Transparent communication in public agency - communication study of internal organizations in the process of public information services in sleman regency, Indonesia

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Abstract

Transparent communication is practiced by public bodies and corporation, but research on transparency in public bodies in Indonesia - after the era of Public Information Openness - has never been done. This study aims to reveal in depth the process of establishing transparent organizational communication in the Government of Sleman Regency, Yogyakarta Special Province, Indonesia.

The method chosen is qualitative research with a single case study approach (Yin, 1995). Data on the process and practice of transparent communication, as well as communication transparency attributes (substantive information, participation, accountability, secrecy) were collected through content analysis on two websites managed by the Sleman District Government; and in-depth interviews with staffs and Secretaries of the Communication and Information Agency (five informen) with an interview guide instrument.

Research results are as follows: 1) The process of establishing transparent organizational communication in the Sleman Regency Government was initially top-down and slow, from the Government to the citizen. Over time, the process of being "bottom up" increase in speed. After that, the speed of communication keep increasing in a continous manner and interactive-equivalent. 2) The strategic process of communication carried out by the Government is: (a) preparation, (b) setting up and installing internet equipment, (c) staffing of programmers, operators, information servants; (d) testing of service tools and information systems online and offline; (e) implementation; (f) monitoring, evaluation, and improvement; 3) Attributes of transparent communication have been applied in various ways: especially *Substantive information*: manifested in the type of All Time Mandatory Information, Periodic Mandatory Information, and Mandatory Immediate Information.

Keywords: transparent communication, substantive information, participation, accountability, Sleman Regency Government

Introduction

Transparent communication has been widely investigated in various countries in the world. Diverse viewpoints; sports (The European Journalism Center, 2013), information technology (Brajawidagda et al, 2015), management (Breggen, 2007), finance (Fung, 2014), health (Retamero & Galesic, 2013), and communication fields include mass media ethics (Dapko, 2012), public relations (Men, 2012), journalism (Men, 2012), corporate communication (Men, 2012).

Empirically, transparent communication research has been carried out in a number of countries. Includes business companies in the United States (Men, 2012; Men, 2014); business companies in China (Men & Baesche, 2015), Canadian State politics (Kozolanka, 2015), public institutions in Vietnam (Tran, 2016), Bangladesh government agencies (Charu, 2017), and agricultural college students in Florida and Iowa City (Rumble and Irani, 2016). Since it was promulgated in 2008 and regulated in Government Regulation (2010), the Public Information Openness policy in Indonesia has not been studied from the point of view of transparent communication - except Indarto (2012). Pratikno (2012) examines Public Information Openness from politics; Subhan (2016) from Public Administration, Ardhrianti (2015) from the groupthink theory, Wibowo (2016) phenomenon of law; and Zulaikha & Paribrata (2017) from the Theory of Public Information. So, this study focuses on how the process of forming transparent organizational communication - in the Public Information Disclosure policy - in the Government of Sleman Regency, Yogyakarta Special Province.

The concept of transparent communication was developed by Brad R. Rawlins (2008); Men (2012); Men (2014) with the following definitions or definitions:

An organization's communication to make available all information releasing information to employees wheter plus or minus in nature that is accurate, timely, balanced and unequivocal, for the purpose of enhancing reasoning abilities for employees and holding organizations - accountable for their actions , policies and practices. The attributes of transparent communication are participation, substantive information, accountability and secrecy. Attributes of participation with indicators statement of active involvement, feedback, detailed information and ease of access to information. Substantive information with indicators of the relevance of information, clarity, completeness, accuracy, reliability and legality of information. Accountability with indicators of the extent to which organizational information has generated controversy, comparative information with standardized references. Secrecy with statement indicators that reflect the level of openness or confidentiality, the level of information bias in the use of language by the organization, and the level of disclosure of information is hurt by the needs of the organization (Rawlins, 2008).

