperda made when they are finishing their tasks.	Overlapping regulations, bringing about poor organizational performances	More demands for the leader to consult when making a decision	
	Supports	Supports from all relevant stakeholders regarding the local regulation preparation	Poor community participation	Diverge outputs or local regulations	

In terms of the characteristics of the organization, we figure out that the design of the structure and the use of technology are two inseparable characters. In response to this finding, there should be an attempt which corroborates the standards or mechanism. By the means of the attempt, the design of the structure and the use of technology will be better managed. For example, the structure of Bapemperda as an organization refers to the technical guidance for the Board Attributes regulated by Permendagri on the Code of Conduct of DPRD. Besides, the use of technology should refer to the working mechanism. For example, the advanced development of technology must not excite any gratification or acts which potentially harm the state. A clear work mechanism is thus required to mitigate undesired probabilities.

A working mechanism, according to our findings, is described as standard operating procedures (SOP). As guidance for work, SOP significantly contributes to a corporate, especially when the corporate manages its employees to finish their tasks. The uses of the SOP are: a) Mitigate and minimize errors or mistakes made by legislative members when they are finishing their tasks as SOP functions as standards, b) Assist legislative members and make them independent, c) Elevate accountability, d) Create standards for work and become a reference for work evaluation, e) Help new employees more adaptive, f) Prevent overlapping tasks, and g) Help employees consistently finish their tasks.

The Local Regulation Establishment Agency (Bapemperda) DPRD of Bone Bolango is one of the board attributes and responsible for the establishment of local regulations. This agency is central in position because it relates to the regulation of the life order of both the nation and the state through a consensus made by legislative members who generate a policy product. By this event, the policy made should be built upon democracy and thereby representing public interests.

In practice, the legal product issued contains subject matters which cannot avoid political interventions. This situation occurs since the human resources, the legislative members, are all representatives elected in a political moment. Consequently, these political interventions impact legal products about to be issued. They, unfortunately, do not necessarily represent public interests due to predominant political interests. An ideal legal product should be responsive and met the standards for a representative policy which we can use when implementing it. Hopefully, the legal product can respond to the issues proliferating in the community effectively.

Through this article, we propose a developed research finding called CIS-Approach. CIS-Approach is the concept of developing research findings with some indicators been explained. CIS-Approach is expected to be understood by the implementing human resources, or legislative members' by which they formulate the establishment of responsive local regulations which meet the standards set by Propemperda. Figure 4.5 depicts the development of research findings.

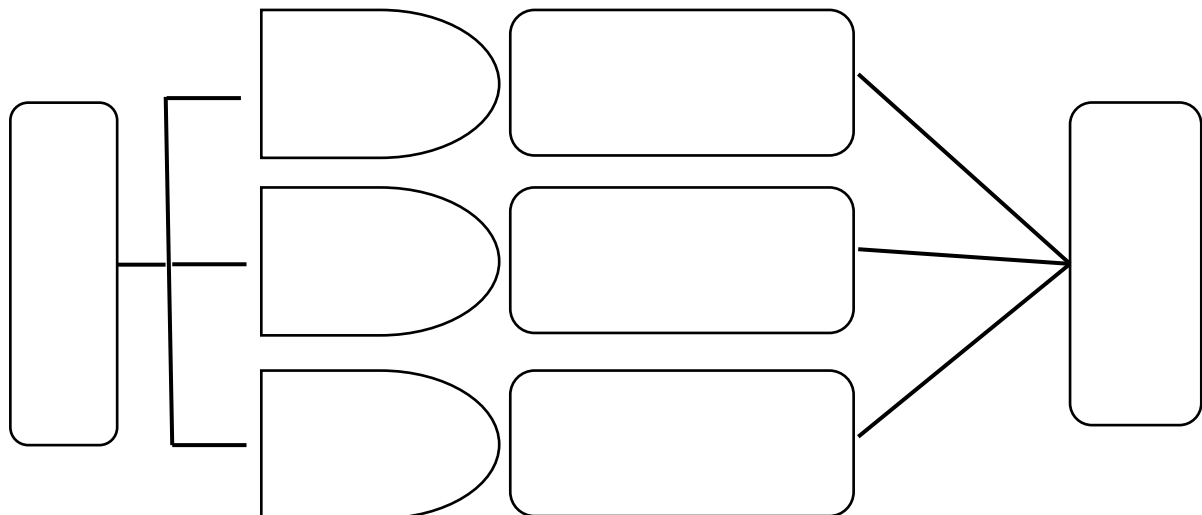


Figure 4.5 The Context of Research Finding Development

The description of Figure 4.5 is as follows:

