The Utilization of Information Technology as a Control of Employees in the Strategic Communication Management at Ministry of Communications and Informatics

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Abstract
Utilization of technology in government to realizing e-government systems has been running in various fields. This research tries to describe the utilization of technology in the government, as a control of government agency members both in output of performance and behavior. The control using an online web-based applications tool for performance and behavior measurement of government agency members. The objective of this paper is to know the organizational and technical aspects undertaken by Ministry of Communications and Informatics in the utilization of the online web-based applications tool by the government agency members within Ministry of Communications and Informatics. This research uses organizational theory with a focus on the concept of control in communication strategy management. The control model used is Cybernetic model. The research paradigm that is used in this research is postpositivism paradigm. The purpose of this research is analytical descriptive, in the utilization of an online web-based applications tool for performance and behavior measurement of government agency members at Ministry of Communications and Informatics. The research approach used in this research is qualitative approach. The data obtained are from literature study and interviews with related parties in Ministry of Communications and Informatics. The result of this paper indicates that the application helps launch performance appraisal system and employee behavior in each work unit as a part of strategic communication management both upward and downward communication, and integrated directly to employment department in Ministry of Communications and Informatics. With this tool, it is expected that no more performance problems are less than the maximum due to weak supervision of employees. While in the technical aspect, the gap among the generation of young employees
with old employees make the implementation of this tool is still running less than the maximum.

Keywords: Utilization, application, control, government

Introduction

Utilization of technology in government to realizing e-government systems has been running in various fields. Several previous researches on the use of e-government technology in government are research by Carter and Bélanger (2005, pp. 5-25). The research entitled “The utilization of e-government services: citizen trust, innovation and acceptance factors”. The result of the research indicates that online services used by the government should resemble the traditional government services to encourage public acceptance. The government is also expected to give accurate, timely and reliable services. In case the public has a positive experience about e-government services they will be more likely to use public services again. Then research by Tiara (2017, pp. 283-295). In research on the "Public Information Access and Service in Government Agency", the results of the research revealed that up to 2016, there are many organizational aspect done by ANRI in the utilization of information technology for public information access and services.

From the researches above, it can be seen that the government is trying to keep up with the technology development and implement it in various aspects of their organizational work culture. However, these studies still focus on the use of technology for external organizational outcomes. On the other hand, researches from Pierce, Snow, and McAfee (2015, pp. 2299-2319) also Jung-Wen Hsia et al (2014, pp. 51-64) which focuses on the use of technology as a means of control and acceptance by employees, takes place abroad, and may be different from those in Indonesia. If we refer to the Pacey’s statement about the concept of technology practice (2000), that technology will be tangent to the culture of its users themselves. When technology is seen as an overall aspect of both value, organization and material objects, technology can be said to be a part of culture. In Pacey’s notion, technology is not only about technical issues, but must also be related to the human aspects of the system, including culture.

From some of the gaps in the researches mentioned earlier, the author in this paper tries to write the utilization of technology in the government, especially the Ministry of Communications and Informatics as a control of government agency members both in output of performance and behavior. The discussion on the utilization of technology in this paper focuses on the field of employees, namely the application of e-SKP (Employee Target Performance electronic-based) which is an online web-based applications tool for performance measurement of government agency members that will facilitate employees in pour all activities that become benchmarks performance assessment in
performing its duties. The use of e-SKP application aims to improve efficiency in managing and monitoring the performance of government agency officials in the government.

Implementation of the e-SKP application itself empirically has been intensively socialized in Ministry of Communications and Informatics since 2017, only in its implementation, still often collide with the transition process of SKP filling with manual form. Based on this, the objectives of this paper is to know the organizational aspects undertaken by Ministry of Communications and Informatics in the utilization of e-SKP, and to know the technical aspects of e-SKP utilization by the government agency members within Ministry of Communications and Informatics.

