Constitutive Communication: Mapping of Communication and Changes in Indonesian Legislative Institutions

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Abstract. Communication is the concern of the House of Representatives of the Republic of Indonesia (DPR RI) in carrying out its functions and authorities. This study examines the flow of information, coordination and change management designed by the DPR RI to reach out to its stakeholders. Using the case study method, this research resulted in a mapping of communication and changes in the development of good governance in the DPR RI. Based on constitutive communication- the self-organization of the Secretariat General and the Expertise Board of the DPR RI is based on the situation and conditions that continue to develop and dependent on the needs of the structure of the DPR RI. Membership negotiation through internal communication and socialization of organizational values. Coordination of activities is established in a formal form through the establishment of Organizational Business Processes and Standard Operating Procedures. The DPR RI establishes and maintains an institutional position through community-oriented programs. The study concluded that the DPR RI made changes to the institutional structure that was quite dynamic by building and maintaining the existence, image, status, and two-way communication channels with stakeholders as well as implementing change management through a bureaucratic reform program.

Keywords: Constitutive Communication · Change Management · Good Governance · Legislative Institutions

1 Introduction

The government as the manager of a country is believed to have the potential to abuse power, both regarding public information and resources [1–3]. The demand for openness by the public is believed to be able to keep the government from being arbitrary [4]. Effective government in the current era is a government that has to work a lot and be communicative at the same time. Of course, it must be realized that in the current conditions, information is no longer a state monopoly [5]. Communities can have access to information from various sources that are so abundant. However, in an abundance of information, it has implications for the amount of information that passes almost uncontrollably. Therefore, the effectiveness of communication is important to the attention

of the government, society, and the business world. This is important not only in the framework of disseminating developments and progress of work that is currently happening, but more importantly in order to minimize the potential for miss-information, as a consequence of the abundance of information that is often crowded [6, 7]. In line with this, there is a need for change management in every government institution. Change management is the activity of managing the resources owned to achieve organizational goals with better performance. The change in question is an organizational change from the current state to the target state which includes changes in structure, processes, people, mindset and work culture [8]. As with bureaucratic reform - 'transforming' is not an easy process [9]. It has become a universal formula for many countries around the world because it is believed that good and clean governance can create a public service-oriented nation [10]. It was unequal. This is because from the beginning the government has resources and powers that do not belong to the people. In other words, the government is stronger than the people. Good governance, through its various means, can therefore balance the position of the people towards the state [11]. As the highest state institution in a democratic system of government, parliament plays an important role in promoting democracy and good governance. In a presidential system of government, the parliament is called the House of Representatives.

In the current era of information disclosure, issues of democracy, parliament and good governance are increasingly becoming a concern around the world. This can be seen from previous studies that discuss this topic. The study of public information disclosure as a form of good governance must be implemented properly, so that the journey of democracy as a mandate of reform becomes real as the essence of a democratic state. The birth of Law No. 14/2008 is the answer to legal protection, government transparency, public participation and accountability [12]. Information disclosure is also studied as an effort to prevent corruption and understanding the legal basis from a macro perspective [13, 14]. Parliamentary studies address the loss of public trust that means Congress cannot simply continue its activities as before. As a representative body, Congress has a duty to listen to and fulfill the expectations of the people in making laws, investigating public policy issues, and holding the government accountable. Therefore, reforms need to be made in an effort to increase public involvement in the work of parliament [15]. Not only Indonesia, Malaysia has also implemented a progressive parliamentary reform agenda and analyzed the role of parliament in promoting SDGs through its reform agenda [16].

It is important to understand the concept of parliamentary governance and its contribution to strengthening democracy. Good governance, with all its consequences, affects both the government and the people especially with regard to the functioning of state institutions, decision-making processes, policymaking, information flow, management effectiveness, and allocation of scarce resources. This study compares parliamentary governments in Indonesia and Africa [17]. Parliaments need to respond to the challenges of today's rapidly changing world. This bottom-up transformation must be accompanied by a strategy to build communication corridors that connect the entire country. The House of Representatives of the Republic of Indonesia (DPR RI), in carrying out its functions, needs to adapt to the rapid changes in the development of information and communication technology. Internal communication in the context of institutional strengthening and

external communication in reaching out to stakeholders and constituents are important parts of parliamentary administration.

Relevant to the topic of this research, previous research findings on constitutive communication in organizations are mapped starting from conceptual understanding [18], practical understanding [19], based theorization of constitutive communication [20], the role of constitutive communication in organizations, and constitutive communication a case study analysis [21]. In addition, the risk communication approach is modern and divided into two functions that direct the message to the audience (and vice versa) with various expected (and sometimes unexpected) effects [22]. The configuration function; messages reshape what we understand as 'risk' in a social context [23]. Other research in the constructive communication model approach emphasizes the view of communication as a social practice that changes thoughts and feelings, but also identities, social relationships, frames of reality and social institutions. Constructive communication models often provide a more robust structure for managing complex contacts within an organization [24].

Referring to previous research, studies on information disclosure, parliament, good governance and constitutive communication were found, but limited to government institutions and organizations in general. No studies of constitutive communication in parliamentary good governance were found. Thus, mapping communication and change in the development of good governance in the House of Representatives based on constitutive communication is a novelty resulting from this research. The purpose of the research is to examine the flow of information, coordination and change management designed by DPR RI to reach its stakeholders. The analysis is based on Communication Constitutes Organization (CCO) theory with four types of communicative flows that produce social structures through interaction. There are self-structuring, membership negotiation, coordination activities and institutional position.

