



The Meaning of Public Information Openness Communication in Village Government of Central Java

Agus Triyono^{1*}, Ahmad Sihabudin² and Dewi Widowati³

¹*Broadcasting Study Program, Faculty of Computer Science, University of Dian Nuswantoro, Imam Bonjol st No. 207 Semarang City, Central Java, 50131, Indonesia.*

²*University of Sultan Ageng Tirtayasa, Raya Jakarta St Km. 4, Pancanangan, Cipocok Jaya, Serang, Banten, 42124, Indonesia.*

³*University of Sahid Jakarta, Sahid Sudirman Residence, Jenderal Sudirman St. Kav 86, Jakarta, 10220, Indonesia.*

Authors' contributions

This study is a collaborative work of three authors AT, AS and DW. Author AT contributes in research design and writing the first draft of the manuscript. Authors AS and DW provide suggestion to author AT for the manuscript's improvement. All the three authors read and agree with the final manuscript. All the three authors are responsible for the content of the study.

Article Information

DOI: 10.9734/ARJASS/2019/v9i430132

Editor(s):

(1) Dr. Alina Georgeta Mag, Department of Teachers Training, University Lucian Blaga of Sibiu, Romania.

Reviewers:

(1) R. I. Osarenren-Osaghae, Ambrose Alli University, Nigeria

(2) Alan Garfield, University of Dubuque, USA.

(3) Auschala Chalayonnavin, Thammasat University, Thailand.

Complete Peer review History: <https://sdiarticle4.com/review-history/51920>

Original Research Article

Received 03 August 2019

Accepted 08 October 2019

Published 26 October 2019

ABSTRACT

Village government as one of the public institutions must implement public information openness on all its activities based on Law no.14 Year 2008 concerning public information openness and Village Law No. 6 Year 2014. This study used cognitive dissonance theory to analyze the meaning of public information openness on village government officials in Central Java. This research aimed at finding the meaning of messages conveyed by the village government about public information openness. Moreover, this research used qualitative approach through case study method. In addition, research data are obtained through interviews, focus group discussions and observations. Meanwhile, post positivism paradigm was used to analyze all the findings of this study. The findings of this study indicate that human resources working in the village government have

*Corresponding author: Email: agustriyono7@gmail.com;

not completely understood the meaning of information openness. This may due to a lack of socialization and information on public information openness. Many of them interpreted it differently. Thus, there were several village officials conducting a violation in information openness.

Keywords: Meaning of communication; village government; information openness.

1. INTRODUCTION

Village government as one of local governments in Indonesia is required to practice good governance in conducting its governmental activities. This includes the obligation to conduct management of governmental communication which prioritizes on transparency. Village government also needs to involve many stakeholders in its governance. Information openness is intended to enable the public society to obtain various informations about the policies and practices held by the government. Communication management implies the optimal use of human resources and technology to establish the relationships among people [1].

“Communication management implies the optimal use of human and technological resources to promote dialogue between people.” The implementation of communication management conducted by village government significantly depends on its own human resources by adjusting to the existing technological development. This system ideally may establish accountability in the implementation of good village governance. Implementation of village government concerning information openness is regulated in Village Law Number 6 Year 2014 Article 24. This law states that one of village governance principle is openness. In addition, Article 26 Paragraph (4) Letter (f) stipulates that in conducting his duties, the Village Head is obliged to implement the principles of Village Governance which are accountable, transparent, professional, effective and efficient, clean, and free from collusion, corruption, and nepotism.

On the other hand, Law of *Keterbukaan Informasi Publik* or *KIP* (English term; Public Information Openness (PIO)) Law No. 14 Year 2008 has specifically regulated information openness for public offices and/or agencies. Village government in this case is classified as a public agency since it is one of the institutions whose funding sources from the APBN and APBD. APBN stands for *Anggaran Pendapatan dan Belanja Negara* (English term; National Budget of Indonesia). This (APBN) is Indonesian