Literature Review

Communication and information flow within the organization

Based on process of organizing theory, Karl Weick introduced the first organizing theory in 1969 in his book The Social Psychology of Organizing. The main focus of Weick's research is on the exchange of information that takes place within the organization and how members take steps to understand this (Weick, 1969). Weick views the concept of the information environment as something different from the physical environment in which the organization resides. He stated that this information environment was created by members of the organization (Weick, 1979). Thus, based on Weick's theory, then the main aspect in researching the organization is to examine the interaction of communication that exists within the organization.

The definition of organizational communication proposed by Goldhaber (1993), that organizational communication is the process of creating and exchanging messages in a network of interdependent relationships with one another to cope with an uncertain or ever-changing environment (Goldhaber, 1993). As disclosed by Harrison and Doerfel (2006) in (Choi & Fadil, 2008) that communication is a key variable that allows one to build relationships within an organization, as well as interact and share information. In organizations, the flow of communication is divided into formal and informal. According to Papa, Daniels, and Spiker (2008), formal communication is seen based on the purpose of the message flow in a hierarchy, and is divided into downward, upward, horizontal, and diagonal (Papa, Daniels, & Spiker, 2008, p. 74). Downward communication is a vertical communication that goes from leader to subordinate. Katz and Kahn (1978) proposed the types of messages that reflect downward communication include: Job Instructions, job rationales, work procedures and rules, feedback, and ideology of an organization (Papa, Daniels, & Spiker, 2008, p. 52).

Control within the organization's communication management strategy

In executing communication strategies to achieve organizational goals, managers always face the diversity of interests held by employees who join the organization for different reasons and interpret their roles in ways that may or may not serve
organizational goals. Therefore, focus on maintaining energy and resources is important and often problematic. The practice of managerial control, according to modern perspectives, aligns behavior with purpose (Hatch, 1997, pp. 327-328). Control within an organization can be achieved in a variety of ways, from direct supervision to feedback systems to social and cultural controls through systems implemented by management. The management control system is a formal, information-based routine and procedure manager used to maintain or change patterns in organizational activities (Simons, 1995, p. 5). Managers need to control the entire organization to make sure everything is going well and to coordinate and manage operations.

One of the dynamic control models that can be applied to an organization’s management system for performance evaluation and feedback from its members is the Cybernetic Model. In this model, performance standards are usually defined with reference to goals and expectations such as demonstrated knowledge, enthusiasm, clarity, and workplace skills, and any data derived from evaluating employee results and/or behavior will be combined and used to assess and compare the performance of individual members of the organization relative to the stated objectives and/or each other (Hatch & Cunliffe, 2013, p. 238).

![Figure 1. A cybernetic control system for organizations (Hatch & Cunliffe, 2013, p. 239)](image)

Developing a cybernetic model begins by setting acceptable targets or standards of behavior related to goals, followed by measuring and monitoring compliance with targets and standards, and then providing feedback (Hatch, 1997, p. 330). Thus, the system focuses on performance evaluation and feedback systems on job tasks. The way to achieve the goals and tasks that have been set, and lead the target or the standard for achieving the goal is with the output and control of the behavior (Hatch & Cunliffe, 2013, p. 238).
**Website-based application**

Web-based application or also called web base, is a type of application based on web browser technology. That is, the application is running if there is a browser and internet connection (Hilman, 2016). The Website according to the American Heritage Dictionary is a collection of interconnected web pages, usually including a homepage, generally located on the same server, and prepared and maintained as a collection of information by a person, group or organization. Further, the website is a collection of related web pages, including multimedia content, usually identified with common domain names, and published on at least one web server. Websites can be accessed through a public Internet Protocol (IP) network, such as the Internet, or a private local area network (LAN), referring to a uniform resource finder (URL) that identifies the site (American Heritage Dictionary, 2018). From a textual point of view, the website is a coherent textual unit that spans one or more interlocked browser windows, coherence based on semantic, formal and physical interoperation (the same criteria can be used to draw internal demarcation lines within a website, so limit subsite) (Brugger, 2009).

