

Communication Technology And The Dynamics Of Mass Media (Review of Regulation on Electronic Transaction and Information Transparency in Indonesia)

Eko Harry Susanto

Faculty of Communication, Tarumangara University,
Jl.S.Parman No.1 Jakarta 11440, Indonesia.

Abstract

Communication technology provides mass media easy access to find, get and use information in news coverage. The strength and flexibility of communication technology in message dissemination is the advantage of mass media to reach audience in wider range. Mass media power in Indonesia's post-political reform is real picture of communication freedom and media independence for the existence of communication technology. When the communication technology aims at increasing information dissemination, it requires regulation on electronic transaction and public information transparency. Two rules related to communication technology and information dissemination are expected to stimulate public participation towards the government performance and build a prosperous information society. This study aims at: (1) getting overview of communication technology uses in mass media, (2) describing the application of regulations on communication technology towards communication freedom, (3) reviewing information discrepancy in mass media as an effort to build an information society. The theory used in this research relates to communication technology, mass media in the recent context and information transparency. Despite the methodology used in this research is qualitative method to study and understand social meaning in the application of communication technology and information discrepancy. Based on the research problem, the research focus is directed to explore the topic more detailed and give a factual overview. (The research findings show that communication technology is mass media power in message dissemination; regulation of electronic transactions inhibits information transparency; and the information transparency is effort to establish an information society.

Keywords : Communication Technology, Mass Media, Electronic Transaction, Information transparency, Information Society

INTRODUCTION

Communication technology in information management is meant as communication system that the computerization function supports to expand message spread. With communication technology, audience can accept information from mass media faster than before. As new technology in communication, it is considered that communication technology makes media more interactive and expansive towards global order" (Tubbs and Moss, 2000).

The power of communication technology can decrease social cultural distance and mass media can use it to search, get and spread information to audience in need. With the ability to spread messages across a wide-range of people, communication technology encourages the emergence of demands toward communication freedom and equality of communication rights.

The uses of communication technology in mass media have been seen mostly from the negative and positive aspects. The negative influence frequently relates to messages that have been easily passed to audience without any truth selection. (Susanto, 2009). This condition is a reason for the government to keep controlling the dynamics of mass communication.

It is indisputable that the communication technology can have negative impact. "Modern technology does not only provide new prospect of communication development for human interaction but also has danger and problem". (MacBride, 1983: 60). Therefore, it is definitely more ideal if the communication technology is seen from positive aspect to support message dissemination for audience in need.

However, when mass communication technology can convey instant and transparent message, public agencies in the government can judge it as obstacle to the performance of the public organizations. Moreover, it is regarded that the existence of communication technology becomes the culprit of uncontrolled media freedom and establishes the disharmonized relationship between the government and society.

In fact the use of communication technology in the sphere of mass media and society has been regulated in the Law of the Republic of Indonesia Number 11 Year 2008 concerning Electronic Information and Transactions. Moreover, when the government provides legal protection for communication activities, it has regulated Law of the Republic of Indonesia Number 14 Year 2008 concerning Public Information Transparency.

The problem is that it is not easy to run information transparency despite it gets support from communication technology. Public bodies or institutions in the Indonesian government have not totally accepted the information discrepancy principles. In the context of organizational culture, the attitude of public bodies that tend to adapt slowly to respond the information discrepancy is understandable.

The public bodies or institutions usually package the information in the tiered system that requires a long period of time and full of consideration for the power interest. Mass

media want all information that can be accessed quickly and transparently. There are definitely differences in attitude between the public bodies and mass media. The last requires freedom in searching, getting and using information to be disseminated to audience.

Based on the aforementioned description, the research problem is "How communication technology, mass media, and laws and regulations related to communication freedom can encourage information discrepancy in Indonesia". The research objectives are: (1) to get picture about communication technology utilization in mass media, (2) to describe the implementation of the laws and regulations concerning communication technology in communication freedom, (3) to review information discrepancy in mass media in order to create information society.

LITERATURE REVIEW

Aspects relating to the research problem and three points relating to the research purpose should get support from literature review appropriate to the research theme to be explored. Therefore, it is necessary to describe theory that has close relations to the communication technology, mass media in the present context and the complexity of information transparency.

