



The image of the government of Yogyakarta Special Region on the privileged funds (Media online coverage on privileged funds issues in Tempo.co, Kompas.com and KrJogja.com 2012 – 2022)

Fachry Muhammad Zulham¹, Tri Hastuti Nur Rochimah²

¹Department of Communication Science, Muhammadiyah Yogyakarta University, 55183, Indonesia

*Corresponding author's email: fachry.m.isip19@mail.umy.ac.id, trinur@umy.ac.id

ABSTRACT

Keywords

Image
Content Analysis
Privileged Funds
Media Coverage
News

The Special Region of Yogyakarta (DIY) is a province that acquired a special status as a special region. The privilege of Yogyakarta has been running for 10 years and still raises pros and cons in its implementation. One of the controversies is the use of the privileged funds budget. National and local media have also reported many pros and cons about these issues. This study aims to determine the image of the Yogyakarta Special Region Regional Government through the management of privileged funds in online media coverage (Tempo.co, Kompas.com and KrJogja.com) in the period 2012 - 2022. This research uses a quantitative approach with content analysis method. The results of this study show that the image of the Yogyakarta Special Region Regional Government through the management of special privilege funds for 10 years, tends to be negative. Judging from the news topics that have emerged, it has not had an impact on the welfare of society and the privilege fund program has not been oriented towards the welfare of society. Online media Tempo.co and Krjogja.com tend to negative reporting, meanwhile, Kompas.com has a neutral reporting tendency.

1. Introduction

Daerah Istimewa Yogyakarta (DIY) is a province-level autonomous region that has the status of Special Region. The privilege owned by Yogyakarta is contained in Law No. 3 of 1950 on the Establishment of the Special Region of Yogyakarta and the recognition of authority in handling all affairs in rugging a special government. Section 5 paragraph 1 of Law No.13 in 2012 on the privileges of the Special Region of Yogyakarta states that the objectives of the DIY privileges regulation include: a) realizing a democratic government; b) realizing public welfare and tranquility; c) realizing governance and social order that guarantees unity in diversity within the framework of the Unitary State of the Republic of Indonesia; d) creating good governance; dan e) institutionalizing the role and responsibility of the Sultanate and Duchy in maintaining and developing Yogyakarta culture which is the nation's cultural heritage. Generally, the objective outlined in the section above show that the ideals of the existence of privileged owned by the Special Region of Yogyakarta are to create welfare for the people of Yogyakarta, as well as to maintain and preserve the noble cultural heritage contained in Yogyakarta.

The privileges owned by DIY are expected to be able to make significant changes for the welfare of the public. However, the privilege funds obtained by DIY have several controversial issues amid public interest. In 2020, the State Financial Accountability Committee (BAKN) of the House of Representative (DPR RI) released a report on the review of the DIY privilege fund, which reviewed the use of privilege funds. Overall, the management of the privilege funds carried out by DIY Regional Government has been carried out well. Nevertheless, there are two notes, which are: 1) the

poverty rate in DIY province is higher than the national poverty rate, means that the additional budget received by DIY province each years through the privilege fund only has a small impact on reducing the poverty rate; 2) the level of income inequality in DIY province in 2019 was ranked highest nationally at 0,423, with this the allocation of the privileged fund obtained by the DIY regional government has not been able to realize welfare for the society (Badan Akuntabilitas Keuangan Negara DPR RI, 2020).

The media has an important role in the process of forming, spreading and interpreting information in shaping public perceptions of an organization. In the news in the mass media, the news displayed and published is one way of forming public opinion (Ruslan, 2002). Furthermore, the belief of a view or perception that the public believes in a news story in online media is sooner or later known as an image. Image is impression, feeling, perception and public understanding of the organization (Soemirat, Soleh & Ardianto, 2017). Based on Shirley Harrison, image can be seen through personality, reputation, value, and corporate identity (Al-fath & Rochimah, 2020). The presence of new media or in academic literature communication referred to as online media can surpass traditional or conventional media distribution patterns, where companies or organizations can evolve in viewing images through online media (Nasrullah, 2014).

