

## Modern Parliament Image: Managing Transparency, Information Technology and Representation

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### Abstract

The People's Legislative Council of the Republic of Indonesia (DPR RI), like parliaments in other countries, is developing its institutional governance towards a modern parliament. The idea of a modern parliament is a strategy to increase public trust in the DPR RI. This study aims to generate public views about the image of a modern parliament as the embodiment of good government governance. Using the case study method to find the actual image representation. Conducting interviews with various sources of information both internal and external stakeholders and also reviewing documents for the validity of the data. The study found that the achievement of modern parliamentary indicators, namely transparency, technology, and representation, was still experiencing obstacles in the form of not fulfilling these three indicators. Of the three, only technology indicators have shown their best achievements in the form of easy public access to official information on the parliament website. Transparency and representation have not been fully open and in accordance with public expectations. Seen by the large number of public participation in the form of criticism, suggestions, proposals that oversee the performance of the parliament. This study concludes that the modern parliament as an embodiment of good governance in the Indonesian Parliament is carried out through strengthening the aspects of transparency, technology and representation. Efforts towards a modern parliament in realizing good governance still need time and follow the dynamics of society and the changing times.

**Keywords:** image; modern parliament; transparency; information technology; representation

### Introduction

Every institution/organization wishes to present itself in a particular manner. There are certain types of information that support an image and types of information that contradict it, depending on whether they want to be seen as a cutting-edge innovator or a stable, time-tested organization. Decision makers must consider the image they want their stakeholders to have of their organization when developing

information policies. Many factors go into managing corporate image. The mission statement of a company, as well as how well a company representative describes this mission, is critical to its image. The company's language, traditions, behavioral patterns, ethics, and leadership style should be an accurate reflection of the company. Customers, suppliers and partners must all be satisfied. Corporate image

management is, in many ways, synonymous with overall quality management.

Likewise with the DPR RI - as a high state institution that represents the interests of the wider community, the People's Representative Council of the Republic of Indonesia (DPR RI) needs to present its image as a modern parliament like parliaments in other countries. This modern parliamentary concept emphasizes that the DPR RI must dynamically and open adjust to changes that occur inside and outside parliament and is no longer a static state institution (Omara, Setiono, Ibrahim, & Rahman, 2021).

A modern and open parliament is a parliament that opens the widest possible access for the public to participate in the policy-making process. This access is mainly opened through the use of digital information technology, such as websites and social media. The public can provide their views / opinions / attitudes on the issues being discussed, the processes and results of decision-making that occur in parliament in real time. Thus members and parliamentary institutions are required to be more rational, professional, transparent and accountable (Hardhini, Asy'ari, & A.L.W, 2016).

Transparency and access to information are two basic principles of modern democracy. These two pillars, which can be found in various universal declarations and benefits. Furthermore, they have been identified as important components of the 2030 Agenda as a means of achieving the Long Term Development Goals. Every public institution in the world is encouraged to increase transparency and access to information in their work and programs. Several countries, including the United States and the Caribbean, have passed laws requiring transparency in public and private institutions. Access to information and transparency are part of the elements needed to achieve good governance. Implementation becomes easier through the use of information and communication technology (Abu-Shanab, Al-Dalou, & Talafha, 2018; de Barros, Bernardes, de Faria, & Busanello, 2022; Delpiazzo, Ovelar, & Litvine, 2020; Mills, 2017).

Furthermore, what about transparency and access to information in parliament in Indonesia? The results of the Kompas Research and Development survey show, as many as 66.2% of respondents do not believe that the

2014-2019 People's Representative Council (DPR RI) is able to listen and channel the aspirations of the community (Kompas.com - 23/09/2019, nd), while the next period in 2019-2024 decreased but still high as 53.5% of respondents did not believe the House of Representatives of the Republic of Indonesia (DPR RI) was able to listen and channel the aspirations of the community. Only 35.3% of respondents who answered that they believed that the DPR RI could listen to and channel the aspirations of the community. The respondents who did not answer were 11.2% (Jayani, n.d.).

