

Information and Complaint Service Unit (UPIK) as the Implementation of Good Governance in Yogyakarta City and its Relation to National Resilience

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Humans are social beings who require interaction with others in order to survive. In the process of interaction among people, which is then called as 'community', it needs the role of government as regulatory authorities. The Government is expected to perform its role and function professionally, therefore along with the rapidly changing environment the government is required to always make innovations on its concept to serve the community.

One of the innovations made by the government of Yogyakarta City to serve its residents is the establishment of Information and Complaint Service Unit (UPIK). It is a unit which plays a role as information technology-based communication media that can be accessed by public to ask for information and to voice their aspirations, feedbacks, criticism and complaints. This unit is the implementation of good governance program in enhancing national resilience. Good governance entails sound public sector management (efficiency, effectiveness and economy), accountability, the exchange and free flow of information (transparency) and a legal framework for development (justice, respect for human rights and liberties). It has been shaped by three main models, which are: (a) public administration; (b) public management; and (c) governance. While public administration can be defined as all the processes, organizations and individuals associated with carrying out laws and other rules adopted or issued by the legislature, executive and courts, public management is a global reform movement that redefines the relationship between government and society. In this administration element, the state is considered of how they provide services to their citizens.

The Good Governance's scope could not be separated from the conception of national resilience where political and economic aspects are two of eight *gatrass* (principal) of national resilience. Based on the administrative aspect, all *gatrass* in national resilience require good management, transparency, and accountability in accordance with the principles of good governance. So that, it cannot be denied that the administrative aspect plays an important role in realizing the national resilience of a country. On the other hand, considering that a state is administratively divided into smaller regions (provinces), the national resilience of one country also highly depends on the national resilience of each province. Therefore, the administration management is

very important in achieving the province's resilience in which it will support the national resilience of a country.

Keywords: Good Governance, Public Service, National Resilience



I. Introduction

The concept of 'government' actually comes from the needs of a community. As it is known that naturally, as a social creature, man requires the presence and interaction of other humans in order to survive. In the process of interaction between people, which is then called as 'community', it needs a regulator of which function is to regulate and maintain the interaction among the people. The authority as a regulator then is known as 'government'. Therefore, the main role of government is to serve and regulate its people.

In providing services to its society, government is expected to do their tasks professionally and satisfactorily. Along with the rapidly changing environment and other sectors, the demand or need for public services is increasing. Those force government to always find and implement new innovations and concepts of service to their community.

This paper talks about one of the innovations undertaken by the government of Yogyakarta City. It is relevant to their role as a provider of good public services to the community. The innovation is the establishment of Information and Complaint Service Unit (UPIK). It is an information technology communication media based which is accessible to people for asking information, giving aspirations and feedback, and telling complaints related to Yogyakarta city and its public services. This paper also explores

the correlation between the Information and Complaint Service Unit (UPIK) and the concept of good governance in maintaining the national resilience of the region.

Based on the description above, this paper is going to discuss the role of Information and Complaint Service Unit (UPIK) of Yogyakarta as the implementation of good governance and its correlation to the National Resilience.

II. Theoretical Review and Conceptual Framework

Good Governance issue has appeared when the development has been very manipulative and it has not supported people's interests. Centralized government control and determine the direction of development without involving their people. They even take advantages of the public for a small group of people who are closed to the government. Therefore, the government needs to improve their service in line with the increasing role of the community or citizens. The concept of improving their service is the main idea of 'good governance.'

According to Chalid (2005), the concept of *governance* should be understood as a process, not a structure or institution. Good governance according to the policy document of UNDP (United Nations Development Programme, an agency of the United Nation organization that focuses on providing technical assistance and development), is the use of economic, political and administration authorities to manage state's affairs at any levels. Governance covers the entire mechanism, processes, and institutions where citizens and community groups may express their interests, use their legal rights, fulfill their obligations and link up the differences among them. Good governance can be measured by the achievement of order in society.

