

**ORGANIZATIONAL CHANGE FROM MANAGEMENT BODY INTO PUBLIC
SERVICE AGENCY: STUDY AT MANAGEMENT CENTER OF BUNG KARNO
SPORTS COMPLEX JAKARTA**

Dedy Natrifahrizal

Padjadjaran University, Doctor Program of Public Administration Science

Jl. Bukit Dago Utara No. 25, Bandung 40135

ABSTRACT: *The purpose of this study is to obtain factual explanation of the phenomenon that the organizational change causes the goals of the Bung Karno Sports Complex (PPKGBK) Jakarta as a public agency service has not been achieved to support the national sport, and find a new concept for the development of the administration science, particularly in organizational change into Public Service Agency. The study used a qualitative research method with a case study approach through interviews and observation. The object in this study is the management of Bung Karno Sports Complex (PPKGBK) which located on Senayan, Jakarta. To validate analysis data in this study are using triangulation data technique. The results showed that organizational changes in the PPKGBK occur due to government policy. Organizational change was not done with a well planning and not follows the rules of the theory of organizational change that focuses on six aspects: people, culture, tasks, technology, organizational design, and strategy. Change is not only done in some aspects, but should cover all the aspects, due to that all aspect are interrelated and must be done on an ongoing basis. This includes consideration of the resistance. Furthermore, this study getting a new finding that based on the above six aspects studied in the context of organizational change, there is other aspect which also determines the organizational change that: Leadership.*

KEYWORDS: Organizational Change, Management, Public Service Agency, Bung Karno Sports Complex, Jakarta

INTRODUCTION

The Government of Indonesia has been doing steps of Bureaucracy Revitalization for improve public services. Pattern of Financial management to Public Service Agency (Badan Layanan Umum = BLU) is a reflection of the Bureaucracy entrepreneurial concept as step be intended. BLU concept to its principle of giving Financial Management Decentralization for government organizations who set in become BLU, both by Minister for central government organizations as well as the and the Governor / Regent / Mayor for government organizations at level of governmental of provincial / district / city. Decentralization meant can affect to occurred bureaucracy entrepreneurial, because that organizations functionally can make change in order to improve public service.

Act No. 1 Year 2004 about the State Treasury to Article 1 mention that BLU is a Government Agency established to provide services to society form of supplying of goods and/or services sold without priority to seek advantage and make activities based on the principles of efficiency and productivity. In its execution, BLU arranged by Government Regulation (PP) Number 23 Year 2005 about Financial Management of Public Service Agency in the last altered become Government Regulation (PP) Number 74 Year 2012 about Change On Government Regulation (PP) Number 23 Year 2005 about Financial Management of Public Service Agency.

BLU operates as work unit of ministries/agencies /local government with the aim of providing public service which its management based on authority delegated by pertinent mains agency or commonly called as agency. One application BLU conducted by the Government of the Indonesia Republic is changing the Management Center of Bung Karno Sports Complex (BPKGBK) which manages the sports area in Senayan Jakarta, became BLU of Management Center of Bung Karno Sports Complex (PPKGBK). PPKGBK formed into BLU on the mandate of Law Number 45 Year 2007 Article 4 paragraph 5 about National Budget 2008, where there is the appointment of Management of Sports Complex (Stadium) Bung Karno and Kemayoran Complex as the BLU in order to optimize non-tax state revenue (PNBP). To Agencies and government institutions mentioned can be given flexibility in managing resources to improve the service provided. Referring to the regulations mentioned above and as the basis of the administrative implementation, hence published Decree of Finance Minister of Number 233 / KMK.05 / 2008 dated 22 August 2008 which decide Management Center of Bung Karno Komplek Jakarta (PPKGBK) in the Secretariat of State as a government agency applying Public Service Agency Financial Management (PK-BLU).

PPKGBK manage sports area in Senayan, Jakarta because of the history of its land ownership. Bung Karno Sport area freed by the government at that time for carry out the Asian Games IV in Jakarta year 1962. Until now PPKGBK manage sports area covering an area wide of 279.1 hectares. PPKGBK is one of the BLU is unique because it manages state assets in the Bung Karno sport area to support the advancement of the national sport. This BLU is under the auspices of the State Secretariat Ministry which marginally have the administrative and technical service functions to the President and Vice President. Meanwhile, sports development is the authority of the Ministry of Youth and Sports. However, in the jurisdiction of Bung Karno sport area located in the province of special local government of Capital Jakarta.