The presence of the media as the fourth pillar in the context of democracy in addition to the legislative, executive, and judicative holds an important role in the administration of the state. The media acts as a pillar of balance and becomes a tool for the public in observing and monitoring. Mass media is an important factor in constructing political images, public opinion, and the realm of democracy. Based on that concept, the media in the fourth pillar of democracy has an important role in constructing the image and opinion of the public or the audience through the news related to the issue of privileged funds (Nyarwi, 2008).

To analyze how the image of DIY through the management of privilege funds, this study uses the conception of image describe by Pratama (2017) which states that the image of the government is formed from a bureaucratic image and political image. Bureaucratic image is an image formed from public perception of state apparatus or institutions (Cecilia et al., 2020). Researchers took two of the four dimensions of organizational reputation according to Daniel Carpenter: performance and moral reputation (Pratama, 2017). The performance dimension has three main indicators include: effective, efficient, and competent (Carpenter & Krause, 2012). Meanwhile, the moral reputation dimension based on Carpenter dan Krause contain two measurement indicators, namely compassionate and honest (Pratama, 2017).

Furthermore, according to McCroskey & Teven (1999) who observe political image from a political communication perspective identified that there are three dimensions of credibility as important aspects of political image, one of which is Goodwill or Political will. Political will is a dimension where the public feels cared and believes that the government is working for the good of society. There are seven indicators of political will according to Brinkerhoff, but this study focuses on two indicators, which are government initiatives and priorities (Jannah & Arimurti Kriswibowo, 2022).

The issue of privilege fund management in the media is important to study because this issue has been running for 10 years since the inauguration of Law No.13/2012 on August 31, 2012. During this period of this time, there is an image that emerges to the DIY Government in its management, where the privileged fund is one of the special funds from the state budget (APBN) allocated by national government to the DIY government. Secondly, there is a lack of studies or research from communication perspective that concerning the image of the DIY government related to the privileged funds. Third, to observe how the media construct and shapes the image of the DIY government through news that related to the welfare of amidst controversy and polemics, and how brave the media is reporting on the privileged funds.

2. Method

The method in this study uses quantitative content analysis with a focus on the management of privileged funds by the Yogyakarta Special Region Government in the three online media Tempo.co, Kompas.com, and Krjogja.com The three selected media are online news platforms with national

and local reputations with large readership. Kompas.com is part of the Kompas Group of newspapers under Kompas Gramedia (KG). According to Annet Keller, it is confirmed that Indonesian elites mostly read Kompas (Rosemary et al., 2022). Meanwhile, Tempo.co is a news media that has a critical perspective on the government. While Kedaulatan Rakyat (Kerjogja) is a local media that has survived from the colonial era until now and has an important role for the people of Yogyakarta and is very close to the Yogyakarta Special Region Government.

The Object of the research is news coverage or article on the management of privileged funds for 10 years from 2012 to 2022. The search for news article was conducted using the keywords: privileged funds (dana keistimewaan), privileged law (UU Keistimewaan) and danais. The stages of this research included: (1) developing conceptual and operational definitions and compiling coding sheets based on conceptual definitions; (2) determining the research unit of analysis, (3) coding the frequency of news article; and (4) analyzing and explaining the finding based on indicators. To test the level of objectivity, this research involves two people, namely the researcher and another person (intercoder) who has sufficient understanding of the topic and methods used. In this study, in addition to being valid, the measuring instrument must have high reliability. Coding sheet is one of the measuring tools in content analysis (Eriyanto, 2011).

3. Result and Discussion

During the 10 years, we collected 126 news and articles, with details of 36 news in Tempo.co, 20 articles in Kompas.com, and 70 articles in KrJogja.com. Based on 126 news articles in the period 2012 – 2022, the research resulted in the following:

3.1. Effective

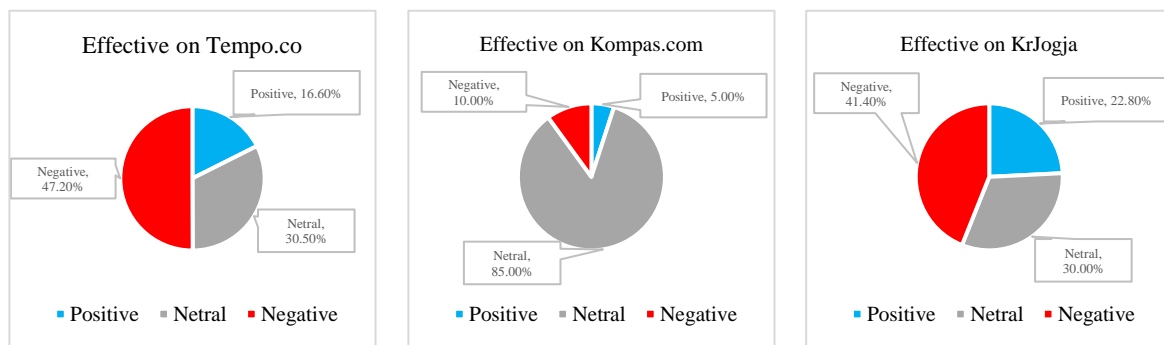


Figure 1. Image of effective indicators from 3 online media (Tempo.co, Kompas.com & KrJogja.com)

Source: Processed by Researchers

Above shows that two out of three online media Tempo.com dan Krjogja.com give negative (unfavorable) judgement on effective indicators. News issues that often appear on effective indicators related to: 1) The policy and programs of privileged funds have not been able to have an impact on efforts to improve society welfare. This can be seen from the high poverty rate, social inequality, and employment problems. 2) The privileged funds programs have not been oriented towards poverty alleviation, and program are still limited to physical realization and short-term event or shows. The sample of the news as like below:

Tempo.co, Sleman – A study conducted by the Institute for Development and Economic Analyst (IDEA) show that the privileged funds that have been following to Yogyakarta since 2013 have not been able to improves the welfare of the society. This evidence by the high level of inequality and poverty in Yogyakarta (Rudiana, Pito Agustin Muhtarom, 2017).

Krjogja.com, Yogyakarta – External spoke person from the dukuh (hamlet) representatives, Sukiman Hadi Wijoyo said that “it has been the fourth year, but we in the village have not felt the direct benefits of danais, so far it is still used for infrastructure at titik nol, wayangan or other activities that are ceremonial, although at the lower level of the village needs, for example, for mutual cooperation funds, until now it has not been finished, the mandate of UUK must be carried out consistently” (Danar, 2016).

3.2. Efficient

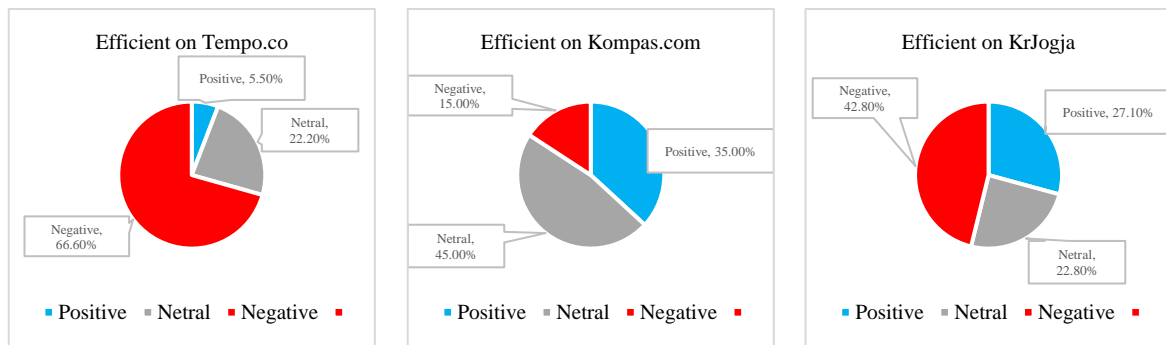


Figure 2. Image of efficient indicators from 3 online media (Tempo.co, Kompas.com & KrJogja.com)
Source: Processed by Researchers

Online media Tempo.co and Krjogja.com in Fig.2 above write more negative things. The negative news issues that have emerged are related: 1) The slow pace of drafting regulations on the use of privileged funds in early years of the privileged funds. 2) Non-optimal and low absorption of the privileged fund budget. 3) Uneven/unequal budget allocation of privileged funds in each of the privileged affairs. 4) The budget allocations have not been focused on the welfare of the society as evidenced by the many short-term program or event. Here examples of the news related with these issues:

Tempo.co, Yogyakarta – According to Sadar Narima, chairman of the Regional Legislation Committee of the Yogyakarta Regional House of Representatives, the Yogyakarta government not ready to draft RAPERDA (Draft Regional Regulation) on privileges. This has resulted in the slow distribution of privileged funds from the central government (Maharani, 2013).

