

Bureaucratic Communication in State Administration Transparency

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Keywords: Transparency, Information Services, Information Disclosure, Good Governance, Information Disputes, Bank Indonesia, Banking Transparency.

Abstract: One of the ways to implement transparency state administration transparency is by applying Law Number 14 of 2008 concerning Public Information Openness (UU KIP). UU KIP aims to realize good governance, which is transparent, effective, and efficient, accountable, and can be accounted through the principle of providing fast, easy, simple, and low-cost information services. However, in its implementation, it is often constrained by the characteristics of bureaucratic communication. Bank Indonesia integrates the Information Management and Documentation Officer (PPID) with the contact center to speed up information services. Research through this case study found that to overcome the characteristics of bureaucratic communication, Bank Indonesia encouraged the placement of information service solvers, created Memorandums of Understanding (MoUs) between contact centers and Work Units, and internal memos to ensure that the deadline for information services is not exceeded. If the deadline was exceeded, an information dispute might occur

1 INTRODUCTION

The government encourages the realization of good governance, which is transparent, effective, and efficient, accountable, and can be accounted through the enactment of Law Number 14 of 2008 concerning Public Information Openness (UU KIP). This objective is explicitly stated in Article 3 letter (d) of UU KIP (Central Information Commission, 2015: 2). To fulfill it, Public Agency is obliged to carry out 3 (three) actions, namely appointing an Information and Documentation Management Officer (PPID), making a Standard Operating Procedure (SOP) for Management and Public Information Services and compiling a Public Information List (DIP) and an Exempt Information List (DIK) through the consequence test process.

For the public, transparency in the administration of the state opens access for citizens to play an active role in knowing public policymaking plans, participating in public policy decision-making, and overseeing the implementation of public policy. UU KIP not only regulates what Public Agency needs to do in building an information service system but also procedures and periods for the public to receive the information requested, as well as the mechanism to reject information requests.

According to Birkinshaw, Patrick (2010: 29), *freedom of information means access to individuals as a presumptive right to information held by public authorities. Reasonable and clearly defined time limits for the right must be in operation. In some regimes, it is restricted to citizens or residents within a legal regime. The right must be defined in law to be a right.*

Public Agency according to Article 1 number 3 of the UU KIP are executive, legislative, judiciary, and other bodies which main functions and duties are related to the administration of the state, which part or all of the funds are sourced from the State Revenue and Expenditure Budget and/or Regional Revenue and Expenditure Budget, or non-governmental organizations as long as part or all of the funds come from the State Revenue and Expenditure Budget and/or Regional Revenue and Expenditure Budget, community contributions, and/or abroad.

The PPID position as coordinator in the management, service, and documentation of public information did not exist in a government agency, but later, this task is attached to the Government's Public Relations (PR) function. This is a new challenge for Government Public Relations because the previous PPID position was not included in the government agencies' structure. The solution is then to attach

PPID to an existing position (functional). At this point, the characteristic of bureaucratic communication has the potential to hamper information services. On the one hand, the principles of information services require timely, easy, simple, and low-cost services. On the other hand, one of the bureaucratic communication's characteristics is a hierarchical pattern of authority (authority), which allows information disputes to occur, due to the lapse of time in responding to requests for information.

2 LITERATURE REVIEW

Moenir (in Ramadhani 2015: 744) defines service as series of activities that take place routinely and continuously that covers the entire life of people in society, and states that public service is an activity carried out by a person or group of people on the basis of material factors through systems, procedures, and certain methods in the framework of business, to fulfill the interests of others in accordance with their rights.

Information is defined in Article 1 paragraph (1) of UU KIP (Dipopramono: 2017, 288) as information, statements, ideas and signs that contain values, meanings and messages, both data, facts, and explanations that can be seen, heard, and read, which are presented in various packaging and formats in accordance with the development of electronic and non-electronic information and communication technology.

Organizational communication plays an important role in achieving organizational goals. Hardjana, Andre (2016: 42-43) defines organizational communication as the display and interpretation of messages between communication units that are part of an organization. An organization consists of communication units that are interconnected hierarchically and functionally in an environment.

Organizational communication in information services based on UU KIP takes place in a public agency or government agency as bureaucratic organizations. The research uses Weber's Theory, which states that efficiency is related to a hierarchical pattern of authority (Romli, 2014: 184).

