Communication Design of Bureaucratic Organizations in Gender Perspective in the Government of South Tapanuli District

Elfi Yanti Ritonga¹, Syukur Kholil², Hasan Sazali³
¹,²,³Universitas Islam Negeri Sumatera Utara, Indonesia
eyritonga@gmail.com

I. Introduction

In general, in Indonesia, men are still dominant in terms of employment, education, and representation in government. Whereas the equality of men and women, especially in the government sector, has been guaranteed in the 1945 Constitution Article 27, paragraph 1 which reads: "All citizens are equal in law and government and are obliged to uphold the law and government without exception." Aprinta (2011) explain that the phenomenon of working women is not a new thing in society. The times have made there are no restrictions for a woman to work. With sufficient education, adequate skills and support from the environment, a woman can develop herself through her work. Competition in the world of work and opportunities is very open for women. For women themselves, work is

Abstract

This study aims to describe the communication design of bureaucratic organizations from a gender perspective in the South Tapanuli Regency Government. This research is a type of research qualitative descriptive. The data collection techniques used were observation and interviews. The results showed that: (1) the communication design of bureaucratic organizations in a gender perspective in the South Tapanuli Regency Government is structured and runs well, communication is established through programs that have been made, the regional secretary liaises with the heads of offices, the head of the office deals with staff from the district head and sub-district offices, the sub-district head with the village then the village head with the community, (2) Organizational communication is carried out in the form of meetings such as coordinating tasks to solve problems, (3) organizational communication designs in the form of written and oral regulations in implementing work programs to achieve goals, (4) work motivation, there are rewards given to employees and punishment when making mistakes and there is no difference in the treatment of attitudes and communication towards men and women, (5) the recruitment system in structural positions is based on ability, there is no nepotism and strict selection, the recruitment of honorary employees is adjusted to the needs of the field and educational background, (6) bureaucracy in a gender perspective In the South Tapanuli Regency Government there is no difference between men and women, including to become leaders and this is done democratically.

Keywords
organizational communication, bureaucracy, gender, government

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an opportunity to actualize them. Work allows a woman to express herself in a creative and productive way to produce something that is meaningful pride in you.

In fact, the involvement of women in decision-making in government is very small and the number of women in government institutions at the regional and national levels is also very small. Gender representation is impossible without recognizing the problems of local women and more importantly, listening to women's voices. Decision-making requires sufficient knowledge and information on women's issues, and it is very useful to involve women. This gap means that very few women hold formal structural positions in government (Saraswati, 2016).

These gender roles result from society’s interpretation of men and women’s biological differences. These interpretations of the biological differences between men and women have become accepted as normal and natural. The problem is that these roles limit the human potential of both men and women, and create fundamental inequalities within society. This however has a bearing on the dynamics of economic emancipation of the Tonga people in North Western Zimbabwe. Gender inequality refers to an imbalance of power between men and women in society. This is reflected in the fact that women have less political power than men, less economic clout, they have less say within the community, and are subjected to gender-based violence both inside and outside the home. (Monga et al, 2019)

Astuti (2012) explains that the number of female Civil Servants is more than male Civil Servants, however, women indicate that the large number of women in the bureaucratic ranks has not been able to match the quality aspect in relation to the position of female civil servants as leaders. Muzakkir (2018) shows that the results of research conducted on adult men and women, it turns out that women talk more in private conversations, meaning that it is not revealed from the woman's personality based on the results of interviews to take part in society, both in politics, government and in matters. things to be a motivator for development. While the admissions of the men interviewed, it turned out that some of them (men) were more involved in public talks. That is,

Talking about gender also implies the need for the involvement of men and women to understand indirectly changes in gender relations, which will be treated if there is a fairer and more equal balance between the sexes in society. Including women in the development process does not mean only as an act seen from the point of view of mere humanism. However, the role played by women in their participation in the development sector is an action in order to elevate the dignity and quality of women themselves. The involvement of women is an absolute requirement in an effort to achieve equitable development. Nurbaeti (2019) explains that the state cannot be prosperous if women are left behind, marginalized and oppressed. the state and nation that does not respect its women will never be great, either now or in the future. That women, both as citizens and as sources of human development, have the same rights, obligations and opportunities as men in all development activities in all areas of life.