National financial plan approved by the DPR or *Dewan Perwakilan Rakyat* (English term; House of Representatives) which aims to support Indonesia's development. This national budget (APBN) annually records all the national government's earnings and expenses (January 1 - December 31). In addition, the draft of Indonesian national budget (APBN) is arranged by the Ministry of Finance of the Republic of Indonesia which is then approved by the House of Representative. This is stated in Chapter VIII of the 1945 Constitution of the Republic of Indonesia Amendment IV Article 23 concerning National Budget (APBN). On the other hand, APBD is a local (province, regency/city) government financial plan which is arranged and agreed both by the local government and local House of Representative (Indonesian term: DPRD stands for *Dewan Perwakilan Rakyat Daerah*), and determined by each local government regulations. This APBD is arranged for 1 year period aiming to support local government development. The regulation stated in Village Law is actually still general. However, Law of PIO has detailed regulation on the mechanisms or how public agencies deliver the information as well as how the public obtain the information.

Based on Law No 14 Year 2008, this information must be provided by the government;

a) Public information has a classification which has been regulated in the law, i.e. 1) Information that must be provided by a public agency within a certain period on a regular basis. For instances: financial report, public agency's performance report, etc. 2) Information that must be provided by public agency immediately and spontaneously as it involves the lives of many people. For example: Disaster warnings, social riot, etc. And 3) Momentary Information, for example the results of decisions and policies, project work plan, etc. The classification is an important part for the public to be able to know about public information openness as stated in Law No.14 year 2008.

b) Public information exempted in Law No. 14 year 2008 are as follow; the excluded information

is contained in Article V. In general, there are 2 types of excluded information. *First*, procedural exception. This means that public agencies possess the right to reject an information request because the procedures have been specifically regulated outside the PIO law. *Second*, substantial exception. It means the exclusion of information because it is declared by the law as excluded information. This occasionally includes 3 fundamental securities, i.e. information that can endanger the country, information relating to business protection, and information relating to personal rights (Article 17 of Law of Public Information Openness).

Public Information Openness is necessary to be understood by village government officials. This surely needs good cooperation and support from all parties, public community, Village Government, and other stakeholders. Accordingly, the information needed by the public can be well conveyed without a long waiting.

Village Law No. 6 of 2014 and Law on Public Information Openness No. 14 of 2008 are aimed to encourage public participation in the process of formulating public policies. In addition, it is necessary to increase the active role of the public in making public policy as well as to improve management and information services in public agencies to produce qualified information services.

Village governments in recent years receive an allocation of funds used to improve the lives of rural communities. The large number of villages classified and the large funds provided must result in maximum benefits as well.

As the author has examined the data in *Komisi Informasi Publik Daerah* or KIPD (English; Regional Public Information Commission of Central Java), the analysis result shows that village government has lack of knowledge about Law of public information openness. In addition, not many public including village community know the existence of this agency. This causes many village governments differently interpret information openness. As a result, there are some village government officials caught in legal cases. One of them is due to there is no information openness. The large number of village government officials involved in legal cases is because of the non optimal information openness becomes the focus of this study to be further investigated.

1.1 Problem Formulation

1. How do village government officials interpret public information openness based on Law No.14 Year 2008 and Law No.6 year 2014?
2. How do village government officials conduct the process of public information openness along the time?

1.2 Objectives of this Study

1. To analyze village government officials in interpreting public information openness based on Law No. 14 Year 2008 and Law No. 6 Year 2014.
2. To find out how village officials carry out communication process on public information openness along the time.

2. LITERATURE REVIEW

There are several theories relating to meaning used in the discussion of this study.

2.1 Cognitive Dissonance Theory

There are several definitions of cognitive dissonance. Cognitive dissonance theory was developed by Leon Festinger in 1957. Festinger (Loundon and Bitta, 1993; Sweeney, Hausknecht, and Soutar, 2000) defines cognitive dissonance as:

“Cognitive dissonance is as a psychological state which results when a person perceives that two cognitions (thoughts), both of which he believes to be true, do not fit together” [2].

This means cognitive dissonance is a psychological state resulted when a person feels that the two notions which are believed to be a truth, are incompatible each other. For example, when a consumer makes a commitment – has already paid or ordered a product, especially an expensive one like a car or laptop. They may begin to feel cognitive dissonance when they think of the uniqueness, positive qualities of a brand of product which they have not chosen.