According to Faules, Don.F, and Pace, R.Wayne (2018: 46), one of the ten characteristics of a bureaucratic organization, according to Weber, is the authority to carry out the obligations given to the position. That is, the only time that a person is given the authority to perform official duties is when he is legally occupying his position. Weber called this a legal authority. Authority is authorized by the belief

in the rule of law. In such a system, obedience is based on a set of principles, not on a certain person. These characteristics include having to follow directions from his superior officer, regardless of who occupies the higher office.

Weber, in Littlejohn, Stephen W, and Foss, Karen A (2014: 363-364), said that the big bureaucratic principles, according to Weber, are authority, specialization, and rules. The best way to organize rational-legal authority is by hierarchy. In other words, superiors have more bosses. Hierarchy is explained by regulations within the organization.

This functional PPID structure involves Work Units (Satker) or other divisions, which in public bodies, are hierarchically characterized by echelonization. Legal authority is given to the official who functioned as PPID, whose hierarchically responsible for coordinating information services. However, in practice, the information service department does not necessarily have a higher hierarchy or echelon than functional officials in other Satker or divisions who control the information requested.

If the obstacles in coordinating information requests at the Satker are too long and exceeds the period of information request, it may result in an informal dispute. Information services in UU KIP require a period of response or fulfillment of information. When a community submits a request for information, PPID has a 10 (ten) day time limit to respond and can request an extension of 7 (seven) working days. If they do not obtain a response or are not satisfied with the PPID answer, they can submit an objection to the PPID supervisor.

PPID supervisors have 30 (thirty) working days to answer objections. If they are not satisfied with the response from the PPID supervisor or the PPID does not respond, then the public or information requester can submit a dispute to the Central / Provincial / Regency / City Information Commission. The time limit to submit a dispute is 14 (fourteen) working days after the 30 (thirty) working days time limit, for PPID supervisors to respond to an objection, expired.

Previous research was conducted by Aat Ruchyati and Trie Damayanti, published in *Interact Journal*, Atma Jaya, with the title "Communication of Government Apparatus Bureaucracy in the Implementation of the Law on Public Information Openness (Case Study in the Office of Communication and Information of West Java Province)". The results showed that the implementation of the bureaucratic communication strategy was good and the SOP of the West Java Province Diskominfo by applicable laws and

regulations. The obstacles include limitations in aspects of human resources, institutional aspects, and aspects of the political will of the leadership of public institutions, where they do not understand the role and function of Government Public Relations in the era of comprehensive information disclosure.

This study will further describe the synergy between contact centers and PPID in providing information services to the public, to prevent information disputes which are caused by the lapse of time in fulfilling information requests.

3 METHODS

This research uses a qualitative approach. Bogdan and Taylor (Moleong: 202 in Djamal, 2015: 9) explain that qualitative research as research that produces descriptive data in the form of written or oral data from people or behaviors that can be observed. The method used is a case study, with material collection through document studies and interviews. The essence of case studies, the main tendency of all types of case studies, is to try to explain the decisions about why the study was chosen, how to implement it, and what the results are (Schramm, 1971 in K.Yin, Robert, 2015: 17).

The case study was conducted at the Non-Ministry Public Agency, namely Bank Indonesia, considering that Bank Indonesia is one of the recipients of the 2018 Informative Public Agency award in the monitoring and evaluation process

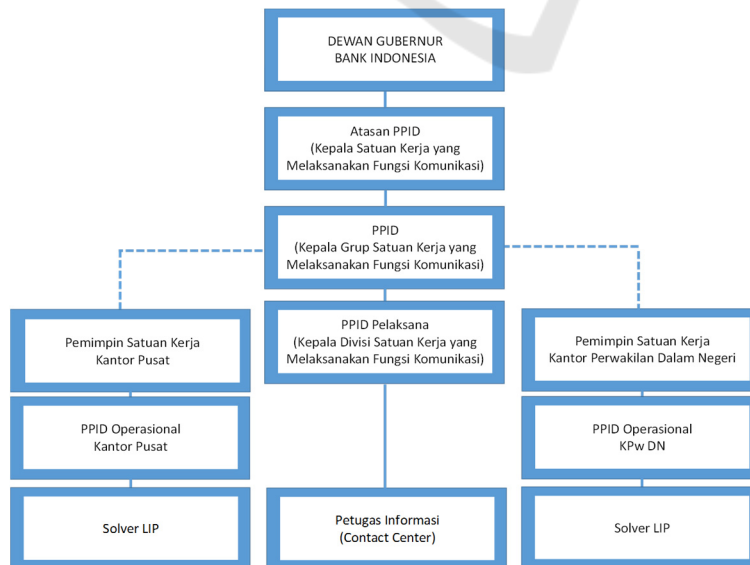
conducted by the Central Information Commission. This research is aimed to describe the obstacles to implement transparency in the administration of the state by public government bodies, and how to overcome them, so that it can be adopted by other public bodies. This research also contributes to the academic field in the field of communication, especially bureaucratic communication.