Although PPKGBK now has organized as BLU shaped, but in fact throughout the observation period from 2010 - 2013, seen that the management of PPKGBK not meet the expectations of government and the public to support the advancement of the national sport. National sport achievement of decrease and from the phenomenon existing still a lot of problems and complaints expressed by the public as users of sports facilities. According Hellriegel and Slocum (1998: 581) when organizational changes facing the challenges caused, hence organizational change must be implemented fully in all aspects of the organization in the System Model of Change, that is aspects of people, culture, task, technology, design and strategy.

Based on the above description, hence problems of this research is PPKGBK management that has been converted into BLU not support the advancement of the national sport. Departing from the formulation of that problem, hence the purpose of this research were: 1) to analyze the management of Bung Karno sport area that has not been supporting the advancement of the national sport. 2) find a new concept for the development of administrative sciences, especially in relation to organizational change become BLU. The study of the theory used is system model of change of Hellriegel and Slocum (1998), organizational change must be organization wide in order to run effectively. The change models above describe an organization as six interrelated aspects and can be used as a focus of change, namely: people, tasks, design, technology, strategy and culture. The model presented in Figure 1 clearly shows that all these six aspects are interacting. Changes that occur in certain aspects can cause changes in other aspects.

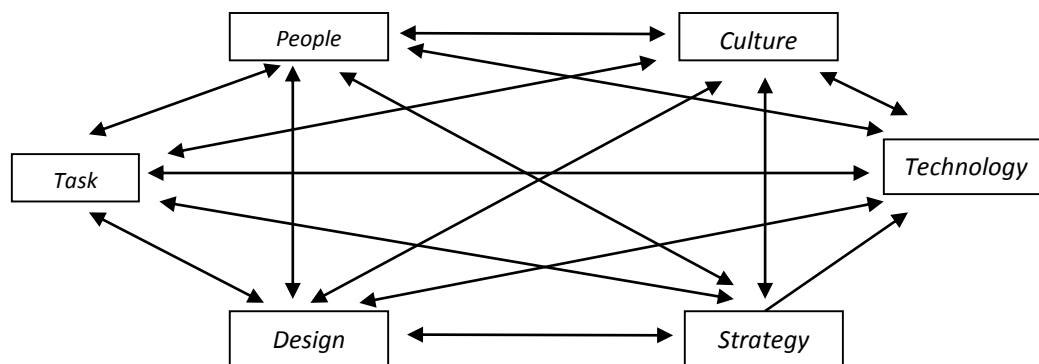


Figure 1 : System Model of Change of Hellriegel and Slocum (1998 : 581)

Organizational change is a form of efforts made so that institutions can grow and survive so that it can perform its functions optimally. Change is an inevitable part because people are always trying to life adapt. Change does not always give a good effect, sometimes just the opposite, so that the meaning of change is the shift from the previous condition into after condition. Discussion of changes and process changes are usually made through organizational change .At the planned changes, the direction is always heading towards better conditions and more effective from previous, as expressed by Jones (2010) that *organizational change is the process by which organization move from their current state to some desired future state to increase their effectiviness.*

Trigger factors that contribute to changes according to Siagian (1998 : 216) are as follows :

- 1) The development of science very rapidly.
- 2) Technological developments occur rapidly that has never been experienced by humankind before,
- 3) The occurrence of the process of political democratization, law supremacy and economics emerged in the form of increasingly strong demand among the people of the various rights,
- 4) Due to developments and technological breakthroughs that gave birth to the revolution of transportation, communications, information, the world is getting smaller so -called a global village ,

- 5) Geopolitical changes occurred with the end of the cold war , giving rise to renewed optimism among mankind .