Method

The method chosen is qualitative research with a single case study approach (Yin, 1995). Data on the process and practice of transparent communication, as well as communication transparency attributes (substantive information, participation, accountability, secrecy) were collected through content analysis on two websites managed by the Sleman District Government; and in-depth interviews with staffs and Secretaries of the Communication and Information Agency (five informen) with an interview guide instrument.

RESULTS AND DISCUSSION

1. Strategic- Programatic Process in the Field Covers Public Information Openness / Transparent Communication

In detail, the strategic-programmatic process carried out in the field includes six steps. *First* , preparation. Preparations were made by the Sleman Regency Government through the preparation of rules of regulation in the form of regulation or rule making. Operationally the Bupati stipulates Regional Regulations by means of deliberations or in collaboration with the legislative level at Sleman Regency; namely the Regional People's Representative Council (DPRD). This means that in a formal juridical manner the stipulated regulation is the result of deliberations on cooperation between the Bupati and the DPRD. As for the decree being made and stipulated, the responsibility for implementing the decree is on the shoulders of the Sleman Regent. Likewise, when the organization's determination was in the form of the Sleman Regional Board of Communication and Informatics, this preparation was carried out by the Regent, and after formally the Head of the Communication and Information Agency was appointed and given a Decision Letter, operational responsibility regarding the management of the Communication and Information Agency - which carried out communication transparency in the framework shoulder of the Head of Service. As such, it is the Head of the Communication and Information Agency that technically and operationally implements the second to sixth steps - as part of

the assessment of the duties and responsibilities of the Head of Service. The decision of the Head of the Sleman Regency Communication and Informatics Service Number 74/2017, on the List of Types of Excluded Information, is one of the tactical steps of preparation so that information services in the context of transparent communication can be carried out properly, referring to the legally written standard rules.

Second, tool *settings* ; *hardware* and *software. The* Sleman Regency government has and operates a website / website through the address www: //slemankab.go.id. This site is general in nature; all information regarding Sleman Regency and its policies can be seen on this website. What was then developed was: 1) adding a new menu in the form of "PUBLIC INFORMATION" on the sleman district government page; and 2) create a new special website for the purposes of public information services, with the address: http: //www.ppidslemankab.goid . Because the "parent" or "umbrella" already exists, the programmer who is given the task to set up the equipment and the new system just needs to add, or connect with the home-parent

Third , preparation and mobilization of human resources or staffing. The Decree regarding the determination of the Organizational Structure and Head of the Kominfo Office of Sleman Regency, of course, was accompanied by the determination of staff assigned to the new office. Part of the Communication and Informatics employee is a transfer from the Department of Transportation, and part of it is the result of new civil servant recruitment in 2015 which was then placed and worked starting in 2016. Staffing and mobilization of HR is tailored to the needs. among Civil Servants (PNS), also - in part - recruited with honorary special employee status, meaning non-civil servants. In essence, human resource mobilization can make the Office of Communication and Information Office run according to its function, that is, basically, to serve the needs of public information services for Sleman community members, and anyone who needs information services. In addition to offline staff, programmer-capacity employees are also recruited in this staffing process. Programmers are mainly tasked with setting up, playing and upgrading the system so that the system runs smoothly and if there are obstacles it can be handled properly.

Fourth , test and repair the system and equipment. Setting and installing the tool can be done quickly. But filling in the content or content of the page needs to be tested for some time. The trial aims to ensure that the equipment can function properly; and more than that, the two-way communication between the government and the community can run smoothly. The function of the programmer, in testing, is to arrange the deficiencies, weaknesses and inconsistencies in the website to be overcome.

Fifth, the implementation of a permanent communication system. Starting in 2017 the service of information through the website / page has been well structured; and continually perfected. In addition to internally (the Kominfo Sleman Regency office), the implementation of the system is also felt and experienced by applicants or users of information, namely residents of the Sleman community. From them, various inputs were obtained. That is, during this permanent implementation continuous improvement was also carried out; commitment that continues to be built by the Ministry of Communication and Information Technology for the best service.