1. Communication Technology

Communications technology becomes the structured hardware and has social value for individuals to collect, process and exchange information with others (Rogers, 1986). It deals with mass media technology to deliver messages to a wider of audience. In its development, electronic mass media technology such as film, radio, and television becomes important for the ability to deliver message to a wider range of audience. As an important factor to facilitate information exchange through the computer-based communication system, communication technology is often equalized to new communication technology, new media, or interactive communication which can make fundamental changes in human communication.

2. Mass Media Massa in The Present Context

Mass media is known as a communication tool to disseminate information or news to a wider range of audience. In mass communication perspective, mass media are a means or communication tool that can reach mass as many as possible and as widest as possible. Mass media organizations are part of the structure of society and technology. Therefore, mass media infrastructure is part of economic and power basis. Ideas, images and information that mass media disseminate are the important aspects of culture (McQuail, 2010).

From the aspects of function, mass media can describe the reality of power that tends to follow the existing system in the related country. Media are used to disseminate and promote the government's social and economic programs as national

goals. (Biagi, 2005). In a more straightforward perspective, mass media include all kind of information submitted to a large group of people through international news networks that have no standards on how many audiences need information. (Akin, 2005).

3. Information Transparency

In the development, media have to be more transparent to news appropriate to communication freedom. Transparency is Openness in which people urge the government's information accountability disseminated proactively in relation to its activities, programs, policies and services in the easy to find, accessible and usable format. (IDRC, 2017).

Media transparency is the concept of determinant on how and why information is delivered in various ways. If the media and the public know everything that occurs in all levels of the authority and government, there will be many questions, protests and suggestions coming from media and society. People interested in such an issue will try to influence the government's decision.

Transparency stimulates media and public participation in the day-to-day political process. One tool used to increase daily participation in the political process is the laws and regulations on the demands of information freedom. Modern democracy builds upon the participation of the people and the media. (Susan, 2017). In the context of the laws and regulations, the Law of the Republic of Indonesia Number 14 of 2008 concerning Public Information Transparency states that the right to obtain information is human rights. Public information transparency is an important feature of a democratic country that upholds people's sovereignty. The goals are to build an information society that uses communication and information technology in their daily life activities. In addition, public information transparency is a means of optimizing public control towards the implementation of the state and other Public Bodies and anything that has influence to the public interests.

RESEARCH METHODOLOGY

The research uses qualitative methods to explore and understand the meaning of individuals, groups and institutions in relation to social and humanitarian issues. The qualitative research process seeks to ask questions and procedures, collect specific data from participants, inductively analyze data that start from a specific theme to general one and interpret the data. (Creswell, 2010).

The qualitative research also focuses on research questions, and these will direct the researchers to stay focused on the research problem. The research questions help researchers to determine research strategy to be used in relation to the research topic. (Yin, 2002). In this research on Communication Technology, Media and Information Complexity, the technique of data analysis will be carried out through data reduction. It will summarize, choose the main things and focus on the important aspects appropriate to the theme and pattern. The data presentation is in a kind of brief

description, chart, relationship between categories, flowchart, and other similar ones. The last step relates to draw conclusion in form of description or illustration of an object that has not been clearly known previously (Sugiyono, 2014).

RESEARCH RESULTS AND DISCUSSION

The research results will be reviewed in three sub-discussions of the findings that the researchers got during a thorough search, review and study of information relating to the research topic. The first findings relate to communication technology as the power of mass media. For the second findings, the regulation of electronic transactions has potentially inhibit information transparency. In the third findings, Information Transparency is an effort to create a prosperous Information society.

1. Communication Technology As Power of Mass Media

The power of communication technology in supporting the spread of mass media messages definitely relates to the fall of the New Order's power in Indonesia. Without adequate technological support and governmental control, information from the mass media will be dominantly news coverage from the government's success in the development programs. In the development, however, members of society will dominantly use the communication technology, and it encourages mass media to adjust to public will on the transparency of news coverage.

Mass media that get support from the internet-based communications technology create new media. It is more progressive in news coverage and information dissemination. New media have close relation to new textual experiences, new ways in the global system, new connections between users, media consumers and new technologies. New media also provide new experiences about the relationship between embodiment, identity and community, give new concepts on human relationships and technology, and produce new patterns in information organization and production that move freely (Lister, et.al, 2009).