Related to organizational change , Schermerhorn , et . al . (in Winardi , 2003: 4), explaining there are a number of organizational targets that can be modified and methods for face it, as in the following table :

table 1

Organizational Targets can to Modified and Methods for Face it

Target	Organization Methods which can be applied
Goals and objectives	Describe the overall mission, carry out the modification of existing targets; apply the principle of management by objectives
Culture	Implement clarifications, modifications and or create core beliefs and values in order to help shape the behavior of individuals and groups
Strategy	Modifications strategic plans; modification of operational plans ; modification of policies and procedures
Tasks	Modification of the design work ; apply enrichment work (job enrichment) and autonomous working groups
Technology	repair the equipment and facilities ; fix methods and work flow
People	Modification of the selection criteria ; modification recruiting practices; implement training programs and development ; clarifying the role and expectations
Structure	Modification of job description; organizational design modifications; coordination mechanisms; modification causes of authorities

Source : Schermerhorn, et. al. in Winardi (2003)

Organizational targets, as described by Schermerhorn , et. al. (in Winardi, 2003: 4) was similar to the concept of organizational system changes mentioned by Hellriegel and Slocum (1998 : 581) that systems models of change is model that describes the organization as six interacting variables (people, culture, task, technology, design, and strategy) that could serve as the focus of planned change .

An explanation of each of these variables are as follows :

- 1) *Task: variable that involves the nature of the work itself-whether jobs are simple or complex, novel or repetitive, standardized or unique.*
- 2) *Technology: variable that encompasses the problem-solving methods and techniques used and the application of knowledge to various organizational processes.*
- 3) *Strategic: variable that comprises their organization`s planning process and includes decisions about how the organizations chooses to compete.*
- 4) *Design: in the system model of change, the variable that pertains to the formal organizational structure and its system of communication, control, authority, and responsibility.*
- 5) *Culture: Shared beliefs, values, expectations, and norms of organizational members.*

- 6) *People: The individuals working for the organization, including their individual differences-personalities, attitudes, perceptions, attributions, needs, and motives.*

The purpose of the explanation Hellriegel and Slocum mentioned above are as follows:

- 1) Task aspects (task) explained that the involvement of the properties of simple or complex jobs, new or recurrent, standard or unique.
- 2) Technology aspect (technology) include problem-solving methods and techniques used in its application to the knowledge on the various processes of the organization.
- 3) Strategic aspects (strategic) includes organizational planning process, including the decisions about how the organization chooses the competition.
- 4) Design aspects (design) in the model system changes, relating to the formal organizational structure and communication systems, control, authority, and responsibility.
- 5) Cultural aspects (culture) is a common belief, values, expectations and norms of members in the organization.
- 6) Human resources aspect (people) are the individuals who work for the organization, including having different elements of personalities, attitudes, perceptions, attributes, needs, and motivations of each individual.

Research on organizational changes associated with the BLU been done by Rildo Anwar (Dissertation: 2009) with the title "Existence, Utilization and Prospect of Management Right (Study of the Management Right (HPL) Number 1 /Gelora on behalf of the Secretariat of State)". The research variables of Rildo is the existence, utilization and management rights of Gelora Bung Karno. According Rildo, management/utilization HPL in the future there are 3 (three) alternative of management institutions, namely: BUMN which shaped PT. Pesero, BUMN oriented public services (Public Company) and the Public Service Agency. In the framework of the institutional arrangement HPL No. 1 /Gelora, institutional model of BLU for today is the right choice. Finding result of Rildo research indicate they are problem relating with legal audit or review and discussion together as the basis for cooperation with third parties. Assets Bung Karno used by State / Government should be organized and clarified the basis of utilizing land on aboveground HPL No. 1 /Gelora, so as to create legal certainty and assets balance which accountable.

Research Faria Ruhana (Dissertation: 2008) entitled "Structuring Organization KPSDMP-KP in Garut, West Java Province". This research using survey method with the level of associative explanation. The analysis technique used is path analysis to determine how much influence the structuring organization and service quality. His research shows that there is significant influence between structuring the organizational and service quality. Structuring organization comprised of aspects of human resources, job descriptions, organizational design, organizational strategy, technology and culture significantly positive on improvement of service quality.