**Research Methodology**

This research will explore a deeper understanding of organizational members at Ministry of Communications and Informatics in the utilization of e-SKP. Therefore, the research paradigm that is used in this research is postpositivism paradigm. Postpositivism is best characterized as a modified version of positivism. Having assessed the damage that positivism has incurred, postpositivists struggle to limit that damage as well as to adjust to it. Prediction and control continue to be the aim (Guba, 1990, p. 20). The purpose of this research is analytical descriptive, therefore the description about the situation, social arrangement or relationship will be very specific (Neuman, 2013, p. 44), in the utilizing of e-SKP at Ministry of Communications and Informatics.

The research approach used in this research is qualitative approach. According to Bogdan and Taylor in (Moleong, 1999), Qualitative methodology is a research procedure that produces descriptive data in the form of written or verbal words of people and behavior that can be observed. In this study, the authors used a qualitative method to investigate deeper and further from the perspective of government agency members as participants, concerning the utilization of e-SKP in Ministry of Communications and Informatics. The data obtained are from literature study and interviews with related parties in Ministry of Communications and Informatics. Library studies include literature books, journals, papers, and other relevant documents and provide data input.

The informant chosen as the source of the interview is the official regarding the utilization policy of e-SKP and staff at the employment department of Ministry of Communications and Informatics, as well as in the Technical Directorate outside the employment department of Ministry of Communications and Informatics. Officials at the employment department of Ministry of Communications and Informatics were chosen as
informants, as e-SKP is one of the duties and functions of the employment department of Ministry of Communications and Informatics. The number of informants to be interviewed is 5 persons, divided into 1 person official at the 32 year old employment department of Ministry of Communications and Informatics and fluent in using technology. The other informants were 4 staff consisting of 1 staff member at the employment department of Ministry of Communications and Informatics, and 3 staff members from the Technical Directorate outside the employment department of Ministry of Communications and Informatics.

Informants from the staff environment at the employment department of Ministry of Communications and Informatics are 36 years old and fluent in using technology, while 3 informants from the Technical Directorate outside the employment department of Ministry of Communications and Informatics are 32, 36 and 55 years old. For informants who are 32 years old, fluent in using technology. For informants aged 36 years, can use the computer but not very fluent in technology. For informants aged 55 years, the ability to use computers and technology is lacking. All the informants taken were women and married, as the authors wanted to get the perspective of women workers, about how they responded to e-SKPs that changed their ‘comfort zones’ that had been regularly shared between the busyness of the office and their home.

Data analysis techniques used in this paper include transcripts of interview results, data reduction, analysis, data interpretation and triangulation, which can then be drawn conclusions. From the interviews and observations the author directly reduces the data, which sharpens, classifies, directs, discards the unnecessary, and organizes the data in such a way from the results of interviews with the informants, so that the conclusions can finally be withdrawn and verified. In addition to using data reduction, the authors also use triangulation techniques as a technique to check the validity of data.

Where in the sense triangulation is a technique of checking the validity of data that utilizes something else in comparing the results of interviews against the object of research (Moleong, 1999). According to Moleong, triangulation is divided into four kinds, including by utilizing the use of sources, methods, investigators and theory. In this study, triangulation was used using the control theory in the organization of Mary Jo Hatch and Arnold Pacey’s theory of technology to obtain appropriate analysis results. This paper is descriptive, only limited to describe the circumstances that occur in the utilization of eSKP in Ministry of Communications and Informatics.