Cheris Kramarae put forward a number of hypotheses about women's communication based on several research findings. First; women have more difficulty in expressing themselves than men. Second, women understand the meaning of men more easily than men understand the meaning of women. Third, women have created their own ways of expression outside of the dominant male system. Fourth, women tend to express more dissatisfaction about communication than men. Fifth, women often try to change the dominant communication rules in order to avoid or oppose conventional rules. Sixth, traditionally women have not produced new words that are popular in the wider community; consequently, women feel they are not considered to have contributed to language. Seventh,
women have a different concept of humor than men (Muzakkir, 2018). The discussion of men and women as an unequal exchange between those who have power in society and those who do not. Women are less able to articulate themselves / fight for themselves than men because the words in the language and the norms used are controlled by men.

Every organization whether it is government, private, educational, or non-profit organizations describes the way of life of its members. Therefore, each organization has its own characteristics, such as history, communication patterns, system of procedures, vision, mission, and strategy, which form a culture (Satria, 2017). If communication is not transparent, it can cause employees to see the organization as an untrustworthy institution or employees not to see how the organization is doing compared to competitors. Morissan (2009) explains that the purpose of organizational communication is (1) to provide opportunities for organizational leaders and their members to express their thoughts, views, and opinions regarding the tasks and functions they perform, (2) provide opportunities for all organizational apparatus to share information and give the same meaning to the vision, mission, main tasks, functions of the organization, sub-organizations, individuals and work groups within the organization, (3) provide opportunities for leaders and members of the organization to exchange information related to feelings and emotions, (4) coordinate as or all actions related to the tasks and functions of the organization that have been divided into parts or subsections of the organization. Organizations without coordination and organizations without communication are the same as organizations that display individual aspects instead of collaborative aspects. (3) provide opportunities for leaders and members of the organization to exchange information related to feelings and emotions, (4) coordinate as or all actions related to organizational tasks and functions that have been divided into parts or subsections of the organization. Organizations without coordination and organizations without communication are the same as organizations that display individual aspects instead of collaborative aspects.

Factors that become the main obstacle in placing women in structural positions are internal factors (resources used, communication, coordination and commitment) and external factors (power, community culture, characteristics of the bureaucracy), these two factors have positioned women in a structured position. It is difficult to compete equally with men. Although formally women and men have the same rights and positions in placing positions in structural bureaucratic positions, these two things make it difficult for women to compete (Sukri & Ekawaty, 2018). Silalahi & Rachmawati's research (2016) shows that there is no gender inequality in promotion, both female civil servants and male civil servants have the same opportunities for promotion.

The existence of women in the bureaucratic decision-making process is still not optimal. The progress of women's roles in bureaucratic leadership is not comparable between men and women. This symptom certainly has an impact on demands. Women must play their role in realizing a gender-biased democracy as well as proof of the maturity of a nation (Walahe & Nehrun, 2018). The importance of communication in an organization is an absolute thing. Communication is an important factor in an organization because the organization consists of a group of people who carry out joint activities to achieve common goals. Every member of the organization has a role, and to function these roles, communication is needed as a medium to achieve common goals.
Communicators are the source and the controller of all communication activities. Thus, the main source of failure in communication is the communicator because he or she does not understand the organization of messages, the selection of the right media, and how to approach the target audience. There are three conditions a communicator must meet, namely: (1) credibility (the level of other people’s trust in him or her), (2) attractiveness, and (3) power (Hafied Cangara in Wikanda et al, 2020).

Based on the explanation above, it can be concluded that the communication design of bureaucratic organizations in a gender perspective must be structured, programmed, do not discriminate in the treatment of attitudes, communication between men and women in government so that organizational communication can run well, employees can carry out activities for achieve common goals because each member of the organization has a role, to function these roles requires communication as a medium to achieve common goals. If an organization reaches a point where communication within the organization does not go well, then the organization's goals in achieving goals will not be achieved. This becomes an interesting study to do research in order to solve the above problems to get answers. On the basis of these thoughts.