Information from mass media that move freely as the embodiment of new media is increasingly difficult to be controlled by the government and it has occurred since the fall of the government of President Soeharto in 1998. In the post political reform in Indonesia, however, the reformation government through the organs of its power still tries to limit or regulate communication technology uses in form of electronic broadcast media, online media or other alternative media. However, it is not easy job. For the characteristics of flexible communication technology, mass media increasingly widely exploit to disseminate information to audience.

Various communication studies show that mass media tightly relate to the power of communication technology. Gebner has revealed that mass media in its relation to mass communication are technologically and institutionally based mass production and distribution as far as possible to distribute continuously through public stream in industrial society. (Corner, 1984). In other words, the control of

information from mass media by the government's institutions is not effective for the unlimited pattern of information distribution. The main nature of communication technology has implications around the interactivity of new media with individualistic and unstandardized characteristics". (Rogers, 1986). So it is definitely common if each individual can receive diverse and different information for the interactive and flexible communication system. Therefore, restricting communication technology uses should be not only based on negative assumptions or prejudices but also objective ones after we understand the growing public demand in line with press or mass media freedom.

However, various arguments about the positive value of media's role in disseminating information remain threat for the post-reform governments that explore negative effects of mass media rather than highlight the profitable aspects. In a seminar held by *School for Broadcast Media* on September 11, 2006, some mass media practitioners judged that the intervention of news coverage from businessmen and the rulers (the government) still occurred. Therefore, "despite times and political conditions definitely have changed, it does not occur for the government's viewpoint to mass media". (Sudibyo, 2010). This picture shows that there has been no cultural transformation that makes the government apparatus more appreciative towards public right to information and media independence.

In the bureaucracy agencies, the government has not born adequate new understanding on the autonomous public space from the state intervention and social function of mass media. However, when in one occasion in front of editor-in-chiefs and reporters in Jakarta, President Susilo Bambang stated that press freedom and people freedom through mass media was a must for the transformation of democracy (Kompas, 29 September 2006).

Based on Law of the Republic of Indonesia, Number 40 of 2008 concerning of Press, it clearly shows that the law guarantees press independence as a kind of people sovereignty. There is no intervention that can be justified from any party to mass media. As stated in Article 2 of the Press Law, press freedom is a realization of people sovereignty based on the principles of democracy, justice and the rule of law. Press freedom definitely emphasizes the role of press and democracy. Press freedom is a terminology that has been civilized, and it is individual freedom, free from outside intervention or state power (Anokwa, Lin and Salwen, 2005).

Here it clearly shows that mass media that get support from communication technology with all of its advantages can not be intervened or used as a political instrument of the government in exercising power. Law Number 32 of 2002 concerning Broadcasting contextually has support press freedom. This law guarantees and protects freedom of expression or expression of thought both orally and in writing. It includes guaranteeing freedom of creative expression with the support of message-spreading technology based on the principles of justice, democracy and rule of law.

As described at above, definitely in the post-political reform in Indonesia, press is not able to totally enjoy freedom in conveying information to public. Various entities in the body

of the government still feel disturbed when the democratization of information prevails. The entities consider that intervention is attempt to establish security stability and protect national interests.

According to Makmur Keliat, the concept of national security establishes two regimes that definitely refuse Human Rights called the derogation regime and restriction regime. (Asasi, 2009). The derogation regime appears because national security is assumed to require the State Prerogative. It invites the birth of the concept of national security to protect and preserve the country from various threats that could undermine the country. In the discussion of Human Rights, it is known as the right of derogation.

The right to controlling media coverage is principally identical with the state's privileges in running the government. In fact, political reform requires the concept of good governance as an agreement regarding the state regulation by government, civil society, and private sector for the realization of social welfare (Lagut, 2009).

As considering its functions, mass media with the support of communication technology that establishes cyber media can report the political reality in high speed. However, press life will follow the government system of a related country, and news reporting on facts may be considered dangerous in a press system of a state that applies very protective way towards the flow of public information.

In fact mass media are frequently related to politics and economics. Firstly, media have economic costs and value, and it is the object of competition policy to controlling and making access. Secondly, media are subject to political, economic and legal regulations. Thirdly, mass media are considered effective as the instruments of power with potential capacity to influence in many ways. Fourthly, the power of mass media is not owned by all groups or interests. (McQuail, 2010). Therefore, "political power and mass media have a strong relationship (DeFleur et.al, 1970). The link between these two things frequently becomes interesting issue to be discussed. Therefore, "mass media is absolutely political or solid with political issues". (Nimmo, 1998).