Regional autonomy gives greater opportunity for government, especially local government, to improve their governance in order to do their main function, giving

good public services to their people. The opportunities are in the form of greater authority for local governments to manage and organize their own regions. One of the government's efforts in improving the quality of public services in their region is by developing an integrated service unit (Dwiyanto, 2005).

Public service can be defined as any service, either they are in the form of public goods and public services, that principally are government's responsibility and they are implemented by Government Agencies in Central, Regional, and State-Owned Enterprise or Regional-Owned Enterprises. The main function of the public services is to fulfill or accomplish the needs of the community (people) as well as to implement the regulations or provisions of the legislation (source: http://id.wikipedia.org/wiki/Pelayanan_publik). Another definition and regulations about public services has also been regulated in Law No. 25 of 1999. Based on the Law, public service is defined as an activity or series of activities in order to meet service requirements in accordance with the laws for all citizens and residents of the goods, services, and/or administrative services provided by public service providers. According to Article 4 of the Law, the public service must based on; public interest, rule of law, equal rights, the balance of rights and obligations, professionalism, participation, equality of treatment/no-discrimination, transparency, accountability, facilities and special treatment for vulnerable groups, time accuracy, and the quickness, simplicity, and affordability.

Based on the definition of good governance by UNDP above, there are three (3) elements of good governance. They are (1) political elements concerning the formulation of public policy, economic elements related to state policy in the field of economics for the welfare of the community, and the administration as a system element that applies policies – policies that have made the administration in this state are considered elements of how it provides services to its citizens. Administrative prominent element in the formation of the Public Service Act, as seen from the definition that the activity or series of activities in order to meet service requirements. Therefore a public service which is in accordance with its principles; transparency, accountability, professionalism, and participatory is the implementation or elaboration of the concept of good governance.

Yogyakarta City at Glance

Yogyakarta is a small city in Java Island. It is the capital city and administrative center of Yogyakarta Special Region. Geographically, the city is located between 110° 24'19" – 110° 28'53" East Longitude and 07°49'26" – 07°15'24" South Latitude. This city is around 32.5 km² or 1.02% of the total area of Yogyakarta Special Region. Yogyakarta city consists of 14 districts, 45 villages, 362 RWs (RW is *Rukun Warga* or community unit) and 2,523 RTs (RT is *Rukun Tetangga* or chief of neighborhood unit). The population of the Yogyakarta city according to the census of 2010 was 388,088 inhabitants with the population density of 13,881 per km². The total revenue of Yogyakarta city 2010 reached Rp 198 billion, 38% or approximately USD 75.2 billion of them comes from tourism (source: BPS Yogyakarta). Yogyakarta city is currently led by the Mayor Drs.H. Haryadi Suyudi and Deputy Mayor of Imam Priyono Dwi Putranto, SE, M.Sc. The vision of the city is "Realization of Yogyakarta city as a high quality of Education City, Culture based tourism, excellent services, friendly environment and civil society based on the spirit of *Memayu Hayuning Bawana*." The vision then explained further into the missions of Jogjakarta city;

1. Build formal and non-formal educational institutions to produce human resources who are capable of mastering science and technology in order to develop a competitive and high quality education;
2. Build and realize tourism, arts and culture as the eminent resource or capital of Jogjakarta city in order to develop the city as a cultural based tourism city;
3. Build and realize Yogyakarta city as the motor of growth and excellent services to Yogyakarta province by developing social economy system;
4. Make and create a society which is aware of the importance of environmental preservation with the spirit of belonging (sense of belonging);
5. Make and realize a democratic society inspired by nationalism of Indonesia which is devout, fair and civilized human, democracy and social justice in the spirit of unity.

This small town is also known as the city of culture, education city and tourism city. It is also said as a cultural city where there are many Javanese cultural heritages such as the Kingdom (Sultanate) Yogyakarta and other cultural treasures. In addition, the city is also known as the city of education because there are more than 100 colleges or universities in Yogyakarta. It becomes a major destination for students from all over

Indonesia to study. Why is Yogyakarta called as city of tourism? This city is the 2nd destination for tourists in Indonesia after Bali. There are many attractions owned by the city of Yogyakarta.