4 RESULT AND DISCUSSION

Bank Indonesia's Information and Documentation Management Officer (PPID) is formed through Bank Indonesia Board of Governor Regulation Number 10/10 / PDG / 2008 concerning Bank Indonesia Information Management and Bank Indonesia Board of Governor Decree Number 14/46 / KEP.GBI / INTERN / 2012 concerning Information and Documentation Managers at Bank Indonesia. Not only based on Act Number 14 of 2008 concerning Public Information Openness (UU KIP), information services for Bank Indonesia also formed as part of the implementation of Bank Indonesia Act Number 23 of 1999 which demands accountability and transparency in every implementation of its duties, authorities, and budgeting of Bank Indonesia, in which one of the ways is by publicly communicates information to the public.

The PPID structure, as established by Bank Indonesia, is shown in Chart.3 below:

Chart.1 Bank Indonesia PPID Structure



Source: Bank Indonesia

Bank Indonesia regulates services and coordination of information in the Internal Governing Board Member Regulation Number 19/11/PADG INTERN/2017 regarding Public Information Services at Bank Indonesia (PADG LIP). The PPID supervisor position is held by the Head of the Communication Department. The official one level below him is the Head of the Group in the Communication Department. In carrying out their duties, PPID is assisted by Implementing PPID and Operational PPID. The Implementing PPID saves and announces periodic information and information that must be immediately announced, which have been obtained from all of the Work Units (Satker) at Bank Indonesia.

Whereas the Operational PPID is tasked with providing a List of Information to PPID and submitting information and/or documents that fall into the category of information that must be announced periodically and information that must be immediately announced automatically by its Satker to

PPID. In information services, PPID has the vision to be the best PPID in the nation in the context of realizing Bank Indonesia that is credible and the best in the region and meets the international standards. Its mission is to create a reliable and trusted PPID in providing information for all stakeholders.

The Information Management and Documentation Officer (PPID), with a *contact center* called BICARA (BI Call and Interaction), receives requests for information via telephone 131 or comes directly to the *visitor center*. Requests for information are mostly completed within 1 (one) working day by a *contact center* integrated with PPID as an information service desk. During May 2019 (Chart.2), for example, in 1 (one) month they received 6,750 requests for information with the theme of the 3 (three) major information requested being around the rupiah (23.6%), the Financial Services Authority (Information Services System Finance / SLIK) as much as 13.32%, and the payment system - BI RTGS as much as 10.13%.

Chart.2 Information Services for May 2019



Source: Bank Indonesia

The existence of the *contact center* supports the information services provided by PPID, and this resulted in Bank Indonesia to never yet experience an information dispute since the *contact center* was established. Before its existence or at the end of 2010, PPID faced an information dispute at the Central Information Commission, although, the Board of Commissioners in Decision Number 54 / XI / KIP-PS-MA / 2010 decided that the request for information was dropped because the Petitioner was absent from the hearing without any clear reason.

Through the information services provided by BICARA, the public does not need to wait for 10 (ten) working days, as stipulated in UU KIP, to be able to receive responses of requests for information. Moreover, to raise objections to the PPID supervisors. BICARA increases the effectiveness of public information services and prevents information disputes by responding to requests for information in less than 24 hours.

The procedure is as follows; requests for information coming in through BICARA are recorded by the *agent*, including the information applicant's

data and the requested information. If the requested information is available and regarded as public information, it will be immediately provided to the applicant. However, if the requested information is included in the classification of information such as *selected*, *top-secret*, and *restricted*, then it must first be coordinated with the PPID. PPID has classified the types of information that can be disclosed as well as confidential before the enactment of UU KIP.