These conditions need to be responded immediately and actualized to the need for adequate information for the community. The community is already social media, so the DPR RI is also present on social media. The community is already literate with digitizing information, so the DPR RI also needs to prepare digital information. Technology-based communication methods, and especially new forms of social media, offer parliaments the opportunity to more effectively communicate with citizens and engage them in the political process. This is important in the context of declining levels of trust in parliament where new media is often identified as a tool for dealing with poor engagement with politics. So that there is a balance in the flow of information in the community, and the public can understand and understand step-by-step every process in the DPR RI. Self-actualization can be interpreted as being present in the space of the citizens and the space of their problems, responding to the latest situation and their needs. Parliaments that can be in line with the latest or current context, can be called modern. The idea of a modern parliament was initiated by the DPR RI for the 2014-2019 period which developed the concept of a modern parliament as a strategy to increase public trust in the DPR RI. This concept aims to make the DPR RI able to become a representative institution that is modern and can perform better through the vision of transparency and increased public participation. So that it becomes easier for the DPR RI to carry out its representation function (Prayudi, 2015).

Continually maintained communication between board members stakeholders and their internal and external will build an understanding between political realities and public expectations. The success of a program or the difficulties of lobbying are also among

the questions asked by stakeholders. Thus, information disclosure occurs which can place the performance of the DPR RI at what stage and how the process takes place. The people as stakeholders can sort out which ones are negative which are positive, it could be a positive institutional image but a negative personal image, or vice versa. The disclosure of information is expected to reduce the negative image of the media of the DPR RI institution, although a positive image can be created through various imaging strategies. However, imaging only in a long communication range, tends to be inconsistent, because it involves how to create messages, choose media channels, perception and understanding of stakeholders. As said by Arifin in (Kusuma, 2018), that the imaging strategy can include understanding the audience, compiling messages, selecting media, using methods and strategies, building the credibility of communicators. There are four strategic actions in carrying out the imaging strategy. The first strategic action begins with the presence of a political leader. The second strategic action is to maintain character and strengthen institutions. Then proceed with strategic actions to create togetherness by understanding the audience, compiling persuasive messages, determining methods and choosing media. The fourth strategic action is to build consensus by having the art of compromise and a willingness to open up.

Referring to the findings of previous research on how the DPR RI develops good governance by analyzing the flow of information and coordination, change management (Yuliawati & Prasetyo, 2019), and communication messages to reach stakeholders (Yuliawati, 2019). The DPR RI institutional system is good from both internal and external sides. The existence of Parliament TV, the [dpr.go.id](http://dpr.go.id) website, the DPR museum, the Expertise Board, DPR social media, inter-institutional cooperation, international cooperation, shows that a modern DPR RI has been prepared and its existence is needed. Similar to parliaments in other countries, the concept of a modern parliament is needed to answer the challenges of an increasingly advanced and technology-based era. This concept is also considered appropriate to answer public anxiety about the decline in public trust in the DPR RI (Debora, 2015).

But what about people's views on the implementation of this modern parliament? Have you fulfilled the goals and expectations of building this concept, both from the DPR RI itself and the community? Can a modern parliament run to realize good government governance? The overall impression is like a mosaic synthesized from various impressions that are formed as a direct or indirect result of various formal or informal signals originating from an institution. The signal receiver simply "unifies the fragments of the institution's activities... into a concept. This is what we know as the image of the institution".

This research is related to the application of a modern parliamentary concept that influences the new order in the House of Representatives of the Republic of Indonesia in particular, and Indonesian society in general. Communication skills play an important role in this change, with communication entering the era of communication technology with social media and the Internet being the platform for every public discussion that continues to be dynamic and changing, which in turn will be able to change perspectives and practices in the state.

### **Theoretical Framework**

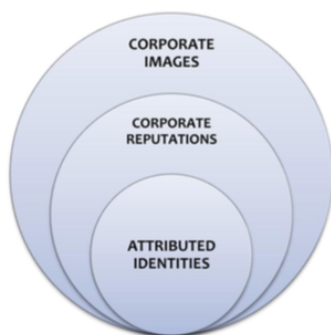
Building a common understanding with a wide audience with various backgrounds and different disciplines requires a communication strategy that can be accepted by all parties, and is not an easy task. Because of the differences in points of view stakeholder, it will naturally form an image, although corporations try to form a self-image images, the formed in the audience is not always the same and a catalyst needs to be found so that it meets the expected image with what is in the public's mind, so that an image of reality is formed.