Festinger (Loundon & Bitta, 1993) states that there are two cognitive dissonance principles, i.e. (1) the dissonance creates uncomfortableness and will motivate someone to reduce it; and (2) someone experiencing dissonance will avoid situations that may cause more dissonance [2].

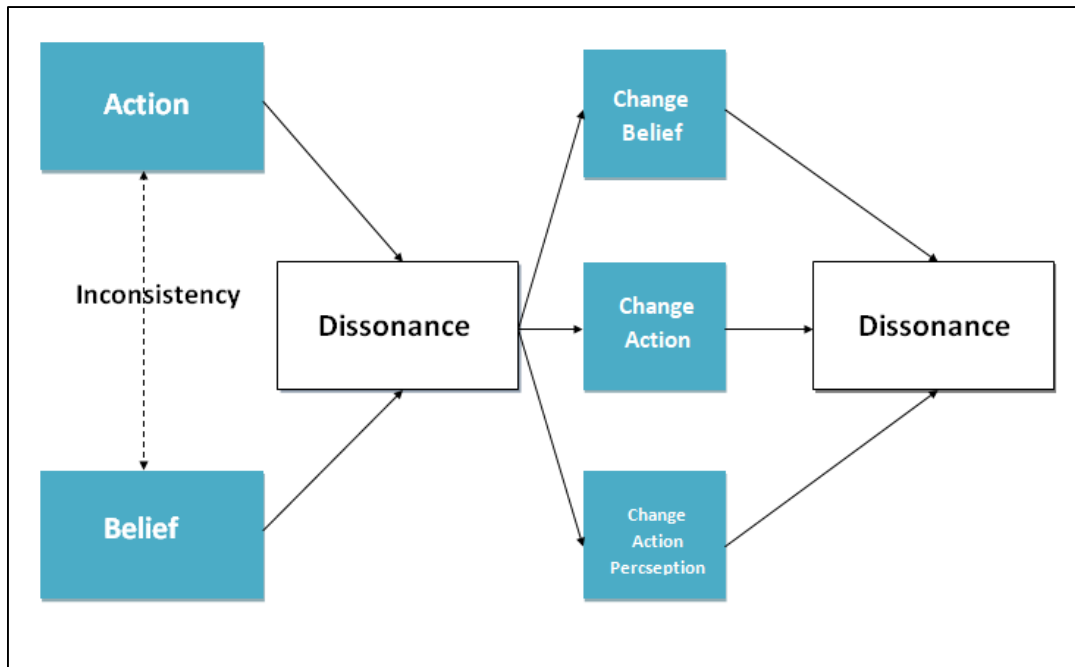


Fig. 1. Flow chart for dissonance

Source: *The Cognitive Dissonance Theory, Leon Festinger*

2.2 George Ritzer & Douglas System Theory

In their book *Modern Sociology Theory*, this system theory contains many levels and can also be applied to the largest and smallest scale of social world as well as to the most subjective and objective aspects. System theory is interested in relationships diversity of various parts which cannot be treated freely from the overall context. The focus of the theory is on the relationship of processes at varied levels within the social system. This means that the type of system is generally described as elements or components arrangement which are directly or indirectly related to the causal network in such a way that each component is associated with at least a number of other components in a more or less stable manner [3].

This theory argues that a system of society is likened to a body consisting of interrelated parts, united with one another and each has its own significant role. Each part cannot function without any connection with the other parts. Changes which occur in one part will cause an imbalance and in turn will create changes in the other parts.

System theory is inherently integrative. This perspective involves the integration of large-

scale objective structures, symbol systems, level integration, i.e. individuals and society are equally treated, not as separate entities, but as interdependent constitutive body through various feedback processes.

3. RESEARCH METHODS

This research uses a qualitative approach with a case study method. Case studies attempt to answer the question how and why which need clarification (Yin, 1994). Yin divides four types of case study designs: 1) single case design (holistic), 2) single case design (multi unit analysis), 3) multi cases design (holistic, one unit of analysis, and 4) multi cases design (multi unit analysis) [4]. Based on these four designs, this study belongs to type 1 since it is a single case, focused on the management of information openness of village government in Central Java in the digital era.