Sixth , implementation - monitoring - evaluation - improvement. Because it has been permanently implemented; coupled with staff who have functioned according to their respective main tasks and functions; then monitoring is regularly carried out. The purpose of monitoring is to know the system performance. Has it been running according to the target and ideal performance; or does it still need to be improved so that ideals can be established. Internally there is a routine quarterly monitoring process. Two kinds of monitoring: first, the content of the information contained on the page; and second, for direct services. Three-monthly monitoring is carried out by a team of 11 people; formed by the Head of the Communication and Information Agency; every month of the meeting; and every three months the results of writing about the recapitulation of the monitoring results for all Dinas pages in Sleman Regency are delivered by the Team to the Head of the Service - including Districts (a total of 48 OPDs). From the results of the monitoring report - it is expected to be useful internally. That is, the head of the Office will also read and participate in admonishing the admin at his Office to improve performance. From around two years moniroting and the results of written evaluations (a total of eight times a written monitoring report) there have been developments. A part of the website of the Service, whose value is not yet good, has improved itself. Initially there were many OPDs whose websites had not been organized; now more and more OPDs are more organized. Among other things,

thanks to monitoring and improvement of internal performance (improvement) in the Office in coordination with the Kominfo of Sleman.

2. Public Information Disclosure Services / Transparency Communication Through Two Locus: "Window" and "Living Room"

The information window - a page - in today's digital age is a necessity. The trend of online services - fulfilling the demands of regulations in the Public Information Disclosure Act, "cheap, easy, practical" - is also increasingly sought after by citizens / communities. Practical, just click "And the information or data needed is immediately obtained immediately. The Sleman Regency Government manages information requests through this" window "locus; even in the last year the applicant - and information requests - are dominant through the virtual media. The capacity and ability of *online* media to store and distribute and redistribute information (or data) in large numbers (*big data*) is very beneficial. It benefits the communicator (Government) or communicant (citizens); because the transfer and transformation of information is a mainstay.

Meanwhile services with an "offline" locus or direct service in the office are getting smaller or little information. Citizens take care of information requests directly in the office or through a service desk for data or information types that really cannot be solved with online media. That is, different and evolving from the previous phase, the current phase of the online locus becomes dominant, and the offline locus becomes less and less. For example, academics conduct research within the Sleman Regency Government. Data that can be accessed online - on the page, and on social media which is enough to "share" or click "share" - will be added. Only if there is other data that cannot be retrieved (access) via online (because it is physical, it must meet with the officer, there is no pdf format, there is no online application path) that the researcher came to the office in question. Then request the data and information needed. Online first, just offline. In summary, the "window" locus was prioritized; and if the information sought is not in the "window" then the applicant enters the "service guest room" at the owner's house - comes to the Sleman Regency Government office, to the relevant Office.