II. Research Methods

This article is based on research using qualitative methods with a descriptive type of research that aims to describe the communication design of bureaucratic organizations in a gender perspective. Respondents who became the primary data source in this study were the Secretary of the South Tapanuli area, the head of the empowerment service for the protection of women and children, the head of the education office, the sub-district head, community leaders, religious leaders, political figures, council members and traditional leaders, totaling 8 people. There are 2 informants as secondary data sources, namely South Tapanuli government employees. The data collection techniques used were observation and interviews. Techniques to guarantee data validity, namely: (1) extending the time of participation of researchers in the field (2) increasing persistence of observations (3) conducting triangulation (4) using appropriate reference materials. The data analysis technique used by researchers was guided by the Miles & Huberman model.

III. Result and Discussion

Based on the results of research conducted on 8 respondents and 2 informants, the communication design of bureaucratic organizations from a gender perspective in the South Tapanuli Regency Government is structured, well programmed and does not differentiate between men and women in government organizations. Communication is established through a program that has been created, the regional secretary liaised with the heads of offices, the head of the department connected with staff from the district and sub-district offices, the sub-district head with the village then the village head with the community. The results of the interview with the regional secretary stated that communication with the community is to run the wheels of government properly, namely by being participatory and persuasive, establishing relationships and mingling with the community. There is harmony among different religious communities. There is a Ramadan safari and all officials come down to society. There is a Muharram safari and has a schedule for all villages and sub-districts. The existence of the Maulid Nabi safari, strengthening the role of religious figures with religious organizations such as Nahdatul Ulama, Muhammadiyah and alwasliyah. Organizational communication functions are
carried out both internally and externally to build better communication in creating a harmonious and prosperous society.

Organizational communication as the process of creating and exchanging messages within a network of independent relationships to cope with environmental uncertainty. (The process of creating and exchanging messages in a network of interdependent relationships to overcome uncertain environments). There are seven concepts that need to be considered, namely: process, message, network, interdependent, relationship, environmental, and uncertainty. Internal organizational communication and external organizational communication have a very important role in order to build a better organization. External communication with customers (custumers), intermediaries (intermediaries), suppliers (suppliers), competition, mass media and society in general are as important as it is for internal communication. In fact, the two must be integrated with each other (Goldhaber, 1986).

Organizational communication can be seen from two kinds of definitions, namely functional and interpretive definitions. Organizational communication is functionally defined as a performance and interpretation of messages between communication units that are part of a particular organization. In this case the communication unit in the organization always shows hierarchical relationships with one another and functions in an environment. What happens here is the performance and interpretation of messages among members of the organization which can happen at any time. Communication takes place simultaneously in relation to one another in the context of interactions that occur within the organization. It is also referred to as an organizational communication system (Pace & Faules, 2005).

Organizational communication in the South Tapanuli District Government is carried out in the form of meetings such as coordinating tasks to solve problems and avoid overlapping tasks. Internal conflicts within the organization can be resolved in joint meetings to find solutions to any problems that occur. In line with the opinion of Morissan (2009) that the purpose of organizational communication is (1) to provide opportunities for organizational leaders and their members to express their thoughts, views and opinions regarding the tasks and functions they perform, (2) to provide opportunities for all organizational personnel to share information and give the same meaning to the vision, mission, main tasks, organizational functions, sub-organizations, individuals and work groups within the organization, (3) provide opportunities for leaders and members of the organization to exchange information related to feelings and emotions, (4) coordinate as or all actions related to organizational tasks and functions that have been divided into parts or subsections of the organization. Organizations without coordination and organizations without communication are the same as organizations that display individual aspects instead of collaborative aspects. Pakbaz, Bigdeli, Moolaey & Ghaffari (2014) explained that communication barriers consist of four types, namely process, physical, semantic, and psychological barriers. (4) coordinating as or all actions related to the duties and functions of the organization which have been divided into parts or sub-sections of the organization. Organizations without coordination and organizations without communication are the same as organizations that display individual aspects instead of collaborative aspects. Pakbaz, Bigdeli, Moolaey & Ghaffari
(2014) explained that communication barriers consist of four types, namely process, physical, semantic, and psychological barriers.

Based on the results of the research conducted on respondents and informants that there is no difference between men and women in leading the South Tapanuli Government. Women have the right and are allowed to lead because what they see is based on the ability or potential of someone to lead without exception. Treatment of attitudes towards male and female employees of the South Tapanuli government there is only a difference when giving assignments, if the assignment given by the leader disturbs the nature of women as wives and housewives, then the task will be given to men who are in fact the breadwinners in the family. In the governmental treatment, there is no difference in the attitude of the leaders towards female staff and male staff. This is in accordance with the theory of feminism in organizational communication views all issues or topics concerning women working and careers in organizations or companies as the same or uniform. Women are seen as having needs or interests that cannot be ignored and are generally accepted by all women. Feminist thinking views women as members of a distinct organization (Morissan (2009)).