In the Press Freedom Index compiled by Reporters Without Borders in 2016, Indonesia ranked 130th (among 180 countries). Of ASEAN countries, Cambodia has better position ranking 128th, and Timor Leste can enter the top 100 list and it was ranked in the 99th place. (dw.com, 2016).

When entering the Year 2017, Indonesia ranked 124th out of 180 countries. Chairman of Indonesia's Press Council stated that an obstacle in press freedom related to mass media owner's intervention to Editorial Room and regulate news coverage. (rapler.com, 2017). New trends in Indonesia in the era of communication freedom are media's owners who have established political parties and political party people have media. There are media that frequently build their own imaging to their party; there are media that defend the owners' interests by carrying out news framing, talk show, special news coverage, brief info and text running on the television screen (running text) appropriate to their partial interests.

Some print, audio, and audio visual media owned by politicians can be shown in the following table:

Figure 1: Media and Ownership

No	Name of Media	Owners	Political Orientation
1	Media Group	Surya Paloh	Democrat National Party (Nasdem)
2	Viva News	Aburizal Bakrie	Golkar Party
3	Media Nusantara Citra (MNC Group)	Hary Tanoe Soedibjo	Indonesian Unity Party (Perindo)

Source : Processed Data Results

Besides the three media groups, there are several media groups owned by businessmen with strong influence in political competition in Indonesia. These include Trans Corp. under the control of Chaerul Tanjung, Kompas-Gramedia owned by Jakob Oetama, Jawa Pos Group owned by Dahlan Iskan, SCTV Group within the company's Edi Suriatmaja, Tempo Group under Goenawan Mohammad, Tomy Winata's TV Jak and Indonesian Business Group under the control of the business power of Sukamdani and Ciputra.

The media business groups grow rapidly in line with press freedom demands and the support of communications technology that audience increasingly has recognized. Through communication technology, mass media have freedom to search, use and disseminate information. On the other hand, the government does not have the right to control and make censorship towards information and media coverage. When Indonesia is principally in the hegemony of a single political power with the slogan of security stability, the government has the right to regulate and control mass media content. In the era of press freedom, however, under the pretext of freedom, media coverage is in the control of media owners in a covert or overt way.

2. Electronic Transactions Inhibit Media Freedom

Despite the independence of expression is put in high priority in the building of an information society, it potentially encounters various difficulties when faced with the existence of Law Number 11 of 2008 concerning Electronic Information and Transactions (the IET law). The law regulates electronic information as electronic data. These include text, sound, images, maps, designs, photos, electronic data interchange (EDI) and others related to internet access. The Electronic Transaction is a legal action done by using communication technology with the support of computer network and other electronic media. On the other hand, the information technology inherent in mass media coverage activities is efforts to collect, prepare, store, process, and disseminate information as news coverage.

The law has several crucial articles that contradict to the spirit of openness. In the article 40, paragraph (3) of the IET Law states, "The Government shall specify agencies or institutions holding strategic electronic data that must be protected." The provision on the protection of strategic electronic data is definitely a must, and with the partial interpretation for the benefit of the government, it may be justified that when information should be open it is under the confidential classification (Susanto, 2010). The government institutions are unaccustomed to do transparent communication that potentially triggers criticism. It has enjoyed the privilege of controlling communication technology uses and information control appropriate to its interests for a long time.

Closing or limiting access to information definitely is not in line with press freedom that has been tried continuously to anticipate the development of communication technology. In general, free press includes (1) The publication should be free from the preliminary censorship by the third parties, (2) The act of publishing and distribution should be open to any person or group, without any permission or license (3) Criticism to the government, state officials or political parties (which differs from criticism to individuals or treason and security disturbances), should not be criminalized even after the events, (4) There should be no obligation to publish all matters, (5) The publication of wrongdoing is protected and it is the same as the publication of truth in matters relating to opinion or belief, (6). There should be no legal restriction imposed on the collection of information for the publication interests, (7) There should be no legal restrictions imposed on importing, exporting or sending and receiving messages throughout a country, (8) Journalists should be able to demand highly professional autonomy in their organization (McQuail, 2010).