Results

The enactment of Minister of Communication and Informatics Regulation Number 1 Year 2017 on the Implementation of Performance Allowance for Employees in the Ministry of Communications and Informatics Environment, making the policy in the control of the performance and behavior of Ministry of Communications and Informatics employees become more and more tight. Performance achievement of employees who
become indicators of performance allowances is a determinant component of the assessment of the performance of employees based on the assessment of the implementation of work in accordance with the provisions of legislation (JDIH KOMINFO, 2017). The presence of e-SKP application is aimed to becoming an online-based application on the website performance measurement of government agency members, which enables employees in pouring all activities that become benchmarks of performance appraisal in performing their duties. The use of e-SKP application aims to improve efficiency in managing and monitoring the performance of government agency officials in the government.

Referring to the regulation, all employees of the working unit within Ministry of Communications and Informatics are required to complete the realization of performance in e-SKP application in 2017, and employees who do not run it until the specified time limit will be subject to disciplinary punishment in accordance with the provisions of legislation governing the discipline of government agency members. In eSKP, the employee cannot manipulate his performance outputs, as there is a need to upload the document of his work proof into the e-SKP system. Moreover, in the e-SKP there is a logbook, which requires every employee to complete daily activities and upload their work. It does not exist before in the manual SKP system. Assessment of documents uploaded by employees in this e-SKP logbook must also be assessed on a monthly basis by their superior officers, to ensure that the assessed employees do work every day of the month.
In an employee performance agreement, the value graph is based on three elements. First, by quantitative assessment by measuring the success of the number of job targets with performance/output, the second is a qualitative assessment by looking at the quality of the supervised work, and the last is the behavioral element. To avoid subjectivity in the assessment of behavioral elements, it is necessary to have communication and even between directorates to cross check each other.

The system embedded in the e-SKP, allows the control of supervisory officials to subordinates more intensely. Control of the work of employees can be monitored every day anywhere, because e-SKP can be accessed anywhere as long as there is internet connection. And even further, the results of the assessment of the supervisory official, will then be assessed by the administrators. From the results of the assessment by the most recent officers in the work unit, it will be integrated directly into the central e-SKP system that is in the employment department. From the assessment of employee
performance and behavior in e-SKP, then will be the material evaluation of employee performance benefits at the end of the budget year in Ministry of Communications and Informatics.

Discussion

If it refers to the theory of organizational communication, e-SKP application reflects the use of technology to support the flow of formal information both downward and upward communication (Papa, Daniels, & Spiker, 2008). This can be seen from the activities used in e-SKP by employees and their superiors. Downward communication occurs in e-SKP when a boss divides up his work, as a guide for his staff in planning the target and quantity of work. Downward communication can also be seen when a boss checks, revises, and evaluates the performance reports and behavior of his staff. The downward activity that occurs, according to what Simons says, that "the management control system is formal, the manager's information routine and procedures are used to maintain or change patterns in organizational activities" (Simons, 1995, p. 5). Upward communication occurs when a staff planning to report its work in the form of a document supporting evidence uploaded on the logbook page. With the reporting and monitoring of the work of employees in the form of logbook every day, it is related to one of the routine information-based objectives that monitor the achievement of the plan and objectives and to keep informed and inform others about emerging developments (Simons, 1995, p. 5), and become a control system when they are used to sustain organizational activities.

Assessment by superiors and cross checks conducted through the e-SKP application, as disclosed by Milan Zeleny in Hatch (1997) that, when technology requires performance management includes caring for increased productivity, standards and measures, goals and motivations, high technology transform managers into catalyst changes that encourage and support innovation and self-management through hierarchical diffusion and organizational skills and leadership executives. Because of the work to be performed by staff and reported in this e-SKP, it is the development of the duties and functions of officials above. Thus, a staff is required to make innovation and self-management in facilitating his work in order to meet the realization of daily performance that will be controlled by his superiors.