3. Attributes of Communication Transparency: Substantive Information, Participation, Accountability, Secrecy

The attributes of transparency communication include four: substantive information, participation, accountability, confidentiality. ***The first attribute, substantive information*** , in transparent organizational communication is realized in three types or categories of public information exchanged (served by the Government: Kominfo Sleman); namely: 1) periodic mandatory information, 2) mandatory information at any time, 3) information immediately. These three types of substantive information are provided and announced by the Ministry of Communication and Information in accordance with the provisions; namely compulsory periodically (Article 9 of the UU KIP) regularly, regularly within a certain period of time; and consists of: a) information relating to public bodies, b) information regarding the activities and performance of relevant public bodies, c) information about financial statements; uploaded at least six months. Information immediately (Article 10 of the KKIP Law) is spontaneous data / information, at that time and important; that is, which can threaten the lives of many people and public order; such as sudden disasters, outbreaks of Dengue Fever, information on PLN electricity disruptions, and improved road information and transfers. Also information at any time (Article 11 of the KIP Law), includes eight types: a) List of all public information under its control, b) Results of activities of public bodies and their considerations, c) All existing policies and supporting documents, d) Project work plan including estimates of annual expenditures of public bodies, e) Agreement of public bodies with third parties, f) Information and policies submitted by public officials in meetings that are open to the public, g) Work procedures for employees of public bodies related to community services, h) Reports on services access to public information.
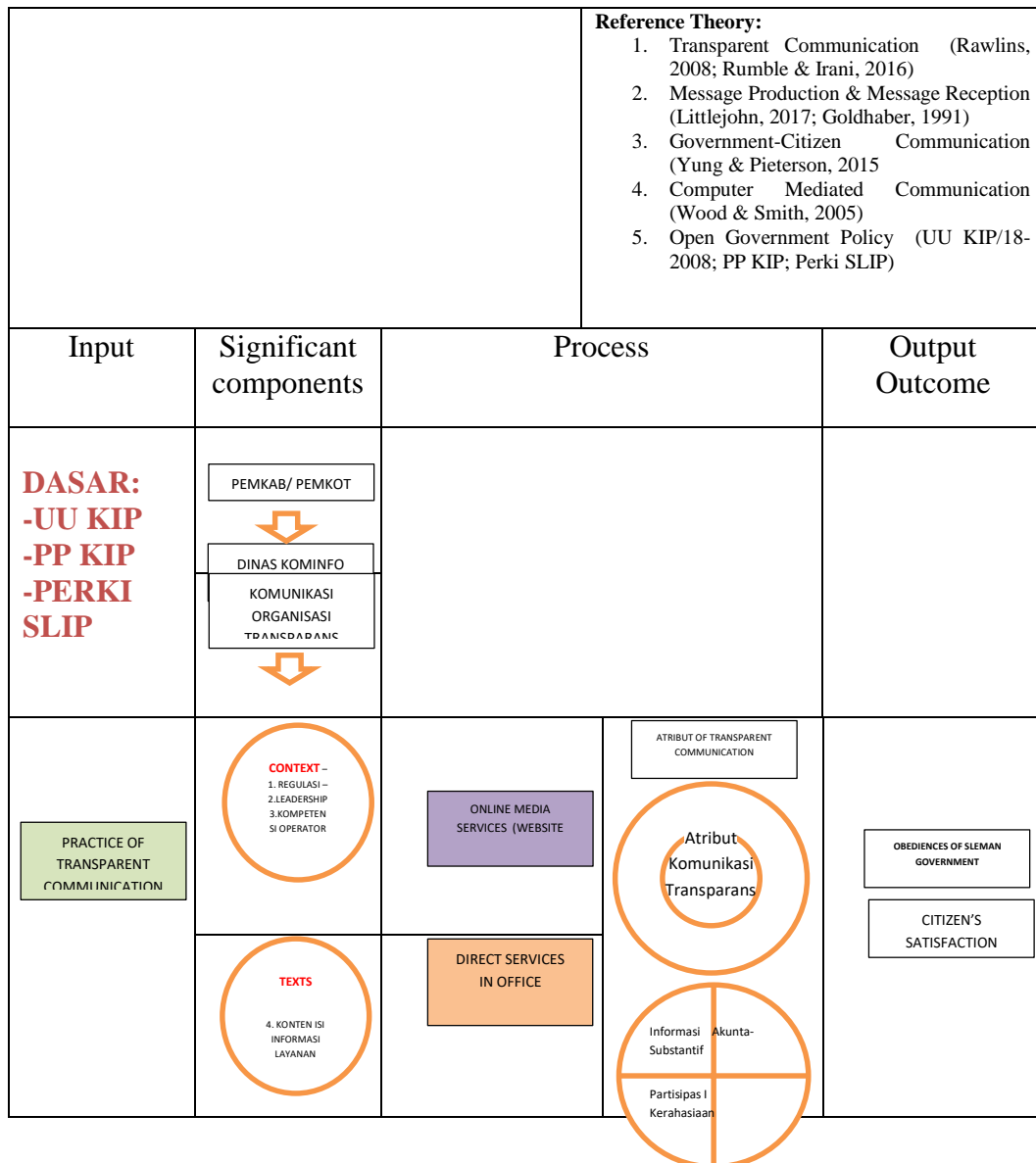
The second attribute, participation , is the level of internal involvement (Kominfo team) and the level of involvement of citizens / communities / applicants and users of information in the transparency communication process carried out by the government through Public Information Services. Internal team participation includes: a) when planning information services - done by a team (with the head of the Office Head) sorting out the types of public information that is open and excluded (: closed); b) when carrying out the information management process - done through monitoring and evaluating the work team at the Information and Communication Agency along with reporting to all Dinas / OPD in writing every three months. While externally, the participation of the community of applicants and users of information services is done through the process of "application" and "access or