Based on free press approach, there should be no limit in the effort of collecting information for the benefits of mass media publications via communication technology tools. The free press approach substantively has been accommodated in the Law of the Republic of Indonesia Number 40 of 1999 on Press, which regulates press freedom in the political reform era in Indonesia.

Therefore, if public or government bodies or institutions use electronic transaction laws and regulations to close access to information, it has potential to close the freedom of mass media coverage. Moreover, closing access to information is not in line with the spirit of media independence as demanded in the political reform as well.

In fact the utilization of communication technology in electronic transactions aims at educating the nation life as part of the world information society. With communication technology uses, it can open the widest opportunity for mass media to provide factual and transparent information to audience and it is under legal protection. Nevertheless, there are cases related to mass media because the media are considered to violate the law. The provisions in the Electronic Information and Transaction Law that potentially inhibit information transparency can be shown in the following table.

Figure 2: Provisions of Information and Electronic Transaction Law, Potential Obstacles to Media Freedom

No	The Law	Regulation Points	Potential Obstacles
1	Article 27, Paragraph (3)	Any Person who knowingly and without authority distributes and/or disseminates and/or causes to be accessible Electronic Information and/or Electronic Records with contents against propriety	Inhibit democracy process for fear of criticism or making opinion through mass media
2	Article 27, Paragraph (4)	Any Person who knowingly and without authority distributes and/or disseminates and/or causes to be accessible Electronic Information and/or Electronic Records with contents of extortion and/or threats.	Restrict communication freedom in media for threat and extortion can be interpreted subjectively
3	Article 28, Paragraph (1)	Any Person who knowingly and without authority disseminates false and misleading information resulting in consumer loss in Electronic Transactions.	Mass media can be accused to disseminate false and misleading information if it is considered that it is not in line with the interest parties
4	Article 28, Paragraph (2)	Any Person who knowingly and without authority disseminates information aimed at inflicting hatred or dissension on individuals and/or certain groups of community based on ethnic groups, religions, races, and intergroups (SARA).	Mass media can be considered to disseminate hatred or dissension if the interpretation is partial appropriate to the related interests
	Article 29	Any Person who knowingly and without authority sends Electronic Information and/or Electronic Records that contain violence threats or scares aimed personally.	Complexity of information flow that comes from media causes right to send information becomes obscure

Source: Processed Data Results

The aforementioned provisions cause public reluctance as media audience to actively express their opinions in mass media. There have been amendment to several articles in the Information and Electronic Transaction Law in 2016. However, the substance that threatens communication freedom for communication technology uses still prevails. The main concern is the restriction to freedom of expression and it has impact on mass media. Nevertheless, the amendment of Information and Electronic Transaction Law is expected to provide legal protection for the public and mass media in using internet-based communication technology.

The amendment to Information and Electronic Transactions Law is entered into the Law of the Republic of Indonesia Number 19 of 2016 on Amendment to Law Number 11 of 2008 concerning Information and Electronic Transactions. However, this amendment is not directly related, and it only concerns the explanation of articles that have potential to inhibit media democracy as in the above table.

3. Information Transparency Establishes An Information Society

When considering the power of mass media in disseminating message, there are four points about the role of mass media: (1) Through the mass media, we know almost anything that occurs throughout the world despite these are far from our neighborhood, (2) Informed and active citizens can be realized in modern democaracy if mass media go on smoothly, (3) People need mass media to express their ideas to community in a wider range, (4) Super power countries use mass media to disseminate their ideology and commercial purposes. Therefore, mass media is main tool of propagandists, advertisers and individuals who try to influence others. (Vivian, 2007).

Therefore, the government is definitely aware of mass media power. It tries to control media and support their interests. The question is demands of political reforms that require the achievement of a democratic information society and therefore, it does not give opportunity for the government to control news coverage. As known before the 1998 political reforms, the laws and regulations on communication and mass media refer to the development media model which requires the government's involvement in organizing information to public.

The Development Media Theory approach in principle includes (1) Media should accept and carry out positive developmental tasks in line with nationally defined policies. (2) Media freedom is limited appropriate to economic priorities and community development, (3). Media have to give priority to the content of national cultures and language, (4). Media should give priority to news and information on other developing countries particularly related to geographical, cultural or political factors close to Indonesia, (5). Journalists and other media employees have responsibility and freedom in the task of collecting information and disseminating it; (6) For the development purposes, the State has right to intervene, or restrict, media operation, means of censorship, subsidies and direct control of the media.