In a case study research, there are several types of cases as stated by Stake (in Denzin, 2005), they are 1) intrinsic case study, if the study is intended to gain a better understanding of any particular case, 2) instrumental case study, if the main objective of a particular case investigated is to find out an understanding of an issue. Thus it is supportive and clarify other cases; and 3) multi

case study, if several cases are simultaneously investigated to explore a general phenomenon, population or condition [5]. The case study mentioned in this research is the village government in Central Java in the context of communication transparency related to public information openness as mandated in Law No. 14 year 2008 and Village Law No. 6 Year 2014.

Data validity is an important concept in qualitative research to determine the validity and reliability of the research itself (Moleong, 2007: 321). Data validity in a qualitative communication research refers more to how the data obtained accurately represent the investigated reality or phenomenon. The researchers shall show the validity through the collected data using the conducted research method. These data are real data and are data which occur according to reality on the research field [6]. While data reliability is regarding to the level of consistency results from the use of data collection method [7]. Data validity technique used by the researchers in this study is the triangulation technique on the data source. Triangulation of data sources is a technique of comparing or re-checking the degree of trust in the information obtained from different times and methods [8].

In triangulation of this data source, the researchers ask for consideration from other parties whose close relation with the research object. Triangulation is continuously conducted throughout the process of collecting and analyzing research data [9]. Triangulation will stop when the researchers believe that there are no more differences or disagreements in the obtained data, and there is nothing left to confirm with the informants. The researchers in this study will triangulate the data by cross checking through informants and all related parties, such as village government officials in ex-residency villages in Central Java, *Badan Permasyarakatan Desa* or *BPD* (English; Village Consultative Board), community leaders, and other supporting parties. Village government officials function as the key performers of this PIO law as well as the key informants in this paper. Data triangulation used in this research was conducted by combining various methods. Triangulation technique used in this study is Method Triangulation (Pujileksono, 2016). This is an orienting technique by comparing data obtained from interviews and observations. In addition, the data obtained from interviews (Salim: 2005) with village government officials spread across 6 ex-residencies in Central Java.

Then, these data were compared to the data obtained from observations conducted at village offices, Village Consultative Board (BPD), and community leaders. In addition, in conducting the research the authors conducted FGD activities attended by several stakeholders as the key informants in this research including village government officials, community leaders, religious leaders, women leaders, the press, public information commission of Central Java province, and non-governmental organizations.

This study uses a post positivistic paradigm stating that reality is real and in accordance with natural law. However, humans do not always get the truth if it is always distant and not involved with reality. Thus, it is important to the researchers to make an interaction [10]. This paradigm tends to be more classified as an objective research. Therefore, the researchers will use this paradigm as the perspective used in this study. Post positivistic is a flow willing to improve positivist weaknesses which only rely on the ability to observe the investigated object. Epistemological aspect to be answered in this research is that communication management is identified by asking members' identities according to behavior along with the rules and to describe the results that emerge and which are following or violating the rules [11]. Consequently, post positivistic paradigm is used to see how the meaning of communication process carried out by the village government in understanding public information openness. Furthermore, from the ontological aspects, understanding the meaning of communication openness is a matter of communication success or failure, and also about the acceptance of goals and objectives during the interaction process. In this case, it can be seen that this study is conducted to see how the real portrait of interpretation (meaning) communication process carried out by village government officials.

4. RESULT OF STUDY AND DISCUSSION

Village government as one of public agencies which is an organization at the village government level has an obligation to transparently convey information to the community. As an organization which has a system, it also identifies relevant components that make up the system. After the system components have been identified, it is interesting to see how these parts are arranged and how they work. [12]. The programs it has, based on the regulations, must be informed to the public.

Therefore, this study contains uniqueness. One of the uniqueness is there have been various socialization and dissemination on openness information hold by the government through the Information Commission at the provincial level. Nevertheless, there are still village government official elements who are negligent and involved in legal cases. This means that there are still many officials in the village government who have not known and understood Law No. 14 Year 2008 about information openness. Otherwise, they could have understood the law, yet they keep these illegal acts. In the study developed by Leon Festinger (1957), it is probable that a person experiences cognitive dissonance [13].