KrJogja.com, Yogyakarta – The statement according to the Chairman of Commission A DPRD DIY, Eko Suswanto who explained that every year that allocation of DIY privileged funds continues to increase, but the absorption from year to year still leaves the budget. According to Dwi Budi Utama, a member of Commission D DPRD DIY, the allocation of the use of privileged funds is mostly distributed for organizing event or show and building development (Danar, 2017b).

3.3. Competence

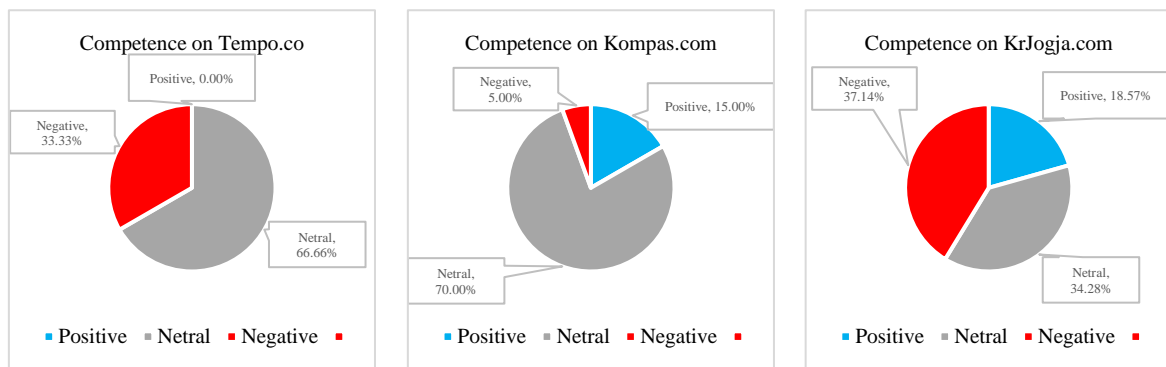


Figure 3. Image of competence indicators from 3 online media (Tempo.co, Kompas.com & KrJogja.com)
Source: Processed by Researchers

Fig. 3 above show two out of three media Tempo.co dan Kompas.com write more neutral things. The issues or topics of neutral news that appear a lot are related to: 1) Information on budget allocation in general. 2) Information on the distribution of privileged funds by the central government. 3) Concepts, plans and information on the use of the privileged fund in general.

Tempo.co, Yogyakarta – There is information on the amount of the privileged fund budget provide by the government in the first term of 2013 to the DIY government. The amount of privileged funds

that fell in the first term in 2013 amounted to Rp 127 billion of the total 2013 privileged funds of Rp 213 billion (Rudiana, 2013).

3.4. Compassionate

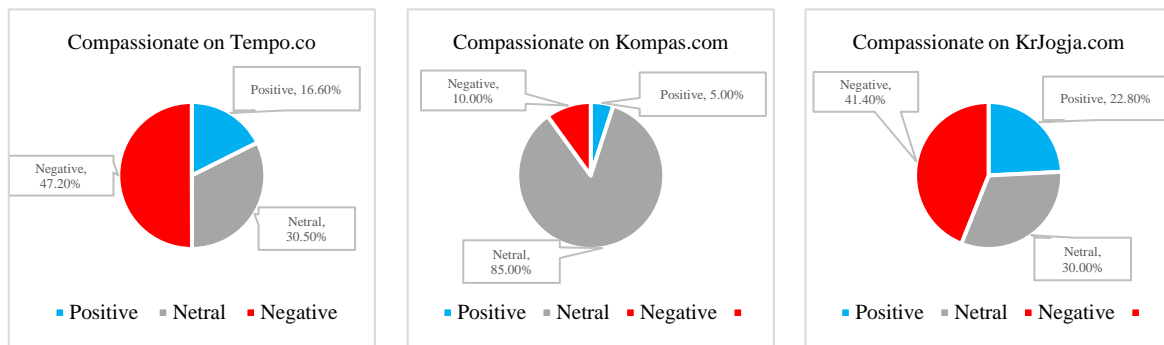


Figure 4. Image of compassionate indicator from 3 online media (Tempo.co, Kompas.com & KrJogja.com)
Source: Processed by Researchers