National Resilience

National resilience is a picture or description of the conditions or procedures of national life at a certain moment. According to Ahmad Dirwan in his university textbook of National Resilience, national resilience is understood as a dynamic condition of a nation consisting of toughness and tenacity and the ability to develop a national power to encounter all kinds and forms of threats, challenges, obstacles and distractions that come both from inside and outside, directly or indirectly threaten and endanger the integrity, identity, nation and state survival and struggle in realizing the objectives of the national struggle.

Indonesian National Resilience conception is the conception of national power development through the setting and implementation of balanced prosperity and security and harmony in all aspects of life as a whole, comprehensive and integrated based on Pancasila, the Constitution of 1945, and the Archipelago concept. National Resilience has the following principles:

1. Welfare and Safety principles

This principle is a fundamental requirement and must be met by an individual or community/group. In the national life of the nation, welfare and safety elements are usually a benchmark for steady or absence of a national resilience.

2. Comprehensive/Integrated principles

It means that national resilience covering all aspects of life. These aspects are related to the form of unity and harmony.

3. Kinship principle

This principle covers justice, solidarity, equality, mutual cooperation, tolerance and responsibility in society and national life. In this term, difference is unavoidable and those are realized by every people. This fact, then, it is treated by developing partnership and harmony in life to prevent any destructive acts which may be raised from conflicts.

National resilience has the following characteristics:

1. Independent

National resilience believed in its ability and strength with ductility and toughness. It contains the spirit of struggling based on its identity, integrity and national personality. This character of independence is a prerequisite in establishing a mutually beneficial cooperation in global life.

2. Dynamic

National resilience is not fixed. It can be increased or decreased depends on the situation and condition of the nation and the state, as well as its strategic environment. This is in line with the nature and the concept that everything in the world is always changing. Therefore, the efforts in increasing national resilience must always be oriented to the future and its dynamics. It is focused to the achievement of a better condition of national living.

3. Authority or Power

The continuity and sustainability of success in developing Indonesia's national resilience will increase the capability and strength of the nation. It can be the main factors to the other nations to “see” Indonesia. The higher level of the Indonesia's national resilience, the higher value of the national power of Indonesia. It will lead to the higher level or the better deterrent power owned by Indonesia as a nation.

4. Consultation and Cooperation

Indonesia does not put national resilience into confrontational and antagonistic attitude, nor rely on power and physical strength alone, but rather to the nature of the consultative, cooperation and mutual respect by relying on the strength of the nation's moral and personality.

In general it can be concluded that the national resilience is the durability or strength of a nation in facing and overcome all challenges, threats, harassment and obstacles from inside or outside in order to ensure the identity, integrity, survival of the nation and state of Indonesia and the struggle to reach its national goals. Such conditions should always be nurtured and kept by all components of the nation and state of Indonesia.

III. Discussion

A. Information and Complaint Service Unit (UPIK) and Good Governance

Information and Complaint Service Unit of Yogyakarta city is one of the activities of the Public Relations and Information Secretary of Yogyakarta municipal administration. It carried out the message of community-based of information technology management in the form of advice/suggestions, questions, complaints, and informations. It is done in order to improve public services and responsive, transparent bureaucracy performances.

The history of this unit begins on 2003 with the opening of the Hotline Service by the Mayor of Yogyakarta as a service or way to the citizens of Yogyakarta people to voice their complaints and aspirations. In the middle of 2003, the government of municipal administration of Yogyakarta in cooperation with *Swisscontact* Society for the Study of Democracy Economic Development (PKPEK) changed the *Hotline Service* into Information and Complaint Service Unit (UPIK). The unit is then launched on January 31, 2004 as a public service. It is one of the government's efforts to participate in achieving good governance. In further, UPIK has a mutual cooperation with one of mobile operators in Yogyakarta. Until now UPIK becomes one of the effective channels of communication between citizens and the Government of Yogyakarta municipal administration.