Corporate communication strategy means regulating communication into a corporate system, regarding what messages will be conveyed and what information you want to obtain, which are outlined in the corporate managerial policies and embodied by practitioners of corporate communication into daily communication technical activities. Corporations need to build an image with measurable communication efforts, so that the corporate image is articulated as a corporate position in front of government institutions and other stakeholders so that the image can provide

a sense of security for stakeholders and organizations (Cornelissen, 2000).

Joseph Eric Massey cites the opinion (Hallier Willi, Nguyen, Melewar, & Dennis, 2014) in their journal about Organizational image management refers to the actions taken to create, maintain and, if necessary, restore the desired image in the eyes of the company's stakeholders. organization. Organizational description is "the overall living impression of a particular individual or group within an organization, the result of group understanding and organizational communication."(Massey, 2015).

Managing corporate/corporate image cannot be done partially, but integrates all parts to form it. It requires an understanding of the company's philosophy, corporate identity and corporate image, as well as the ability to identify the differences between the three, in order to gain a company's reputation. Corporate image and reputation are formed primarily as a result of the overall impact of corporate communications. Corporate image is the mental image that appears immediately in the mind of an organization whereas corporate reputation is what occasionally appears in the minds of stakeholders where a series of consistent images creates clear expectations about the company in terms of what it does, how it acts. , and/or what was said and stood for (Balmer, 2017; Massey, 2015).



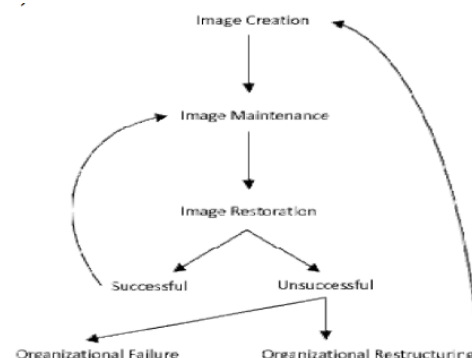
**Figure 1.** Corporate images, corporate reputations and attributed identities (Balmer, 2017)

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Maintaining and nurturing an image is a process that must be done on an ongoing basis. It requires active and interactive communication with stakeholders. One of the factors that determine success in maintaining its image, the organization must collect feedback from stakeholders, mapping and adjusting the communication strategy to them. This step is simultaneous, where the organization strategically communicates with stakeholders to influence perceptions, stakeholders form their own ideas about the organization's image.

The third phase of this process is recovery. This usually happens because the organization has experienced some kind of crisis. Not all organizations will pass through the third stage of the model, but the increasing number of crises and increasing scale of crises provide many reasons for recovery. As the organization enters this phase, strategic communications must be directed towards successful image restoration. If successful, the organization will return to the instilling stage of image management, but if it fails, the organization may fail or be forced to restructure itself. Therefore, managing organizational image is a cyclical process, not a linear one, as Figure 2 illustrates.



**Figure 2.** Theoretical Model of Organizational Image Management

Massey cites the opinion of Cheney and Christensen (2001), There are at least two

reasons why organizations approach image management. The first reason to address image management is that organizations need to differentiate themselves from other groups. The second reason organizations should engage in image management is to maintain stakeholder perceptions of the legitimacy of the organization. To achieve legitimacy, organizations need to build harmony between their actions and the values of the social systems in which they operate (Dowling & Pfeffer, 1975) in (Massey, 2015).

Strategic management consists of two interrelated tasks, namely: the task of formulating a strategic plan; and the task of implementing strategic plans. The strategic plan is derived from the organizational philosophy which expresses the goals of the organization. Thus, the relationship between corporate philosophy and strategic management becomes clear — a form of interpretation of corporate philosophy, corporate mission, forming a business strategic management.