In relation to the Cybernetic control model from Hatch (1997), then this e-SKP application system emphasizes the control function on performance and behavior. In the e-SKP application, the targeting of the work to be performed by staff is the same as what is described in the cybernetic control model. Performance standards are usually established with reference to objectives and expectations such as the competence of both educational background and other competencies that are of interest to the staff. Each employee appraisal result related to daily, monthly, and yearly realizations will be combined to be evaluated by the employment department. From the evaluation results,
it will affect the resources to be gained by the employee, even the work unit where the employee in the next budget year. Resources to be obtained can be funds for work units and materials (office equipment) to support employee performance. This is in accordance with, data derived from evaluating the results and/or employee behavior will be combined and used to assess and compare the performance of individual members of the organization relative to the stated objectives and/or each other (Hatch & Cunliffe, 2013, p. 238).

When talking about behavior control in e-SKP, of course what is targeted in the system both in quantity and quality, will affect how the employee strives to get things done. An employee who is less able to work under pressure and work in teams, will tend to complicate his colleagues in completing the work shared by superiors through e-SKP. It is also appropriate to develop a cybernetic model that begins by setting acceptable targets or standards of behavior related to goals, followed by measuring and monitoring compliance with targets and standards, and then providing feedback (Hatch, 1997, p. 330).

In implementation, e-SKP is not running maximally, especially when done by employees who are aged over 50 years and very less eloquent in the utilization of technology. From the results of interviews the authors, informants who are less eloquent use of computer technology feel burdened with the e-SKP this. They should spend more time than usual to compile the documents that should be uploaded into the e-SKP logbook. Employees who are not eligible computer also often ask for help to other employees in using e-SKP. This of course causes another impact, it makes less effective working hours from other employees, because it should take the time to teach or even help other employees in the process of target input e-SKP and upload documents in the logbook. Another obstacle is the complexity of filling in e-SKP and logbooks if the assigned work is not a file-shaped job and can be uploaded. From the interviews, the majority of outdoor work like that makes employees have to work double, by pouring the work into the form of files and documents. These make staff informants in this paper complaining about the conditions that require them to set aside their effective working time for e-SKP.

If viewed from what Pacey (2000) said, the utilization of e-SKP does not yet reflect that technology is made to simplify human life. The use of e-SKP is good for the control and supervision of the performance of employees, because all the work is recorded in the documents and files in the logbook, but in the implementation side to "facilitate", cannot be said to succeed. This happens because e-SKP is implemented when there are many employees who are "less productive" generation and are not very fluent in using technology. This shows Pacey's opinion that a technology could be good from a technical point of view but fails in its implementation because it is inappropriate or not supported by the culture of the local community.
Conclusion

The result of this paper indicates that in the organizational aspect, the utilization of e-SKP is aimed at improving efficiency in managing and monitoring the performance of government agency officials in the government. Performance factors of employees become one of the important components for the assessment of Ministry of Communications and Informatics in the implementation of bureaucratic reform in government institutions. This e-SKP application helps launch performance appraisal system and employee behavior in each work unit as a part of strategic communication management both upward and downward communication, and integrated directly to employment department in Ministry of Communications and Informatics. With e-SKP, it is expected that no more performance problems are less than the maximum due to weak supervision of employees. While in the technical aspect, the gap among the generation of young employees with old employees make the implementation of e-SKP is still running less than the maximum. Quite complicated the process of filling in e-SKP, and the demands to be eloquent in the use of technology in order to fill various features in e-SKP, make some employees who are "less productive" very feel burdened and uncomfortable in using e-SKP.

From the results of this research, it is hoped that Ministry of Communications and Informatics can maximize communication strategy in providing literacy to all employees related to e-SKP, especially to employees who have entered the age of less productive. The importance of utilizing e-SKP that will have implications for employee performance benefits should be informed as well as possible. Based on the data in the field some obstacles are encountered. Short research time makes the scope of research only to the utilization of e-SKP. The author sees the erosion of human aspects in the implementation of performance and behavioral assessments in this e-SKP, which could be an opportunity for further research. Therefore, improvement is still needed, so it can illustrate other aspects not only the utilization of e-SKP.

References