In this case, village government officials as the organizers of village government should consistently find a way and make an effort to reduce dissonance or inconvenience in various new situations. It is popularly known that village governments in Indonesia receive enormous financial assistance as much as 700 million to 1 billion depending on the village's condition. This financial assistance causes village government officials conduct an action which lead to an inconvenience by doing some against the law acts. There are several village government officials were detained by the security authorities because of corruption. The data in the last 3

years showed that there were 42,8% of 35 regencies/cities recorded in 2016 categorized as non-informative public. Moreover, there were 65.7% in 2017 and 51.4% in 2018. One of these public agencies is village government.

This research found that there are limitations and ability of village government official in communicating with the public. This may also be driven by the limitation in mastering current technology. Public should have easy access along with the advancement in the growing technology. Moreover, the existing technology should be able to control the performance of village government officials. However, there have been barriers to communication, so there are elements of village government officials who are less informative in conveying information using technological development.

On the other hand, in bridging communication with the public, village government according to Law of KIP No. 14 Year 2008 must form a Board (officers) of Information and Documentation Management (PPID) at village-level.

Through this PPID, public can submit information related to policies, budgets, development management, *Bumdes* (village government-owned enterprises), or any programs related to village development.

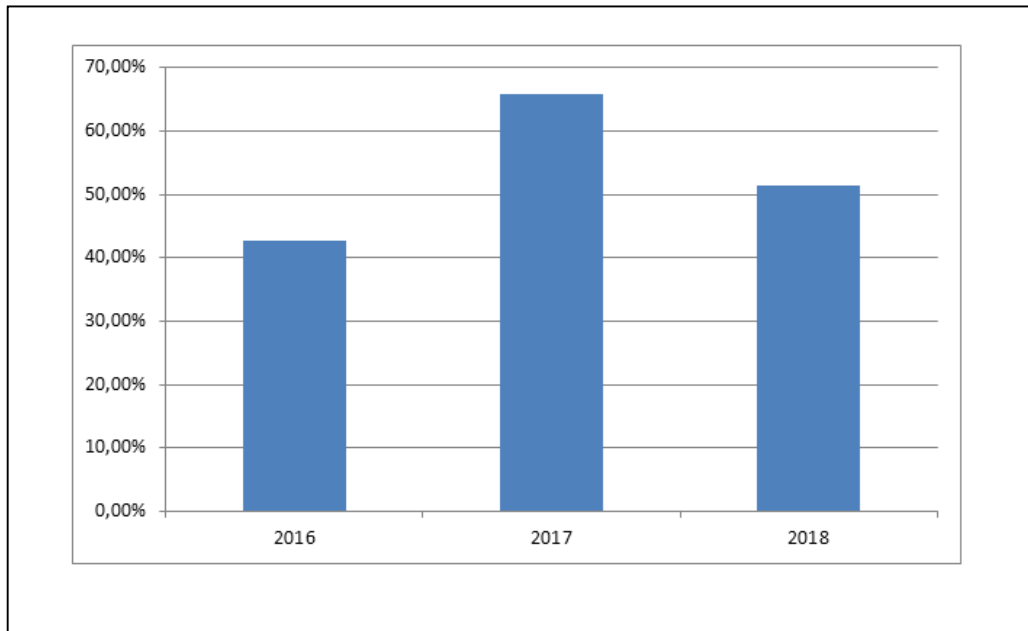


Fig. 2. Percentage of uninformative public agencies (Source: Public Information Commission of Central Java. 2019)

PPID in village government will also be able to participate in controlling public information openness especially in this increasingly advanced information industry era. The role of Village PPID is at least able to provide education on the importance of public transparency, to be able to prevent practices leading corruption, collusion and nepotism.

Until recent recorded data, there are only 3 regencies and 1 city of 35 regencies/cities which have formed PPID at village level, i.e. Batang Regency (187 villages), Pekalongan City (27 villages), Sragen regency (208 villages), and Wonogiri Regency (294 villages). This only reached 11,4% of the total 35 regencies/cities in Central Java region. Meanwhile, the number of villages in Central Java currently reaches around 7809 villages and only 716 villages have formed Village PPID. This means only 9.1% of the total number of villages in Central Java which already have Village PPID.

Meanwhile, the information that must be provided and excluded based on Law No. 14 Year 2008 in village government also varies until today.