The next activity in the corporate image management process is the development of communication objectives, which accompany the overall business objectives. Setting communication goals should enable management to formulate its philosophy with respect to communications. Communication philosophy will emerge as issues such as what to say, how much to say, who to say, etc. Thus the articulation of corporate philosophy really enters into the management process as strategic.

Lastly is the point of contact between the various stakeholders and the company. It is in this broad view that all stakeholder experience (which determines corporate image) is shaped by the results of various management systems. Different stakeholders come into contact with different outcomes. This would suggest companies identify each stakeholder, create a unique set of management systems whose results are mutually reinforcing, thus creating synergies in the corporate image management process.

### *Modern Parliament*

In principle, it is not much different from the concept of the first modern Parliament of the European Union and the concept of the British parliament, where access to information is opened to the public so that parliament can be close to the problems that exist in society. The

DPR RI with the support of technological facilities currently allows two-way communication between members of the council and their constituents, so that it will be easier to carry out their representation work. The current means of communication technology can also function as a means of socialization and education from the DPR RI to members of the public, coupled with the support of the mass media, which has a wider reach and has good duplication power.

Referring to the priority programs and activities of the 2015–2019 DPR Strategic Plan (Renstra) the concept of a modern parliament is implemented by means that the DPR will develop a museum and build a Learning Center and Art Center as well as an Exhibition Hall so that it can be accessed by people who want to know the process that is being carried out by the DPR. The legal umbrella for the implementation of a modern parliament in the DPR, a regulation has been made in the form of DPR RI Regulation No. 1 of 2010 concerning Public Information Disclosure; which refers to the mandate of Law Number 14 of 2008 concerning Public Information Disclosure. As well as the General Guidelines for the Management of Public Aspirations and Complaints as stipulated in the BURT Decree Number: 08/BURT/DPR RI/I/2010-2011 concerning Stipulation of General Guidelines for the Management of Public Aspirations and Complaints of the DPR RI.

### **Material and Methodology**

The method used in this research is a case study with a descriptive qualitative approach. This aims to understand phenomena or social symptoms by focusing more on a complete picture of the phenomenon being studied rather than breaking it down into interrelated variables. The hope is to gain an in-depth understanding of the Image of Modern Parliament, not only about what the corporation wants to portray but also about the views / perspectives of the recipients of corporate messages.

The research subjects were representatives of the Secretariat General and Expertise Board, Public Relations, Council Members and community representatives. The data collection techniques used in this study include interviews and documentation studies. Interpreting the reality presented as a result of social construction related to the object of

research, aims to get an overview of the image constructed by corporations and juxtapose it with social facts based on the perspective of recipients/stakeholders to then produce a complete construction.

### Result and Discussion

#### *Implementation of the Modern Parliament of the Indonesian House of Representatives*

Three main indicators of a modern parliament proclaimed in the 2015-2019 DPR RI Strategic Plan are transparency, technology, and representation. These three indicators are expected to support the DPR RI in realizing a good governance environment. The principle of transparency, namely by implementing the Law on the Openness of Public Information, opens the widest possible access to information to the public. The principle of information technology, namely the performance of the DPR RI shifts from manual to digital. The principle of representation, namely the presence of members of the council must be felt properly by the community.

The implementation of the Modern Parliament is realized by increasing the quality and quantity of information to the public through publication of every council activity. Improving the function and capacity of information technology as a means of communication. Improving human resource capability and bureaucratic reform. Carry out dynamic change management in the institutional structure, by separating the functions support system of the institutional from the administrative side and from the substance side. The Secretariat General (Setjen) as a supporting element in providing administrative support and the Expertise Body (BK) as a supporting element in providing substantive support. These changes are intended to provide maximum support to the DPR RI institutions and to adapt to existing developments in society.

The Secretariat General of the DPR RI optimizes parliamentary communication with the public through the Parliamentary News Bureau, in order to create good communication and mutual understanding. Providing public services to stakeholders, in which the public category in the DPR RI is divided into three, the first being members of the DPR RI who are categorized as internal public. The external public consists of the community (which includes the press/media), and

government/counterparts/work partners from the DPR RI. The Parliamentary News Bureau performs this function by emphasizing media relations because the flow of public information about the DPR RI is conveyed to the public through the mass media. In addition, in realizing good governance through public information, the Parliamentary News Bureau also carries out activities that participate with members of the DPR RI in dealing with, anticipating, and managing organizational issues. The Parliamentary News Bureau creates forums that facilitate the Leaders and Members of the DPR RI in conveying their work programs to the public through Parliamentary TV. Besides that, it also develops other platforms, namely websites and social media, where the public can actively and interactively convey their aspirations to DPR RI members.