In addition to receiving requests of information, BICARA also accommodates complaints by *stakeholders*. The complaint may concerns several things, namely:

1. Direct complaints
2. *Stakeholders* were not satisfied with answers related to requests of information which were submitted to the *contact center* and/or PPID.
3. *Stakeholders* were not satisfied with the solution submitted by BICARA and the Satker, related to their complaints.

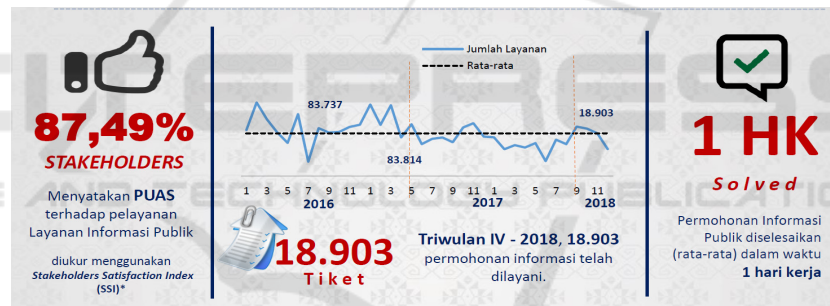
These complaints or claims opened the space for public participation in improving Bank Indonesia's

performance, especially in information services. BICARA is committed to prioritizing BI's strategic values, which *include trust and integrity - professionalism - excellence - public interest - coordination and teamwork*. BICARA contact center supports the implementation of BI's communication policy by actively disseminating accurate and valuable data and information to the public.

4.1 Coordination of Information Services

The *contact center* serves thousands of requests for information every month. As an illustration, in the fourth quarter of 2018, the contact center served 18,903 requests for information that could be completed in less than 24 hours or 1 (one) working day (Figure 3). Of this figure, 87.49% of information applicants expressed satisfaction with the quality of services, and questions regarding the payment system - BI RTGS- were the most requested by the public.

Chart. 3 Quarter IV Public Information Services Report in 2018



Source: Bank Indonesia

The number of requests for information decreased in the first quarter of 2019 to 16,618 requests for information. Of this figure, 16,618 expressed satisfaction with the quality of Bank Indonesia's information services. The decline in the number of

information services was 2,285 from the fourth quarter of 2018 to the first quarter of 2019, due to the shift of BI checking information services to the Financial Services Authority (OJK) as of January 2019 (Chart.4).

Chart. 4 2019 Public Information Service Quarterly Report I



Source: Bank Indonesia

The Human Resources (HR) of *contact center* totaled 60 (sixty) people, which consists of *agents*, *leaders*, *solvers*, and *content creators*. The agent handles information requests that come through all *channels* of information service. *The solver* in information services functions as a *hub*. If there is a request that *the agent* cannot fulfill, the *agent* will report to the *leader*, which then the *solver* coordinates it with the Satker and PPID. In the Regional and Overseas Operational PPID, the *solver* can also function to provide public information services.

Before UU KIP, Bank Indonesia had an Information Acquisition Classification List (DKPI) that classified which information can be provided to the public and which information was *confidential* or secret. Therefore, making it easy for the *contact center* to answer requests for information because everything is in the DKPI database. After Bank Indonesia improved its information services, the DKPI was then converted into a Public Information List (DIP) and an Excluded Information List (DIK).

In one *case*, for example, the request for information was posted on behalf of Siti Budi Fatmawati as the attorney of the Nitiredjo clan. The family claimed to own shares in PT Bank Tani Umum in *De Javasche Bank*. In essence, this family asked for the disbursement of shares, which in the past had been saved at *De Javasche Bank*. They have already taken legal proceedings through court, not only this year, but requests for information were made in 2017. Bank Indonesia has answered that this information is not within the authority of Bank Indonesia; however, this case was reported to the Ombudsman.

For requests for information similar to this case, the *contact center* coordinates with the *solver* and PPID. Then PPID analyzes the files submitted and coordinates with the Legal Department (DHK). This is because PPID does not master technical detail regarding the legal position of the case for an application for information that has gone through the court.