Fig. 4 above shows that the tone of news articles in two online media Tempo.co and Krjogja.com is mostly negative (unfavorable). The negative news topics that appear a lot are related by: 1) The society is not involved in substance and direct participation in the planning of the privileged fund program. 2) The society finds its difficult to access the privileged funds 3) The focus of the privileged funds is still around physical program and short-term program or event. Here examples of the news related with these issues:

Tempo.co, Yogyakarta – According to Sutiyono, the chairman of the Gunung Kidul Regency Village Apparatus Association (Janaloka), the village government was not consulted on privileged funds program (Wicaksono, 2014).

KrJogja.com – Based on Prof Dr Bagong Suyanto, Professor of the Department of Sociology FISIP Airlangga University, as a large amount of privileged funds are utilized for infrastructure development, development and promotion of tourism and culture which result in opportunities for the poor to be able to respond to change being hampered, because the policy is meritocratic (Ivan, 2017).

3.5. Honest

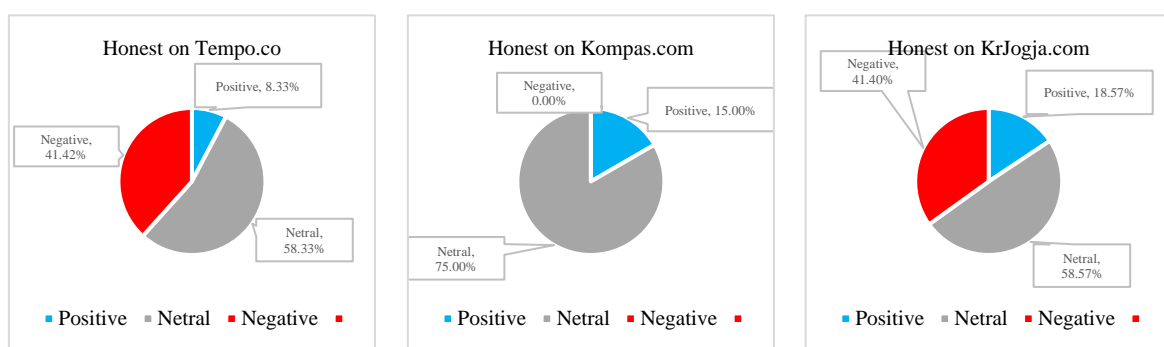


Figure 5. Image of honest indicator from online media (Tempo.co, Kompas.com & KrJogja.com)
Source: Processed by Researchers

Fig. 5 above shows that the honest indicators produced by Tempo.co, Kompas.com and Krjogja.com produce neutral news. The topics that often appear in the news on the three media are: 1) Aspiration from the external public about the privileged funds. 2) Critics and feedback from the organization's external public. 3) News about changes in institutional nomenclature. 4) News about refocusing of privileged funds for handling Covid-19.

Krjogja.com, Yogyakarta – Chairman of the Kulonprogo Village Head Association (Bondroyono), Sigit Susetyo revealed that the change in nomenclature was accordance with the

wishes of the village heads and village officers. Through the change in the nomenclature of the village (*desa*) to *kalurahan*, it is hoped that the authority of privileged affairs can be present at the village level (Ivan, 2019).