acceptance and use / use of information" obtained. These requests and receipts, as already mentioned, are more online. In one day, information requests can reach 20 people. Physically, citizen participation in information requests at the service desk (Office) is little, or less than through *online.* In one day only about five people formally applied . In various agencies and local government organizations (OPD) the same thing happened. For the Dikpora Office of Sleman Regency, it is a service with quite a lot of information requests - after the Ministry of Communication and Information.

The third attribute , accountability , is that all tasks and information services can be accounted for because they refer to the predetermined rules. Both the standard rules at the center (UU KIP, PP on Implementing the UU KIP, PERKI SLIP) and the region (Regulation of the Regional Information Commission of the Province of DI Yogyakarta); also internal regulations at the Sleman Regency Government level and (specifically) the Ministry of Communication and Information. That is, regulation becomes a work reference, and therefore, can be accounted for legally and managerially. Its accountability is guaranteed. Negatively, from the other side, accountability indicators can be seen from the lack of complaints (complaints) on the information services provided, and the small number of public information disputes (SIP) filed by the community / residents requesting information to the management of public institutions; both the Ministry of Communication and Informatics and other agencies and OPD (including Kecamatan) in the Sleman Regency. In a positive way, accountability can be assessed by obtaining the award of Public Information Openness from the Information Commission of the Province of DI Yogyakarta to the Government of Sleman Regency. In 2018, an award of 8 received by the DIY Provincial Information Commission consists of: 1) Depok (the best sub-district in DIY) , 2) BKPP - Education and Training Personnel Agency (best District / City OPD), 3) PD BPR Bank Sleman (best BUMD in DIY); then the number (winner) two / three consists of 4) the second best category PPID Main: PPID Utama Pemkab Sleman; 5) the second best sub-district category in DIY: Ngemplak Subdistrict; 6) the best third category of Regency / City OPD: Small and Medium Enterprises Cooperative Service; 7) best four categories of Regency / City OPD: Office of Communication and Information; 8) appreciation award: DPRD Sleman Regency (this information is also included in the *Kedaulatan Rakyat* daily ad , 25 October 2018 page 2).

The fourth attribute, secrecy, is formally viewed through a list of confidential information - which is a small number. In formal regulations, a Decree of the Head of the Kominfo of Sleman Number 74 / Kep.Ka.Din / 2017 has been issued concerning the List of Excluded Information. The regulated information content includes: 1) Population data and documents, 2) health data and information, 3) personnel data and information, 4) data on memorandum documents, official texts and letters between Public Bodies or Intra-Public Bodies, 5) data and information about finance, assets and the process of procurement of government goods / services, 6) data and information related to licensing. This means, in proportion, there is less secrecy in government agencies, and conversely the more the amount / volume of information that is open (open) and can be known and accessed by the public / citizens. Examples of detailed information "excluded" like this add more and more and more open the number and type of public information served. The gray room is smaller - changing with a clear status: information that can be opened alias accessed legally. That is, "space light "wider for all three types of information; and the "dark space" is getting smaller or narrower, for the type of information excluded - the "original" category (see Figure 1).