This unit has a legal basis Yogyakarta Mayoral Regulation No. 77/2009 on Information and Complaint Service in the Information and Complaint Service Unit (UPIK) and Yogyakarta Mayoral Decree No.133/KEP/2010 on the Management Team of Yogyakarta Information and Complaint Service Unit. The establishment of UPIK is to do its function as information services to facilitate effective interaction and communication between government of Yogyakarta municipal administration and their residents. UPIK is aimed (1) to obtain the input in the form of question, complaint, information, proposals/suggestions from public (the residents) as an evaluation source/substance to analyze the programs done by the Yogyakarta government in improving their performance as administrative reforms to create a good and clean municipal administration, (2) to provide information and any other services to the residents/ community. Here are the media in Information and Complaint Service Unit;

1. Phone line or faximile to the number (0274) 561270

2. Short Message Service on the number 08122780001
3. Internet with websites <http://upik.jogjakota.go.id>
4. Elektronik message or E-mail at upik@jogjakota.go.id
5. Letters/Come Directly with UPIK Operational Officer in the Public Relations and Information Office of Yogyakarta, Jl. Kenari No.56 Timoho, Yogyakarta City Hall Complex.

In 2010, the Yogyakarta Mayor, Herry Zudianto was awarded the 2010 Bung Hatta Anticorruption Award (BHACA) for his outstanding achievement as chief of municipal public servants. Herry has implemented in his administration include a one-stop licensing agency in which one office handles all administration procedures and the information and complaint service unit through which Yogyakarta residents voice their aspirations. He said that Good governance in Indonesia is like a rolling snowball: it can't be stopped. The paradigm shift can come from outside forces, or it can come from our willingness to change. He also mentioned that his key recipe for success is by listening to many people. Many of his ideas are inspired by listening to many people. That's why he spends most of his time engaging in conversations with his constituents and meeting them. Based on his statement, it can be concluded that, implicitly, the main function of the unit (UPIK) is listening to Yogyakarta residents.

In the context of good governance, the public service is one of the 3 scopes of good governance according to the UNDP in the aspect of administrative reform. Dwiyanto (2005) quotes that there are several reasons why public service becomes a strategic point to begin the development process of good governance in Indonesia, among others are:

1. Public service as the characteristic of good governance can be performed easier and more real by the government bureaucracy. The values that characterize the practice of good governance such as efficiency, transparency, accountability and participation can be relatively easy to be performed in public service rather than to be institutionalized into all aspects of government activity.
2. Public service involves all elements of governance.

Government, civil society, and market mechanisms have high interest and involvement in this domain. Public services become "high-stake" and play an important role for other three elements of governance since good or bad of public

service quality will give a high influence to the other elements. The progress of a government, both at central and local levels, will be greatly influenced by their success in creating a good public service. The success of a regime and its authorities in establishing the legitimacy of power is often influenced by their ability to conduct good public service and to make their people satisfied. In addition, by improving public services, it will also reduce the cost of bureaucracy, which, in turn, it can support people's welfare and make the market mechanism more efficient. Thus, public services reform would gain widespread support from all stakeholders.

3. Public services are able to promote public support and trust.

Public service has been the domain of a state in which it is represented by the government integrated with non-government agencies. In this case, there will be a very intense struggle between the government and its citizens. The success in actualizing good governance practices in the form of public service will lead the government to get support and trust from people. Building good governance is not only a myth but it can be a real thing.

4. Public services can reduce or stop the tolerance of *bad governance* practices. Governance and Decentralization Survey Results 2002 (GDS 2002) showed that most people considered that the practice of bribery and extortion is quite normal. Moreover they felt happy in doing that to make their affairs done well related to the public service. It can be an indicator that the citizens become more tolerant of "bad governance" practices. The presence of a bad government, of course, will not encourage people to develop a "survival mechanism" and it will also avoid the effort in establishing good governance. If this case continues to happen and get expand, it will be very dangerous for the survival of the nation. By making the practice of public service as an entry point in building good governance, it is expected that tolerance of bad governance expanding can be stopped.