In coordinating the substance of requests for information with other Satker, although have been set out in the Structure and Standard Operating Procedures (SOP) of PPID, it still requires an internal memo signed by officials at the same position level. If the PPID is informed of which Division is in charge of information, then the memo requesting information to the Satker is signed by the PPID held by the Head of the Strategy and Management Communication Group.

However, if the PPID does not know which information is in which Division, then the memo from the PPID will be signed by the PPID supervisor. This

PPID supervisor then sends a memo to another Head of Department, for example, the DHK, to request this information. Technically, inter-leader memos sometimes take more than 10 (ten) days because the leadership constraints are not in place, and so on.

This becomes an obstacle for the *contact center* and PPID in information services, bureaucratic coordination attached to positions, and authorities through the submission and signing of internal memos, which are often constrained by technical problems. In order not to exceed the period for requesting information, PPID usually handles it by sending letters in parallel to the information requesters. The content of the letter requested an extension of time to respond to requests for information because it is coordinating with the relevant Satker.

Another solution is to trace the existence of the current memo proactively. Then, if the content of a request for information has the potential to become an information dispute, the coordination with Satker is carried out until the name or team that will represent BI to attend the public information dispute hearing at the Information Commission is provided.

However, a memo is not needed when there is a Memorandum of Understanding (MoU) between the *contact center* and the Satker, including the Payment System Department (DPSP) and the Financial System Stability Department (DSSK). If an MoU exists, the *contact center* only needs to coordinate via email to the Satker. Another obstacle is if there is a Division that moves the Department. The MoU then became invalid with the Department's move.

Internal memos also apply when providing information, in the case of updated information that must be provided and announced regularly, because this type of information must be proactively conveyed to the public through media that is easily accessible, for example, the website. If there is information that is *updated* or a new policy, prior to the publication, it must first be conveyed through *knowledge sharing* with the *contact center* and compiled a *Frequently Asked Questions* (FAQ) which will be submitted to the *contact center*.

This *knowledge sharing* forum is also done through internal memos between leaders of the same level, for example, between Department Heads and Department Heads or Group Heads to Group Heads. For example, when a *contact center* receives a request for information regarding the rules of Financial Technology (Fintech). In the case where the information is not owned, and the information applicant conveys that the regulation exists. Thus, the Head of the Group or PPID will write a memo to, for

example, the Fintech Department to conduct *knowledge sharing* about the product.

The existence of this internal memo becomes important in the process of fulfilling information requests and the information service process given the length of time required to fulfill it. However, aside from being a formal internal communication media, the memo is also used when problems might arise in the future. There are written records that are archived.

5 CONCLUSION

The existence of a *contact center* minimizes and even prevents information disputes due to the deadline for information fulfillment. *Contact centers* integrated with PPID fulfill requests for information in less than 24 hours by telephone 131 or come directly to the *visitor center*. Data for the fourth quarter of 2018 showed that there are 18,903 tickets for information fulfillment. Then in the first quarter of 2019, the number dropped to 16,618 tickets for information fulfillment. The decrease in the number of requests for information was due to the shifting of services of *BI checking* to the Financial Services Authority (OJK).

PPID regulates information service procedures through the Internal Governor Board Member Regulation Number 19/11 / PADG INTERN / 2017 concerning Public Information Services (PADG LIP) at Bank Indonesia. Specific information requests which are not provided in the *Frequently Asked Question* (FAQ) in the *contact center*, are then processed further by PPID. Unfortunately, PADG LIP has become a system that runs by itself in coordinating information services. To encourage information services, there is an MoU between the *contact center* and the Satker, the placement of *solvers* in the Satker, and using internal memos between officials at the same echelonization level so that PPID can obtain information that is available at the Satker to fulfill the request for information.

The contact center and PPID proactively asked the relevant Satker about the existence of the memo so as not to exceed the period for fulfilling public information. On the other hand, the PPID also sent a letter requesting an extension of time in answering requests for information to the applicants. Internal memos are also needed when *updating* information that must be provided and announced periodically.

Related to these constraints, Researcher suggested that in order for an information symmetry, that is in the form of understanding Law Number 14 of 2008 on Public Information Openness (UU KIP), an

information services *workshop is required*, also how to deal with information disputes in each Satker. Although Satker is not directly related to information services or information disputes. However, it is expected that with the existence of the *workshop*, the Satker understands how PPID must serve information within the specified time limit and the risks in dealing with information disputes. *)

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