The information which must be provided is such as financial report, performance report of public agencies, village programs, and so on. The information which must be provided by public agencies should be immediately and urgently conveyed because it involves the lives of many people is for instances disaster warnings, social riot, etc. In addition, momentarily information includes for examples the results of decision and policies, project work plans, etc. However, the information provided is still not optimal yet until now, and there are several obstacles in its implementation. In contrast, there have not been any obstacles so far in excluded public information both procedural exceptions and substantial exceptions.

Meanwhile, Law No. 6 Year 2014 on Village also regulates village government in the position and type of villages, village management, village authority, village governance, rights and obligations of the village and the public, village's finance and assets, village development and rural area development, Village-Owned Enterprises, village cooperation, as well as guidance and supervision. The establishment of this regulation includes the establishment of a professional, efficient and effective, open and responsible Village Government. However, there is a fundamental difference in these regulations.

This regulation implies that the government is obliged to submit general information, while the regulation in Law of KIP No. 14 Year 2008 is more specific and more detailed. Furthermore, the regulation also becomes the foundation in conducting openness in communication and management. There will be communication and coordination between units and sections through information openness in serving the public, [14]. Although it is admitted to have unoptimally implemented yet, communication has been established between village government officials.

5. CONCLUSION AND RECOMMENDATION

Village government as one of public institutions has an obligation to openly and transparently convey the information to the public. This is based on the existing regulations, Law No. 14 Year 2008 Public Information Openness (KIP) and Law No. 6 Year 2014 about Village.

The implementation of information openness which has been carried out so far in the government has run based on the regulations. However, there are different interpretations understood by some village government officials. They differently interpret the existing regulations. Information openness should be interpreted to improve the performance of village government so that it can provide great benefits to the public. Information openness creates more solid synergy between institutions or units involved. Therefore, the team, village government officials, has the same vision and mission motivation in carrying out their tasks, i.e. for the interests of the public.

However, in fact, there are many village government officials elements do different interpretation to these public information openness regulations. The average information openness in the last 3 years is only 50 percent. From this phenomenon, it can be analyzed that openness is still not optimal. Therefore, it needs to encourage the village government to carry out its functions based on the existing regulations. At least there is an effort to increase information openness to public.

In another aspect, it shows that human resources owned by village government do not fully understand the meaning of information openness. This may due to the lack of socialization and dissemination related to public information openness so that those who differently interpret it will have the same meaning interpretation.

All parties and stakeholders should actively increase transparency in the management of village government to achieve much better governance starting from the village head, village government officials, Village Consultative Board (BPD), religious leaders, youth organizations, family Welfare Program (PKK), village council (LMD) and other organizations. The role of Village PPID (PPID *Desa*) is also unexceptionally expected to contribute in village development.

The village information officer or village PPID will later also be a medium for the public (village community) to find out everything related to village management as well as village's programs. Village PPID can function to give detail information for the public who cannot be accommodated by information obtained through village forums.

The formation of village PPID must be supported to assist village development information. In addition, PPID recruitment must be based on the right mechanism, and must be free of Corruption, Collusion and Nepotism elements (KKN) because this is one of the foundations for realizing good, clean and pro-public (community) village governance. Therefore a communication model is significantly needed to provide some input to the village government. Thus, village government officials can optimize their role in communication management according to post positive paradigm.

Unfortunately, there are until the middle of this year only a small number of PPID formed in Central Java. The latest data until now recorded that there are only 3 regencies and 1 city from 35 regencies/cities which have formed PPID, i.e. Batang Regency (187 villages), Pekalongan City (27 villages), Sragen regency (208 villages), and Wonogiri Regency (294 villages). This only counts 11,4% of the total 35 regency/city regions. Meanwhile, the number of villages in Central Java currently reaches around 7809 and there are 716 village PPIDs. Thus, there is currently only 9.1% of the total number of villages which have Village PPID in Central Java.

This study aims to find out the meaning of the message contained in Law Number 14 Year 2008 by the village government, specifically the meaning of those which are related to public information openness program to prevent corruption in the village. Until now, corruption

does not only occur at the central government level, yet it also happens at the village government level (Rahman, 2011).