3.6. Government Initiative

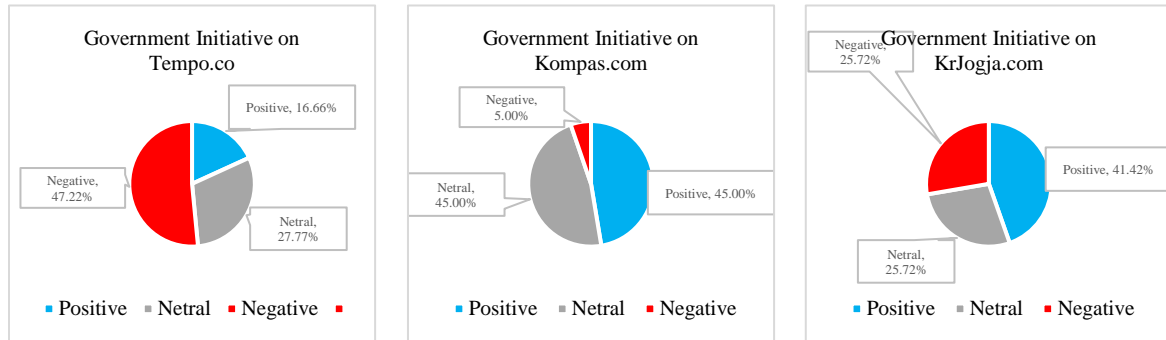


Figure 6. Image of government initiative indicators from online media (Tempo.co, Kompas.com & KrJogja.com)

Source: Processed by Researchers

Fig. 6 above shows that the tone of the news article on the two online media, Kompas.com and Krjogja.com is mostly positive (favorable). The issues that often appear in the news of the two online media are related by: 1) Refocusing the use of privileged funds for handling the Covid-19 Pandemic. 2) Financial support to each village in Yogyakarta affected by the Covid-19 Pandemic 3) Change of village (*desa*) nomenclature to *kalurahan*. 4) Privileged funds can be used for poverty alleviation and unemployment. Here examples of the news related with these issues:

KrJogja.com, Yogyakarta – The DIY Regional Government will continue to examine the refocusing of the 2020 Privileged Funds in the second term, which is predicted to be larger in nominal value for handling the Covid-19 Pandemic. According to Paniradyan Pati Kaistimewaan, Beni Suharsono, in the context of handling the Covid-19 Pandemic and/or facing threats that endanger the national economy, it is certain that danais can be used for Covid-19 countermeasures, especially for community empowerment based on the Minister of Finance Regulation No.35 of 2020 (Tomi, 2020).

*Kompas.com, Yogyakarta – Yogyakarta Governor, Sri Sultan Hamengku Bowono X emphasized that he is designing (funds) to handle Covid-19 for each *kalurahan* with an amount of approximately IDR 50 million. The Regional Secretary of Yogyakarta Kadarmanta Baskara Aji also mentioned that the Covid-19 countermeasure fund is sourced from the privileged funds (Pangaribowo, Wisang Seto & Arief, 2021).*

3.7. Priorities

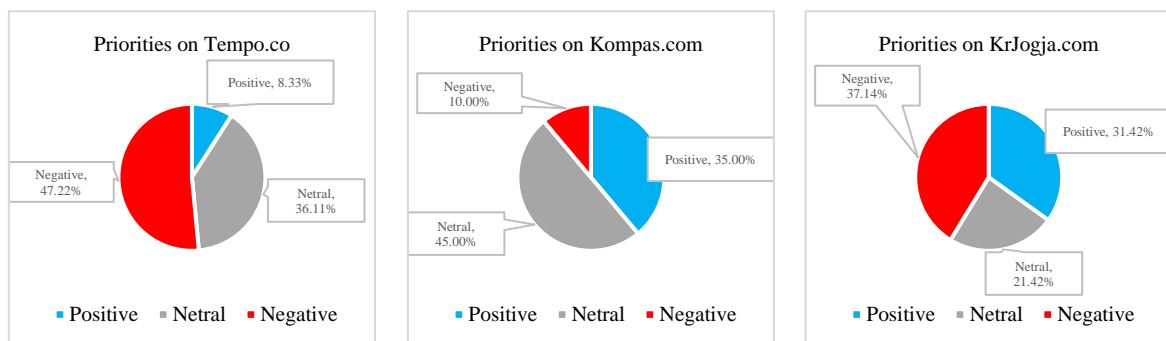


Figure 7. Image of priorities indicators from online media (Tempo.co, Kompas.com & KrJogja.com)

Source: Processed by Researchers

Fig. 7 above shows the tone of the news in the two online media Tempo.co and Krjogja.com is mostly negative (unfavorable). The topics or news issues that often appear in the two online media are: 1) The privileged funds activity program is still oriented towards short-term ceremonial event,

not focusing on empowerment and poverty alleviation. 2) The activity program is also still limited to physical realization. This quotation of the news as like below:

Krjogja.com, Yogyakarta – The Chairman of the Secretariat Keistimewaan, Widihasto Wasana Putra, explained that in general, the 2017 program from the privileged fund budget, which reached Rp 800 billion, have not answered the needs of the society. Issues of welfare and high poverty still dominate Yogyakarta (Danar, 2017a).