1) The Linkage between Human Resources and the System

Human resources significantly contribute to organizations, especially in facing the rapid development of technology and information, globalization, and changes in both position and works, and the binding system. The human resources of Bapemperda are legislative members or several supporting workers contributing to the establishment of local regulations and other policy drafts. The linkage between human resources and the system applied by Bapemperda is thus crucial to achieve the goal and main targets.

The linkage includes what human resources can do so legislative members should give meanings and describe the binding system applied to finish activities in Bapemperda. The system includes SOP, cooperative networking, skills, and accountability the members of Bapemperda show. Therefore, human resources should analyze and identify SOP when making policies, preventing any colliding or overlapping policies. Besides, human resources should also maintain cooperative networking and elevate skills, either their knowledge or experiences, and be responsible for the policy product issued.

2) The Linkage between Human Resources and the Issue

In response to public needs by a means of policy product, human resources, or legislative members and other supporting workers, are the first resources which will be confronted with the actual needs in the field. We have notified that many programs are run to gather information regarding public needs. One of the programs is Reses as a place where the public can express their aspirations. Through this program, legislative members can get suggestive opinions which can be considered when making a policy product. In this session, we focus on the linkage between human resources and the issue.

The linkage intended is how human resources, who are legislative members, can apply another method besides Reses, which is the facilitator method to gather public aspirations. The second method enables human resources to get more aspirations by consistently conducted assessments relevant to the essential issues. To meet the public needs, human resources should interpret the central issues proliferating in the community, and in this interpreting attempt, they need supports from many parties. These supports can be in the form of cooperation with non-government organizations, public figures, and youth organizations to investigate issues and hence solutive policies. Furthermore, human resources should make effective strategies to gather public aspirations. They can use technology as a communicating means or media which targets urgent issues, arrange regular meetings and discussions with communities and others.

3) The Linkage between Human Resources and the Product

Local regulations have legal functions to realize legal certainties. To active the functions, local regulations should meet some requirements i.e. consistency, formality in arrangement and language, and harmonization. Local regulations should be in harmony with the statutory provisions. They must not contradict the supreme statutory provisions. Therefore, in making a local regulation draft, we have to pay attention to its coherence and cohesion with other laws. This activity should be supported by human resources (legislative members) who can give solutions to overlapping policy products.

In this session, we focus on the linkage between human resources (legislative members) and the policy product. The linkage intended is how human resources analyze the supreme regulations and thus the policy products they create are structural derivatives which are in accordance with the applicable principles. External parties, who are relevant to the field, should be engaged. For example, legal experts are engaged to identify to what extent a certain policy product does not collide with another. Another approach which can be implemented is considering the usability of the local regulations about to be issued, whether or not they are effective and efficient and the responsibility of human resources (legislative members) for public needs focused on a policy product. Those approaches are expected to generate responsive policy products which correspond to Propermpempera's targets.

IV. CONCLUSION

To sum up, the characteristics of an organization should be sustained by Standard Operating Procedures (SOP). The SOP should mention a sustainable development of the function of the organization to make Bapemperda more effective by 1) the members of Bapemperda participate in facilitating their needs, enhancing their structural and technical abilities to escalate the quality and quantity of the local regulations set; 2) Bapemperda should engage with all relevant elements to establish cooperative networking and collect valid information regarding what problems are faced by the community and what they need; and 3) Bapemperda should be responsible and willing to be public representatives to gather public aspirations through pro-community policy products

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