Organization for Economic Cooperation and Development (OECD) also conduct research on agencification which contained in the journal report "Distributed Public Governance: Agencies, Authorities, and Other Government Bodies" (2002), providing information and comparative analysis concerning the agency bodies to nine countries of OECD member, namely Canada, France, Germany, the Netherlands, New Zealand, Spain, Sweden, the United Kingdom, and the United States. Formation of Agency bodies in principle is effort agencification activities should

not be carried out by pure bureaucrat, but potentially more effective and efficient when held by institutions managed business style (business like). It is a necessity to improve the efficiency of public services and operates within the scope of the main ministry. Results of the OECD research from 9 (nine) countries studied only the Netherlands and the United Kingdom which form the agency bodies as a non-departmental public organization similar to the formation of the Public Service Agency (BLU) in Indonesia.

METHODS

This research uses qualitative research method by using case study approach. Determination of data sources and informants in this research divided into primary and secondary data. Sources of primary data collected by the researchers is the result of interviews with informants were divided into four groups of resources person / informants were considered relevant and able to answer every research problem, that is: The management of BLU PPKGBK; The Ministry of the Secretariat of State; Cooperation partners; Users facilities of Gelora Bung Karno. As for the secondary data, researchers used related documents that is regulations and policies concerning the BLU PPKGBK to strengthen discovery and complement the information that has been gathered through direct interviews.

Data collection techniques used in this research include: (1) In-depth interviews to the speaker / informant who is the primary data .; (2) Observation participation, which aims to get the data in greater numbers, more varied and empirical; (3) Study the documentation, that is by performing a literature review. The main instrument to collect data during this research is the researchers themselves. All steps are performed in the process of collecting registry of data in the field carried out by the modification concept of data collection activities of Creswell (1998: 110) as its reference.

To define or determine the validity of the research result data, hence is necessary to test and process of checking data is done by triangulation techniques, that is via check , re-check and crosscheck both to data sources or types of data itself in order to meet the scientific criteria as form of data validity testing to be produce a coherent justification in organizational change in the BLU PPKGBK.

RESULTS AND DISCUSSION

Researchers describe result from findings and analysis to organizational changes BLU PPKGBK through system models of change as expressed by Hellriegel & Slocum (1998), that organization change must be organizationwide to run effectively . The change models depict an organization as six interrelated aspects and can be used as focus from change, that is: people, tasks, design, technology, strategy and culture.

1. Human Resources (HR)

From the data obtained, HR PPKGBK has exceeded the productive age limit. More than 70 percent of employees there is a legacy of the past in where qualifications and standardization

both educational strata or technical capabilities have not become main base of reception, so it can not meet the needs of the organization.

GBK manager personnel regulations mention the retirement of employees appointed before 1994 is 60 years. While the data and found that many employees were appointed before 1994 have an educational background below S1. Placement PPKGBK personnel still not spread evenly and is not placed according to the its competence. The workload in each division and unit both in terms of quantity or level of education, the distribution and composition of the Human Resources (HR) in PPKGBK still unwell.

HR composition in PPKGBK more that have been aged over 50 years as many as 187 people from a total of 329 employees, or 56.84 %. In the number of employees who are not productive are just waiting for retirement. Besides human resources have backgrounds S1 to S3 only 82 people out of 329 employees , or by 24.92 %.

Jones (2010 : 270) explains that human resources is one of the targets of organizational changes in order to improve effectiveness. Human resources are an organizations most important asset. With that view, hence the best thing which can done is by ways of re-formulate of appropriate policies and rules to integrate a whole multiple diverse employees into a single view. It is inseparable from the role of leaders PPKGBK which policy regulate to recruitment of new employees to the process of its development, such as : recruitment, selection, training, assessment, until the award.

Job Description

From the facts found in the field, described by informants that action by division is almost always not synchronous with the unit. In structurally, the division was on top of the unit, but the de facto ruler of venues is unit. For this condition informants assess the need for improvement directorate and division in the body of PPKGBK organization itself.

Misunderstanding the meaning of the lines in the structure then provides an understanding of the Head of Unit that their direct supervisor is the Managing Director. Policy of Managing Director is run by a board of directors, but often Head Unit reporting directly to the Managing Director. This is because technically the Head of Unit to more understand the problems in the field.