2   Research Methods

This type of research is descriptive. Descriptive research not only describes (analytical) but also combines (synthesis). This research uses a case study method with a qualitative approach. The researcher collected data by interviews, observations and literature studies.

Interviews were conducted with the Head of the Bureau of the Parliament Secretariat Chief, the Auditor at the Main Inspectorate General Secretariat of Parliament, the Head of Public Relations of DPR RI and several staff within the Secretariat General of DPR RI. Researchers also made direct observations of activities at the DPR RI and the individuals involved in the environment. In addition, we also collected documents such as letters, reports, photographs, drawings, clippings, diaries, and websites and other documents in the House of Representatives. Furthermore, data reduction, data analysis and conclusion drawing were conducted.

3   Results and Discussion

In order to build good governance, structuring or changing the organizational structure of the Secretariat General of the DPR RI is carried out to meet the needs of the functions of the DPR, namely legislation, supervision, and budget. In connection with this, the Secretariat General of DPR RI made quite dynamic changes to the institutional structure. A major change in the institutional structure is the separation of DPR RI's supporting system, by adding the DPR RI Expertise Agency to provide substantial institutional support. Meanwhile, the General Secretariat remains in the administrative area for trial purposes, as well as substantive support for the needs of the House membership. This change in structure then has implications for changes in the work units within the Secretariat General and Expertise Agency, which are handled by the Organization and Management Section. As a supporting element of parliamentary work, changes to the structure of the Secretariat General and BK DPR RI are highly dependent on the needs and structure of DPR RI.

The process of negotiating membership in an effort to unify the organization by building and maintaining relationships among its members is conducted within the scope of job search and job hunting. Power, including presence and prior control, can influence the negotiation process and all parties can redefine themselves to meet expectations. The membership negotiation process at the Secretariat General and Expertise Agency of the House of Representatives of the Republic of Indonesia, is carried out in the agenda of organizational introduction for new employees through employee orientation activities, internal organizational coordination meetings, gatherings attended by officials and employees of the Secretariat General and Expertise Agency of the House of Representatives, improving employee welfare and conveying the vision, mission, motto, organizational culture through banners and the like. However, according to a resource person as the Head of the Leadership Bureau of the DPR RI Secretariat General, the considerable changes in the institutional structure of the DPR RI also have an impact on problems in membership relations, ranging from overlapping authority to conflicts of interest. The problems that occur are part of the adjustment to the changes that have occurred.

Coordination of activities results from the fact that organizations naturally have at least one goal, the achievement of which is driven by the activities of its members. In implementing good governance, the House of Representatives has a specific strategy to build a modern parliament as outlined in the 2015–2019 Strategic Plan.As part of the commitment to become a Modern Parliament, communication efforts between members of the organization for changes and adjustments to work processes are always carried out. Coordination of activities between units as well as with the Expertise Board in order to adjust work processes and resolve practical problems faced in serving board members and constituents. The workflow sequence for the implementation of tasks and functions is carried out and established in a formal form through the establishment of the Organization's Business Process (flow of working relationships/coordination), and SOP (Standard Operational Procedure) which contains the work mechanism of each activity. Meanwhile, existing policies are always prioritized to be made formally in the form of written regulations. The division of labor, workflow sequence and policies are always

written down so that every activity carried out has a basis, standard and legal umbrella for its implementation.

In the context of developing good governance, the DPR RI has a position as one of the state institutions whose existence is very important. This is because the DPR RI is a legislative body that is included in the pillars of democracy in Indonesia. The position of DPR RI as an institution is also reflected in the 3 (three) main functions of DPR RI, namely: In addition to recognition of the existence or "positioning" of the organization, the organization must build and maintain its existence, image, status, and two-way communication channels with its partners. In this case, DPR RI as a state institution representing the people has made major changes to the implementation of information disclosure, maintaining the existence, image, status, and two-way communication channels with stakeholders through commission working visits during trial recess, visits by members of the House of Representatives to the Electoral District to synergize, absorb and follow up on the aspirations of the community. Carrying out Hearing Meetings and Public Hearings. Providing IT-based public complaint services through the menu on the DPR RI website and meeting directly with community representatives.

In addition to analyzing constitutive communication through self-structuring, membership negotiation, activity coordination and institutional positioning, DPR RI conducts change management in work assignments through work agreements between each employee and their supervisor. Change management in individual maturity conditions, the form of activities carried out at the Secretariat General and BK DPR RI is by conducting an assessment of each employee to assess and evaluate the personality of each individual employee. However, based on the explanation given by the resource person related to changes at the individual level in the DPR RI such as mutations, deputies, promotions, the institution does not yet have a standardized system so that it is vulnerable to intervention, abuse of authority, and KKN practices. Although there are policies and rules as a reference in the process of individual-level changes in DPR RI, namely the LAKIB (Performance Accountability Report) as a Key Performance Indicator, the system has not been implemented operationally in DPR RI.

4 Conclusion

DPR RI has made quite dynamic changes to its institutional structure. These changes are intended to provide maximum support to the DPR RI institution. The constitutive communication carried out resulted in a mapping of the communication and change process to realize a modern parliament through bureaucratic reform. The bureaucratic reform program is part of the change management carried out by DPR RI, which emphasizes the importance of implementing clean government and good governance, which are universally believed to be the principles needed to provide excellent service to the community.

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