Feminists aim to fight for the rights of women as a social class. Feminist goals are gender balance and interrelation. Feminists, namely the women's movement to reject everything that is marginalized, subordinated, and denigrated by the dominant culture, both in politics and economics as well as in social life in general”. Feminists were born to seek gender balance and liberation of stereotypes of weak creatures and make women become independent human beings (Supratman, 2012). Gender is a cultural concept that seeks to make a distinction in terms of roles, behavior, mentality, and emotional characteristics between men and women that develop in society. Hilary M. Lips defines gender as cultural expectations for men and women (cultural expectations for women and men). This opinion is in line with the opinion of feminists, such as Lindsey, who considers all the decisions of society regarding the determination of a person as male or female are included in the field of gender studies (what a given society defines as masculine or feminine is a component of gender) (Suhra, 2013).

Gender is a concept that always tries to discuss the social problems of men and women equally. So far, it seems like defending women and always fighting for women's rights, because in quantity and quality, women are still left behind and experience various obstacles towards gender equality and justice. Meanwhile what is meant by the concept of gender is a trait inherent in men and women because it is constructed socially and culturally (Layli & Nurul, 2019). The existence of gender stratification has encouraged the birth of a social movement among women, which aims to defend and expand women's rights. With regard to the term feminism or often referred to as gender (Nurbaeti, 2019).

Feminism is a political attitude that is taken to see the power relations between women and men which are considered unequal. Inequality exists and is recognized as a form of social construction that continues to exist in culture and ideology. In it at the same time there is a need to be resistant to discourses dominated by certain cultures, races and genders. The approach that leads to the dismantling of culture and ideology links theoryfeminism (Rahman, Noerdin, Aripurnami & Yuningsih, 2005). TThis feminist theory views the equal rights of men and women in leading without exception and it is appropriate with those applied in the South Tapanuli district government.

Karen Lee Ashcraft (2005) describes four stages of development or trends in feminist thinking in organizational communication as follows:

1. In the early stages of the study of feminism in organizational communication, people prefer to see members consisting of men and women as a pair model due to gender differences (a binary model of gender differences). At this stage, attention is more
focused on the ways that men and women are universal and ignore the factor of time to carry out their duties or jobs in the workplace.

2. Feminist thinking views women as members of a distinct organization. At this stage, the discussion of gender is more focused on the problem of women who work as something different, outside the general norms (regarding women). As Littlejohn and Foss argued, discussing gender means discussing women as something other than the norm, as different).

3. The thought of feminism in organizational communication views all issues or topics regarding women working and careers in organizations or companies as the same or uniform. Women are seen as having needs or interests that cannot be ignored and are generally accepted by all women.

4. Gender differences are seen as an individual, no longer a universal problem that applies to all women. Gender differences are an interpersonal problem in organizations (Morissan, 2009).

   Based on research result that in a government there are rules that must be obeyed by everyone in the South Tapanuli Regency government. There are programs planned and their implementation according to what has been prepared. When something has not been implemented, either the program or regulation will be evaluated and there will be a follow-up to the regulations and programs that have been made. DThe leading nature must use those feelings and thoughts in line so that it is more democratic and friendly. Results of interviews with respondents that the main principle as a leader must have passion, loyalty, commitment, responsibility, sincerity and sincerity. The benchmarks for leaders in the South Tapanuli Regency Government are meeting the criteria in the regulations / job selection, being competitive, conducting psychological tests to see leadership talents so that there are good qualifications in leading. The psychological tests that are often used are the psychological tests at the University of North Sumatra and the Islamic University of North Sumatra.