(McQuail, 2010). The development media model is commonly used among developing countries. (Jayaweera and Amunugama, 1987).

The development media model in Indonesia principally gives pseudo freedom to journalists. It means that there is freedom to carry out journalistic tasks including those involving investigation but it has to consider deeply the principles of security stability. All information mass media disseminate is under the tier supervision, and the disseminated news has to be appropriate to the will of the rulers. As a result, when news is not in line with the government, it will never be published. Media are in situation with full of harmony or in the integralistic perspective. Even if a group of people are not satisfied, they can publish their opinions through mass media (Susanto, 2009)

In present the development media model has passed away. With freedom spirit, mass media with communications technology uses get support from Law Number 14 of 2008 concerning Public Information Transparency. The law concerns the people's rights to get transparent and efficient information without any interference from the government. In this context, the role of mass media have to provide transparent information to public.

The spirit of information transparency is in line with the article 28F of the 1945 Constitution. It states "Every person shall have the right to communicate and to obtain information for the purpose of the development of his/her self and social environment, and shall have the right to seek, obtain, possess, store, process and convey information by employing all available types of channels."

The Public Information Transparency Law governs information transparency and its restrictions relating to confidential information and exception to open access to information. The classification of confidential information shall be made on the basis of examination and careful considerance on the consequences, if any information disclosed to the public will interfere greater interest.

With the enactment of Public Information Transparency Law, the government has to know that communication technology is a major support of mass media that plays role in the implementation of information transparency. Communication technology should not only be seen from the negative side that potentially inhibit the power, but also referred to efforts to establish democratization process. Message dissemination through mass media with the support of communications technology is considered efficient, fast and affordable for public and press. Therefore, it is expected that the government cares about the right to information transparency for public welfare and justice.

The right to transparent information is a fundamental right inherent in human nature. Bill Kovach and Tom Rosenthal mention it as the nature of human consciousness to know things beyond themselves. This right is recognized in article 19 of the Universal Declaration of Human Rights adopted in 1948. According to Haryanto, the right to information must be maintained and fought including in the face of manipulations by businessmen and government officials and politicians.

(Azasi, 2010)

However, it should get great attention because transparency is not easy to implement when the government's information management model is accustomed in the confidential, tiered and bureaucratic hegemony. Indeed, organizations with bureaucratic structures like to hide behind the laws and regulations for their own institutional interests (Reddin in Myers and Myers, 1988).

The issues that will emerge to the introduction of information transparency is fear of some parties who prefer to close themselves in the transparency era. Therefore, the government should be able to minimize the historical cultural barriers that have become culture of the bureaucratic system and the people in Indonesia generally. In the corridors of transparency, public information can not flow freely but has some limitation. On the one hand, it provides positive aspect because it support information transparency. On the other hand, it potentially closes information on the pretext of information in exception.

In the government's perspective, the right to know decision-making process for the wider interests is called transparency. Transparency politically is a tool of accountability for the performance of public officials and combating corruption. Transparency includes the state budget open to mass media and can be discussed. (Susan, 2017)

With the enactment of the Public Information Transparency Law, mass media have discretion to search information from the government and other public bodies and disseminate it to public. All this time the efforts to obtain information frequently encounter the obstacles of closure and access to information in public bodies. Therefore, the Public Information Transparency Law has relevance in encouraging the growing freedom of mass media in searching, obtaining and using information. In other words, access to information becomes open and efficient. Investigative journalism can also run well without any irrelevant rejection. The pattern of investigative journalism requires a lot of information in order to provide clarity to mass media audience.

However, there is information in exception, namely (1) Each public information, if it is open, it will inhibit law enforcement, (2) It disturbs the interests of protecting intellectual property rights and protection from unfair business competition, (3) It jeopardizes the defense and security affairs of the state, (4) It discloses the natural wealth of the Republic of Indonesia, (5) It adversely affect the national economic resilience, (6) It harms the interests of Indonesia's foreign relationship, (7) It discloses the authentic contents of the authentic deed, and (8) It uncovers private secrets.