Figure 1
Mindset of Research Analysis

Input	Significant components	Process	Output Outcome

Reference Theory:
1. Transparent Communication (Rawlins, 2008; Rumble & Irani, 2016)
2. Message Production & Message Reception (Littlejohn, 2017; Goldhaber, 1991)
3. Government-Citizen Communication (Yung & Pieterson, 2015
4. Computer Mediated Communication (Wood & Smith, 2005)
5. Open Government Policy (UU KIP/18-2008; PP KIP; Perki SLIP)

DASAR:
-UU KIP
-PP KIP
-PERKI SLIP

PEMKAB/ PEMKOT

DINAS KOMINFO

KOMUNIKASI ORGANISASI TRANSPARANS

PRACTICE OF TRANSPARENT COMMUNICATION

CONTEXT –
1. REGULASI –
2.LEADERSHIP
3.KOMPETENSI OPERATOR

TEXTS
4. KONTEN ISI INFORMASI LAYANAN

ONLINE MEDIA SERVICES (WEBSITE

DIRECT SERVICES IN OFFICE

ATRIBUT OF TRANSPARENT COMMUNICATION

Atribut Komunikasi Transparans

Informasi Substantif   Akunta-

Partisipas I   Kerahasiaan

OBEDIENCES OF SLEMAN GOVERNMENT

CITIZEN'S SATISFACTION

4. Results Of Transparent Communication Implementation: Double Effect

Communication between transparency organizations within the Sleman Regency government - in the end - needs to be seen as a result. There are two concrete results; first, internally the government, namely the obedience of the Sleman government (as a public body) to formal regulations at the central and regional levels as well as internal; second, externally the satisfaction of citizens or the applicant community and users of information is its size. In each period of time (annual), the Ministry of Communication and Information asks residents to provide an *assessment* of information service performance. In 2018 the level of community satisfaction for the performance of the public service of the Ministry of Communication and Informatics is 90 , 06 percent; index that shows formally good value numbers. Although, the sample taken is too little or small compared to the population of the applicant and information users; but this is part of a small indicator of the performance of information services revealed by the Sleman Regency Communication and Information Agency.

CONCLUTION

1. The process of establishing transparent organizational communication in the Sleman Regency Government was initially top-down, from the Government to the community; or "up" to "down". Over time, after a program of public information disclosure - especially through pages - began, the process began to change to "bottom up" (from citizens to government) and subsequently it was relatively interactive - equal; repeatedly between the functions of communicators (government) and communicants (citizens) even among citizens. This happened mainly because Public Information Openness (since 2016) was a "new item" at that time; and now (2019) after walking for more than two years, they are accustomed to becoming "ordinary goods".

2. The strategic process of communication that is carried out managerially by the Communication and Informatics Service Team and its implementers is the following six steps: 1) preparation / preparation, in the form of translating decisions towards implementation; 2) setting and installing equipment, especially communication and internet information technology for information service systems through online, 3) providing and mobilizing Human Resources, both programmers, operators, information service employees; 4) test online and offline service tools or information systems, as well as corrective actions so that they become more qualified; 5) permanent implementation of information service systems - in online and direct offline services in offices and service desks; 6) monitoring-evaluation-improvement; namely routine activities to monitor and assess the quality of information on the page, and on the basis of written assessments, report to the admin in each Dinas / OPD (including sub-districts) to be repaired as needed.

3. The transparency communication attributes have been applied in various ways:

3.1. Substantive information: manifested in three types of mandatory information, namely Mandatory Information at Any Time, Periodic mandatory information, and Mandatory Information and Merta.

3.2. Participation: internal participation applies to the engagement of information management teams to serve continuously requests for information according to the rules,

3.3. Accountability: accountability is carried out with work SOPs based on applicable rules, so that all processes and products produced are accountable.

3.4. Secrecy: manifested in special information categories (List of Excluded Information).

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