Conducting Political Education activities through face-to-face meetings with the community, such as the Youth Parliament and Campus Parliament programs which aim to manage organizational issues, perceptions, and public opinion. Develop digital library and museum to better reach the audience, either through visits to the DPR RI or through digital media. The management of public information is carried out by the Public Relations of the DPR RI with the aim of realizing good governance. Improving the management function and imaging function by the Parliamentary News Bureau, which carries out the public relations function as a whole in the DPR RI. The management function is related to the implementation of how Public Relations is able to do forecasting or forecasting in the future, planning, and organizing; Dynamic management is concerned with commanding and directing, coordinating and controlling. The imaging function includes listening to public opinions and aspirations and being able to identify public desires; submit suggestions and ideas or positive creative ideas to the leadership of the organization; create a conducive atmosphere to build harmonious relationships internally and externally.

#### *Modern Parliament as an Embodiment of Good Governance*

Transparency of the DPR RI is carried out by sharing information with the public through the latest information technology in the form of the official website [dpr.go.id](http://dpr.go.id) and [parliament.kita.org](http://parliament.kita.org). This site contains various

activities of DPR RI institutions related to the functions of legislation, oversight, and budgeting. The data has been well digitized in the form of text, images, and audio video. All of these digital data records are expected to be accessible to the public in order to provide more comprehensive information and can be accessed repeatedly to obtain clarity of information. Although there are mass media which also inform the same content regarding the activities of the DPR RI, it is hoped that people who want to access information will position the news in the mass media as preliminary information and information on the official website of the DPR RI as the main information.

The information technology currently being developed makes it easier to involve public participation in overseeing the political process in the DPR RI building. Public participation can be in the form of criticism or suggestions on the political process such as the choice of material for the formation of laws, or other proposals, as well as learning for citizens about the success or failure of a policy. Thus, citizens can determine whether their representatives in the DPR RI have fought for their aspirations or not. Information about the DPR RI, apart from the official website, is also present on social media so that information moves such as broadcasts to visit citizens. The presence of social media brings many benefits to users. The existence of social media makes it easier for people to communicate with each other and network digitally. Local authorities can also quickly receive all the information they need (Kholisoh, Ritonga, & Ridaryanthi, 2022). Netizens who are concerned about DPR activities usually respond by sharing them with their followers. This netizen's behavior has helped disseminate information and indirectly added the value of the transparency of the DPR RI.

Era 4.0 has provided a space for reciprocal communication quickly and with high intensity, so that information transparency is not a necessity but something that should be done. The process of disseminating information that is careful and always new (updated) by not eliminating the old ones will become a reference for the community if there is a deviation of information in the community. Information bias leads to misinformation which can lead to chaos in society. Even the right information can cause chaos in society, let

alone wrong information. Such as the omnibus law of the work copyright law which recently invited large demonstrations in various cities in Indonesia.

The large number of public comments on the website [dprkita.org / webapps/ public/ aspiration#/](http://dprkita.org/webapps/public/aspiration/) indicates a good response from citizens. Unfortunately, there are many questions from the public regarding the legislative and supervisory functions that the members of the council cannot fully respond to. This gives the impression that the council members do not care about their citizens. Likewise with the podium column for DPR RI members, not all members fill the column. Facilities are adequate and easy, but have not been matched with service and a fast response, so that feedback to the community has not been fully conveyed. Reciprocal communication has not gone well on this website. This is related to public trust, where caring is closely related to morals (Viklund & Sjöberg, 2008), so individuals who don't care are given the impression of being immoral (Haryanto & Rahmania, 2015). Concern is also closely related to the context of social justice (Faturachman, 2019; Haryanto & Rahmania, 2015).