The material of public information in exception is contained in the information transparency laws and regulations and it does not prevail for provision that can be used as a means to avoid the obligation to convey information to mass media. However, it is used as a guide for sorting open or closed information for public access. In mass communication paradigm, the article on information in exception has to be known by public and it should not be as effort to buy time to manipulate information before it is submitted to public.

If it is realized, the government's information that comes to the surface, or delivered to public is not natural again. It has been manipulated for the benefits of the government that interprets it in integralistic way. Moreover, with communication technology that can be used more easily, public has no dependence again to any information from the government.

If information is organized with the good message management principles, and it will provide clarity for the users. So, it is not problem again. It is in line with the statement of Pearce and Cronen (in West and Turner, 2008: 116), "Communication has to be reorganized and re-adapted to its context, i.e. for human behavior". However, how if any information should be held first and it is packaged with the appropriateness principle to deceive or distract attention, the substance to clarify a problem disappears. Mass media and public will obey articles on information in exception in the Public Information Transparency Law.

The law gives opportunity for mass media to actively participate in addressing various information from the government in the interactive communication pattern. The interactive communication can generate feedback to form common perception on issues being discussed. Moreover, interactive information is also important to reduce uncertainty on a problem (Littlejohn and Foss, 2007).

In the freedom of expression that get support from easy access to communications technology, information in exception like state secrets substantially influences the relationship quality between mass media and the government, which has actually worked well in the post-political reform. It is afraid that the relationship will get worse for different interests in considering factual information.

Whether the appraisal of implementation of Information Transparency Law in its relation to mass media freedom that uses communication technology is success or not, can be shown in the following table.

Based on the above table, it shows that Public Information Transparency Law can improve the government performance particularly in making public policy. Success in the implementation of information transparency has close relation to the existence of increasingly flexible communication technology uses and easy access to information. However, the problem is there are some aspects that can potentially reduce the essential meaning of transparency. This aspect appears from the non-factual reasons. It starts from differences in interests among mass media, the government and audience when these parties discuss about information transparency.

Figure 3: Success of Public Information Transparency Laws for Mass Media

No	Direction	Explanation	Consequences
1	Right to Know	Mass media get right to know planning, programs and policy making process and public decision plus reasons behind the decisions.	Right to know is definitely considered as the efforts of mass media in inhibiting the government performance. The government considers that they are under supervision of mass media.
2	Participation	Mass media can actively participate in public policy making process	Active participation with high frequency triggers the accusation of media's partisanship to a variety of business and political power interests
3	Good Government	Mass media have active role in stimulating the realization of the government's transparency in the efficiency and accountability of public services	Public bodies under the government has opportunity for obfuscating when they refuse some information when mass media ask and the reason that information is exempted and cannot be open to public
4	Public Policy	Mass media know reasons and policy making processes that influence the livelihood of many people and can be disseminated to audience without any obstacle	Audience is frequently divided into two different opinions when they consider public policies: supporting or challenging the policies. It appears due to social, economic and political differences

Source : Processed Data and Adaptation of SET 2009

CONCLUSIONS

The development of technology communication which uses are more flexible, convenient and accessible is one of the main supports of mass media power in the process of searching, getting and spreading factual information to

audience. However, when media position strengthens with the support of communication technology, it is seen as potential obstacle for the performance of government institutions due to their frequently obscure performance to public. On the other hand, interests groups use mass media with the support of communications technology. Media will support their political parties in competition for power in the government's institutions.

Communication technology related to electronic transactions to spread information has gotten the support from the government's laws and regulations. These have spirit of technology uses for society's welfare. Through the laws and regulations, however, it does not totally run well because the right of the mass media to access information with technology support does not go well. The government's institutions tend to have integralistic thinking and these interpret the support of communication technology in the transparency of news coverage negatively and disadvantageously. As a result, the institutions try to control the role of communication technology, and as a result, information transparency as a foundation of news coverage is restricted.

Media transparency that creates a prosperous information society goes in line with the demands of political reform in Indonesia. With the information transparency laws and regulations, mass media can optimize communication technology uses. Media can do investigation, information process and news coverage dissemination based on government sources or other trusted ones. Nevertheless, in the context of political democratization and communication freedom, media transparency encounters obstacles for audience's distrust. Mass media are considered not independent. Moreover, the government's institutions reject the transparency of news coverage in media for taking shelter behind the state secret and information, so it can not be opened to public.

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