Werther and Davis (1996: 127) explains that there are three phases of Job Analysis Information, that are (1) Preparation for Job analysis; (2) Collection of Job Analysis; (3) Application of Job Analysis Information. An understanding concerning of the job description can be obtained in various ways, like s asking to leaders. If the preliminary information regarding her job description has been obtained, then employees can develop it further by outlining a work standard in the form of working draft, which is then juxtaposed on the Standard Operational Procedure (SOP) that already exist. But ended will go back to the leadership courage to translate and implement policies.

Organizational Design

Ministry of the State Secretary considered not to have competence and knowledge to manage the sports complex. Since becoming a public service agency, PPKGBK assessed more slower because

not in rhythm with the parent. Added also, that form of BLU in this PPKGBK not given full authority to carry out their management duties.

Regulation of the Minister Secretary No. 2 Year 2011 about the Organization and Administration of the Ministry of State Secretariat provides that the duties and functions Kemsetneg is to provide administrative and technical services to the president and vice president in conducting state power. However, whole step PPKGBK must be approved by its main that is State Secretariat, so that the lines of communication seems to be biased. Gelora report and await instructions from the Secretariat Ministry. The conditions certainly have an impact on policies issued subsequently.

Organizational Strategy

Strategic plan have PPKGBK, until nowadays does not appropriate with the purpose of public service agencies. Based on the report of the Supervisory Board PPKGBK first semester of 2013, that vision PPKGBK that is realization PPKGBK as a work unit which reliable in managing and maintaining of structure and infrastructure the sports have international standard as a National Heritage area (National Heritage), in ways of professional, transparent, accountable in order to provide benefits for the greater interests of the state and society.

PPKGBK Strategic Plan based on decision of Managing Director PPKGBK No. 29 Year 2013 on Completing of business strategy Plan of year 2010-2014 dated 16 May 2013, mentioned there are plans revitalization of buildings or venues aged more than 50 years. But, based on the report of the Supervisory Board of PPKGBK first semester 2013 that spending of maintenance expenditures posts, capital expenditures, expenditures on equipment, shopping building, and the building is too small, it caused buildings in PPKGBK damaged due to lack of maintenance. The condition is caused due to budget savings undertaken by the manager who refers to the state budget savings pattern set by the Ministry of State Secretariat as main organization.

In addition to the above problems, the Government Regulation (PP) No. 74 Year 2012 on the Amendment to Government Regulation (PP) Number 23 Year 2005 on the Financial Administration of the Public Service Agency, Article 10, Paragraph (1) BLU arrange to five-year strategic business plan with reference to the Strategic Plan of the Ministry of State / Agency or the Regional Medium Term Development Plan. This matter more difficult for PPKGBK in formulating strategic plans in implementing the its vision and mission.

Report of the Supervisory Board of PPKGBK first semester of 2013 states that the information realization achievement of investment program up to June 2013 only Rp. 1.363 billion (16.61%) of the target of Rp. 8.211 billion. Investments are presented in the report is still very small to maintain the venues or buildings are so large in the region PPKGBK. Researchers also found a secondary data concerning the contribution of the Gelora Bung Karno in sport since 1998 - 2008 which indicates that the manager GBK giving and budgeted cost provides for assistance in the field of sports. However, after the organization was changed into PPKGBK (as BLU) under the auspices of the Ministry of the State Secretariat (2008) did not appear again in the Budget Business Budget (RBA) PPKGBK 2010-2013.

Siagian (2002 : 5) states that the strategy is an issue that is applied usually by top management to win "the battle" involving the organization. For the purposes of the statement of top management must know exactly what strength factors have organization, what weakness might be contained in them, what opportunities may arise and how to use it, as well as what threat is expected to arise and what ways that most effective for its facing.

Technology

As far as researchers, PPKGBK have made use of the technology in its management, such as the use of computerization in the administration and application in reporting, both that financial and human resources reports. Financial report in PPKGBK already integrated with the Ministry of Finance. PPKGBK also have a website that is www.gelorabungkarno.co.id that function serves as a means of information for the public. PPKGBK also been using CCTV in some management units, the using of information monitor of sports activities that are and will take place at the Gelora Bung Karno. But, for the maintenance and development of venues-existing at the Gelora Bung Karno, PPKGBK considered not follow to technology development. Understanding the technology that during time understood is only limited equipment which all computerized/robotic. Siagian (2002: 8) states that the various breakthroughs that occurred in the field of technology can contribute significantly to an increase in work productivity of an organization. When selected appropriately, technology can be applied to all kinds of activities in the organization.