In fact, many village governments according to data from Public Information Commission (KIP) of Central Java Province have not yet fully conducted information openness communication. Moreover, this research also found that many village officials acted corruption cases and this is due to the fact that they did not do transparent communication. In addition, many individuals and community groups do not yet understand as well as get information about the programs carried out by the village government. On the other hand, such information can be used to control the village government in terms of initial planning, implementation and post-program. This shows that the village government official did not understand the meaning of information openness as stated in the law. In addition, this also shows that as a village government official, he does not possess moral ethics to provide a good character example for the public. In this case, it seems that there is a dissonance experienced by village government officials. Dissonance in this term is a gap between action and attitudes. More specifically, village government officials experienced a lot of dissonance over information openness. Therefore, it is necessary to strengthen the stability of both action and attitudes according to the perspective of Festinger's cognitive dissonance theory. In addition, *selective exposure prevents dissonance* technique can be used as a solution to prevent dissonance. It is expected to change village government officials experiencing dissonance. Consequently, information openness can be achieved. Further-more, village government's transparency communication can be conducted along with the implementation of development programs, empowerment, use of budgets, and reporting systems. These programs must be openly and transparently informed to the public in order to realize the concept of information openness between the village government and the public. Village public must also be active in controlling the administration of the village government by doing supervision as represented by Village Representative Body (BPD). This is conducted to prevent corruption done by either the village government officials themselves or their colleagues. At last, this solution can produce human resources whose noble morality and high quality. In conclusion, it is necessary to improve socialization and dissemination about this PIO law in order to make the village

government officials fully understand and do not misinterpret this law.

REGULATION

Law No. 14/2008 concerning Public Information Openness.

Law No 6/2014 on Village Government.

COMPETING INTERESTS

Authors have declared that no competing interests exist.

REFERENCES

1. Kaye Michael. Communication Management. Sidney. Prentice Hall; 1994.
2. Festinger L. A theory of cognitive dissonance. Stanford, CA: Stanford University Press; 1957.
3. Yin Robert K. Studi Kasus: Desain dan Metode. Rajagrafindo Persada. Jakarta; 1994.
4. Denzin, Norman K. dan Yvonna S. Lincoln (eds.). Handbook of Qualitative Research. Terj. Dariyatno dkk. Jogjakarta: Pustaka Pelajar; 2005.
5. Moleong Lexy J. Metodologi Penelitian Kualitatif. Bandung: Remaja Rosdakarya; 2007.
6. Pawito. Penelitian Komunikasi Kualitatif. Yogyakarta. PT LKIS Pelangi Aksara; 2008.
7. Puji Leksono Sugeng. Metode penelitian komunikasi kualitatif. malang. intrans publisingbungin, Burhan H.M. 2007; Penelitian Kualitatif: Komunikasi, Ekonomi, Kebijakan Publik, dan Ilmu social, Jakarta : Kencana Prenama Media Group; 2016.
8. Bungin Burhan HM. Penelitian Kualitatif: Komunikasi, Ekonomi, Kebijakan Publik, dan Ilmu social, Jakarta: Kencana Prenama Media Group; 2007.
9. Bungin Burhan. Metode Penelitian Kualitatif. Rajawali Pers. Jakarta; 2005.
10. Popper Karl R. The Logic of Scientific Discovery. Martino Fine Books; 2014.
11. Rahman Fathur. Korupsi di Tingkat Desa. Jurnal Governance. Bekasi: Universitas Islam. 2011;2(1):45.
12. Salim Agus. Teori dan Paradigma Penelitian sosial. Yogyakarta. Tiara Wacana; 2005.
13. Stevanus Subagija. Korupsi yang Sebenarnya. Bandung: Pikiran Rakyat; 2004.
14. Guba Egon G, Yvonna S Lincoln. "Competing Paradigms in Qualitative Research," dalam Norman K. Denzim and Yvonna S. Lincoln (eds). Handbook of Qualitative Research. California: Sage Publications; 1994.

© 2019 Triyono et al.; This is an Open Access article distributed under the terms of the Creative Commons Attribution License (<http://creativecommons.org/licenses/by/4.0>), which permits unrestricted use, distribution, and reproduction in any medium, provided the original work is properly cited.

Peer-review history:

*The peer review history for this paper can be accessed here:
<https://sdiarticle4.com/review-history/51920>*