5. Public services can involve actors beyond the State in order to respond public issues. The concept of *governance* is wider than the concept of *government* because governance practices involve civil society and market mechanism elements. In public service, the involvement of civil society and the market mechanism have already been occurred, so the practice of governance in the

scope public service is actually not a new thing. This is an advantage to start the changes because the involvement of market mechanisms already exists.

6. The standards and indicators of the practice of public service can be done easily. Public services which have good governance vision such as efficient, non-discriminatory, high-power responsive, and have a high accountability can be assessed and measured easily. Simple standards and indicators used by the organizers, the user community, and other stakeholders can be formulated easily. Moreover, the progress of the development of public service with good governance vision can also be judged easily by all stakeholders.

According to Tama S. Langkun from Investigation Division of the Indonesian Corruption Watch, published in the Bulletin of ACCESS, a good quality of public service can be achieved if the public agency applies the principles of information openness. According to Law No.14/2008 on Public Information (UUKIP), there are at least four principles of information openness which can be applied in the context of public information services. First, public information is open and accessible to everyone. Second, the information must be obtained by simple way, fast, on time and with low cost. Third, there is exception of information, so it is tight and limited. Fourth, the exception of information should not be permanent. It must consider the public interest. If the four principles are done successfully, the quality of public services will increase. In other words, the application of the principles of information openness is directly in line with the quality of public service improvement.

Based on the analysis above, such kind of service system model (UPIK) may bring the government closer to the people. By participating in using UPIK means that the residents have also participated in evaluating the performance of Yogyakarta municipal administration by its public service through the complaints. By the community involvement in City government, it will create transparency, accountability, and responsiveness in governance and thus, this is the real implementation of the concept of good governance.

B. The Role of Information and Complaint Service Unit (UPIK) and National Resilience

National Resilience which is defined as the toughness and tenacity of people is a pre-condition for sustainable development of a nation. If a country is not able to anticipate threats and problems both from inside and outside of the country, or in other words, it is called that the country does not have any good national resilience, then surely the country will always be struggling with conflicts. The stability of peace and security will not be realized because of the conflicts as well as the development of a nation can not run well.

Based on the scope of good governance; political, economical and administrative aspects, of course, they are closely related to the concept of national resilience in which the political and economical aspects are two of eight *gatr*s in national resilience. Resilience in political aspect is defined as a dynamic condition in political life of a nation which it contains tenacity and strength in resolving challenges, threats, obstacles and interferences that comes from inside and outside. The realization of resilience in political aspect requires a good, dynamic, and 'healthy' political life of the nation. The realization of economic resilience is reflected in the condition of a nation based on economic perspective. It is defined as the ability to maintain a dynamic and healthy economic stability, to create a competitive national economic independence, and to reach a fair and well distributed of people's prosperity.

In addition, related to administrative aspects all *gatr*s in national resilience require good, transparent, and accountable management based on the principles of good governance. So the administrative aspect plays an important role in realizing a national resilience of a country.

However, considering that the state, in terms of administratively, is divided into smaller areas (provinces), so national resilience of a country is also highly dependent on the national resilience of each region or provinces. Therefore, the administration in a region has very important role in achieving the national resilience of the region itself, which in further, it will support the national resilience of a country.

The existence of Information and Complaint Service Unit in Yogyakarta municipal administration is a real effort from Yogyakarta city government towards good governance. Government which is well managed based on the principles of

good governance will support the increasing of welfare of the citizens, resident's trust and closeness between citizens and the government. Those will support the realization of the national strength and resilience particularly in Yogyakarta and Indonesia as well.

IV. Conclusion

In order to improve the prosperity of its residents, government needs to apply the principles of good governance. Desentralization or local autonomy program gives an ample opportunity for local governments to create policies that support it. Yogyakarta city is municipal administration in Yogyakarta province which implement or embody the principles of good governance by establishing Information and Complaint Service Unit (UPIK).

The establishment of the unit (UPIK) gives many benefits to the people and the government. It makes the communication and interaction between government and its people get well and closer. The residents may voice their aspirations, complaints, suggestions, ideas and issues to the government easily and quickly. The proximity of government to its people, good governance; transparent, accountable, and responsible, in general will support the Indonesian national resilience.

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