   The results of research regarding organizational communication in the government of South Tapanuli Regency, namely communication between leaders and subordinates is well established, friendly, persuasive and there is no difference in communication between men and women. Communication in this case can be in the form of regulations in the form of written or oral communication when interacting on a daily basis in carrying out work programs to achieve common goals, so there is work motivation, punishment in terms of mistakes and rewards in terms of rewards. In communicating with the staff, the leaders in South Tapanuli district chose persuasive communication according to the salient characteristics of the staff. There is no difference in treatment in terms of attitudes towards male and female employees in the South Tapanuli Government. Motivation is an internal and external drive that influences a person's individual behavior in doing something. The relationship between motivation and organizational communication can be seen that there is an expectation that what is done produces good performance and will get rewards from the leadership. This can be understood by employees / members of the organization if it is socialized / communicated to employees / members of the organization. So, the organization in this case as a measuring tool to provide motivation by explaining what should be done well in the organization (Robbins, 2006).

   Bureaucracy in Government hold South Tapanuli Regency there is no difference between men and women, not authoritarian, but democratic. In accordance with the Max Weber's organizational bureaucratic theory that there is no nepotism for both men and women but based on the abilities and potentials possessed by individuals themselves. In served always avoid corruption / misappropriation of state money. This is in line with Max
Weber's theory of avoiding corruption. Results of interviews with respondents and informants that the bureaucracy in the South Tapanuli Regency Government fulfills the characteristics of the bureaucracy according to Max Weber's opinion that the characteristics that an organization must have to achieve rational bureaucracy, namely authority, specialization and impersonality.

The employee recruitment system in the South Tapanuli Regency Government is recognized by the employees as not being nepotic and purely due to the selection according to ability. Recruitment of honorary employees is tailored to the needs of the field and the educational background of prospective employees. In addition, all employees who belong to the State Civil Apparatus (ASN) group follow the central rules as a center for employee recruitment. Regarding the selection of a leader position, it is carried out through selection according to applicable regulations without any nepotism when the election takes place with a strict selection. Men and women have the same rights and opportunities to lead, what is seen is the ability or potential of the individual itself. Based on the results of research that the benchmarks for leaders must meet the criteria in the regulations / job selection, competitive, psychological tests to see the leadership talents of prospective leaders. So, there is a strict selection and based on qualifications when you want to become a leader. Not based on nepotism or discrimination against men or women.

The results of interviews with respondents and informants show that there is no gender differentiation in government organizations. Women also have rights and opportunities in the lead. Secretary's statement daerah is supported by head of the empowerment office for the protection of women and children, head of the education office, sub-district head, community leaders, religious leaders, political figures, council members, traditional leaders and informants. Karen Lee Ashcraft explained that feminism thinking in organizational communication views all issues or topics regarding women who work and careers in organizations or companies as equal or uniforms have the same rights as men. Women are seen as having needs or interests that cannot be ignored and are generally accepted by all women because they are seen adalah potential or ability (Morissan, 2009).

IV. Conclusion

The results showed that the communication design of bureaucratic organizations from a gender perspective in the South Tapanuli Regency Government was well-structured, programmed, and did not differentiate between men and women in government organizations. Communication is established through a program that has been created, the regional secretary liaised with the heads of offices, the head of the department connected with staff from the district and sub-district offices, the sub-district head with the village then the village head with the community. Organizational communication functions are carried out both internally and externally to build better communication in creating a harmonious and prosperous society. Organizational communication is carried out in the form of meetings such as coordinating tasks to solve problems and avoid overlapping tasks. Internal conflicts within the organization can be resolved in joint meetings to find solutions to any problems that occur.

Communication between leaders and subordinates is well established and between employees, friendly, persuasive and there is no difference between men and women. Work motivation, there are rewards given to employees and punishment when making mistakes and there is no difference in the treatment of attitudes and communication towards men and women. The recruitment system for State Civil Servants in structural positions is
without nepotism and is purely due to selection based on ability, there are no differences between men and women, not authoritarian, and done in a democratic manner. Recruitment of honorary employees is tailored to the needs of the field and the educational background of prospective employees. Selection of the position of leader is carried out through selection according to applicable regulations without any nepotism when the election takes place with strict selection. The bureaucracy in the South Tapanuli Regency Government is in accordance with Max Weber's organizational bureaucratic theory states that there is no nepotism for both men and women but based on their abilities and potentials and always avoid corruption / misappropriation of state funds when serving The bureaucracy in the South Tapanuli Regency Government has met the characteristics of the bureaucracy according to Max Weber's opinion that the characteristics that an organization must have to create a rational bureaucracy, namely authority, specialization and regulations.

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