Culture

Culture is identical to what was applied, but in reality components in the Gelora Bung Karno is human resource who has been less productive again , as expressed by informants that only a small percentage who have a sense of responsibility, feeling wanted more create on, but always hampered by group which difficult to change.

The statement indicates that most of them (employees) still have a old cultural paradigm, that is when Gelora Bung Karno still have status as Agency or even the foundation, and this really influence to other employees. As an example : lack of discipline, because previous not applied absent system. Employees also tend to be less innovative, relaxed attitude because the rules associated with staffing personnel in the old time is less strong so that employees tend to work without any performance indicators, only wait for time until his retirement at the age of 60 years.

DEVELOPING THEORY IN ORGANIZATIONAL CHANGES OF PPKGBK INTO BLU

Results of research and discussion shows that organizational change is not only influenced by the six aspects, but there is one aspect again that is considered researchers can influence the dynamics of the organization or even its amendments, namely the leadership aspect. That matter can be proved that until now PPKGBK in really not been able to achieve its primary purpose as BLU that has a public service function, because due to the decision or internal policies are sense still not enough to accommodate the main goal PPKGBK as BLU-oriented public services that participate to the enhancement national sport.

Leadership is one aspect that can be changed along with six aspects as mentioned previously. Changes in the leadership aspect PPKGBK course must be accompanied or otherwise, to accompany the other aspects so that changes can be done in synergy and thorough. Optimized change of leadership qualities to support organizational change for become the better

In the aspect of human resources, changes can be pursued together with the leadership aspect. Changes can be made when the process of recruitment / cadre and human resource development. So expected can influence enhancement to human resources quality of PPKGBK existing or newly recruited human resources, including at the level of the leadership ranks, according to the needs PPKGBK.

For the aspects of the job description, the quality improvement can also be done at the level of leader in strengthening understanding of the organization's work PPKGBK. With the special program that also allotment to the leadership circles PPKGBK, regarding the process of socialization and affirmation expected job description will not happen again misconceptions coordination.

While the organization design aspects of PPKGBK, leadership more important role in setting the organization's decisions and policies. Such as concerning of placement of the field or the role of existing institutions in PPKGBK accordance with their main task and vision mission go organization's oriented public service agencies in the field of sport. Although the work shape of the BLU PPKGBK conceptualized as a "given" of the Ministry of the State Secretariat, but with the change in the leadership aspect is expected later leaders can actively convey the its concept according to the needs of PPKGBK.

In the aspect of strategy, leadership certainly has an important role, because the policies and decisions in determining employment strategy (strategic planning) comes back resource to the leaders in formulating a work program. strategy have oriented on improving the quality and needs organizational can be heard from the leaders that in fact a better understanding of the field organization. With a clear strategic plan, hence can facilitate PPKBK in taking picture work program.

Leadership can influence of the technology aspect that existed at PPKGBK. When PPKGBK will undertake the technology development, of course, requires thinking, decision making and innovative creativity, these needs can be created if supported by state leaders who understand the technology required by PPKGBK.

Cultural Aspect even also not miss from role of a leader. Organizational change at this cultural aspect can operational fluent when improvement of organizational quality supported with appropriate leadership role. In meaning, the Leader also have a sufficient understanding of the culture, know the needs organizations, and can act as a role model guide to subordinates.

CONCLUSION AND SUGGESTIONS

Based on the results of research and discussion on the Management Center of Bung Karno Sports Complex (PPKGBK) Jakarta, can be take concluded that the organization's change in management body into a public service agency on PPKGBK to support of the national sport advancement, occurs because of government policy. The changes were not followed by spread all over changes by based on aspects: people, tasks, design, strategy, technology, and culture.

Related with sixth aspect be intended and based on the discussion of research, there is one other aspect that important role to the dynamics and problems that occur in PPKGBK changes, namely: Leadership. Aspects of this leadership can influence and be influenced by the sixth other aspects in organizational change. As for the suggestion from this study, that form of ideal organization design for PPKGBK is under the auspices of the Ministry of Youth and Sport, with attention to the function and purpose of the PPKGBK that formed.

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