Good governance is one of the mandates of reform that has not run optimally as seen by the presence of community participation that has not been answered properly. The public as one of the elements of good governance must satisfy their curiosity, even though it is not from the constituency of the member of the council. Participation is intended so that every policy taken reflects the aspirations of the community. From the many questions to members of the council through the DPR's website, it can be collected and studied carefully the aspirations that develop. In general, people who are aware of access to the DPR RI website are people in urban areas, but the habits of people in cities are mostly imitated by rural communities. This means that if urban people are dissatisfied with the DPR RI, it is very likely that rural people will also do the same.

The DPR RI has made various efforts to build a modern parliament as an embodiment of good government governance. However, the image as a modern parliament has not impressed the public. Several factors cause this image gap. Internal parties in the DPR RI assess that the press in spreading news tends to be incomplete so that the public gets a distorted

picture of information. News that is raised to the surface tends to have more bad news than good news, this shows that the press is still adopting "bad news is good news". One example is a picture of a board member sleeping exhausted on the bench who has held a marathon meeting, and it is not revealed that his sleep in a sitting state is only "relaxation" for a moment because he has passed 12 hours of sitting in a very tiring courtroom. The public also tends to "like" bad news for council members who are exposed to the media, such as corruption, falling asleep, being caught cheating, using illegal drugs. Although this act is not justified, the negative impact on the DPR RI is institutionally lowering its image, while people who are always fed with bad news will become apathetic and lose "trust" in state institutions as political institutions.

For the community, trust here means hope for state administrators. This is in line with Gamson in Kim & Park (2005) in (Haryanto & Rahmania, 2015) that belief in the course of politics as the existence of parties running the government is considered to be able to fulfill individual or community desires from the most standard. In line with the interactive and transactional leadership model in parliament, it is necessary to develop a political communication model that adapts to the functions of politicians by providing political education, regeneration, community interests and the rights of others (Arrianie, 2018). Likewise, individual trust is an effort to build legitimacy that supports the political system. If trust in politics cannot be built properly, it will have negative consequences for the future management of the country.

The competence of a member of the council also contributes greatly to the image of a modern parliament. Competence in understanding problems, competence in verbal communication becomes the public's assessment of trust. So that the qualified competence possessed by politicians will increase the legitimacy of society towards politics itself (Blind, 2007) in (Haryanto & Rahmania, 2015). The press is less precise in selecting sources, for example questions on the field of manpower are asked to commission members who are not dealing with manpower. This also adds to the impression of the competence of the board members.

It is difficult to narrow the gap in the image of the DPR RI, no matter how much

effort is made, but the press does not seem to allow the public to get complete information and the public is also reluctant to seek the truth of the information. Many choices of information and various sources of information, the public tends to choose the message they like, which becomes a challenge and an uphill battle to build good governance. The existence of movements that take advantage of public emotions that constrict leads to the failure of the DPR RI and the government where in the end a good image is lost.

### **Conclusions**

Realizing a modern parliament still takes time and follows the dynamics of society and the changing times. The new concept of a modern parliament has failed to pass the touchstone of transparency in the job creation omnibus law process. Public trust falls to a very low level when the technology that the DPR is proud of cannot actually display the transparency of the legal process. Information technology, which was originally meant to provide information transparency, has actually become a boomerang, because what can be seen from the information technology facilities is the lack of transparency in the changes in the details of the articles that have been changed. The DPR RI is still unable to realize a modern parliament in terms of serving public aspirations.

The indicator of a modern parliament that is considered to meet the criteria, namely the provision of information technology facilities and infrastructure. Information technology managed by the Secretariat General of the DPR RI has fulfilled the management of information that is popular at this time, such as the presence of parliamentary TV, the official website/websites [dpr.go.id](http://dpr.go.id) and [dprkita.org](http://dprkita.org), DPR RI activities that are included on YouTube and other social media to inform at once achieve the reach of the audience / stakeholders. The presence of a library that can be accessed by the public, the Youth Parliament program, the improvement of the DPR secretariat's human resources, and the availability of experts need to be well appreciated and this is part of the parliament's modernization plan.

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