Tempo.co, Yogyakarta – Dwi Budi Utomo, a member of Commission D of the Yogyakarta City DPRD, said that the absorption of the privileged funds still far from the target. The use of the funds is currently distributed for arts activities such as show and for buildings, namely the arrangement of North Square. According to him, privileged funds should be used for community empowerment programs (Wicaksono, 2015).

4. Conclusion

In this content analysis study, the image of the Yogyakarta Special Region Regional Government on the issue of managing the privileged funds in the news in the online media Tempo.co and KrJogja.com described negatively (unfavorable); with indicators of effective, efficient, compassionate and priorities. In the use of privileged funds, programs and policies have not been oriented toward welfare, as evidenced by the high poverty rate and social inequality. Meanwhile, the image portrayed in Kompas.com in neutral. Referring to the five functions of the media, in this issue the media acts as a watchdog, informer and representative of the public. The Negative image described in the news related to the management of privileged funds by the DIY Regional Government is one of the materials for evaluation and input in the use of appropriate funds to achieve public welfare.

5. Acknowledgement

We would like to express our eternal gratitude to Lastrafila V. Alnoriz as a second coder and Department Communications Science of Muhammadiyah Yogyakarta University.

6. References

- Al-fath, D., & Rochimah, T. H. N. (2020). *Citra Trans Jogja Dalam Media Online Lokal Tahun 2011 - 2020*. 16.
- Badan Akuntabilitas Keuangan Negara DPR RI, B. (2020). *Penelaahan Atas Dana Keistimewaan Yogyakarta Provinsi Daerah Istimewa Yogyakarta*.
- Carpenter, D. P., & Krause, G. A. (2012). Reputation and Public Administration. *Public Administration Review*, 72(1), 26–32. <https://doi.org/10.1111/j.1540-6210.2011.02506.x>
- Cecilia, S., Boer, R. F., & Catherina, C. (2020). *Citra Pemerintah Indonesia Di Acara Pembukaan Asian Games 2018: Analisis Isi Kuantitatif Pada Situs Berita Online Tribunnews.Com, Detik.Com & Liputan6.Com*. *Journal Komunikasi*, 11(1), 31–36.
- Danar. (2016). *Waktunya Implementasi UUK, Bukan Mundur Bahas Pemimpin*. Krjogja.Com. Available: <https://www.krjogja.com/yogyakarta/1242632363/waktunya-implementasi-uuk-bukan-mundur-bahas-pemimpin>
- Danar. (2017a). *5 Tahun Berjalan, Keistimewaan Belum Membumi?* Krjogja.Com. Available: <https://www.krjogja.com/yogyakarta/1242598279/5-tahun-berjalan-keistimewaan-diy-belum-membumi>
- Danar. (2017b). *Danais Besar, Kenapa Masyarakat DIY Masih Banyak Yang Miskin?* Krjogja.Com. Available: <https://www.krjogja.com/yogyakarta/1242598040/danais-besar-kenapa-masyarakat-diy-masih-banyak-yang-miskin>
- Eriyanto. (2011). *Analisis Isi : Pengantar Metodologi Untuk Penelitian Ilmu Komunikasi dan Ilmu Ilmu Sosial Lainnya*. Kencana.

- Ivan. (2017). Ketimpangan Dibalik Keistimewaan. Krjogja.Com. Available: <https://www.krjogja.com/opini/1242607066/ketimpangan-dibalik-keistimewaan>
- Ivan. (2019). Desa Dukung Perubahan Menjadi Kalurahan. Krjogja.Com. Available: <https://www.krjogja.com/kulonprogo/1242537711/desa-dukung-perubahan-menjadi-kalurahan>
- Jannah, S. N., & Arimurti Kriswibowo. (2022). Political will pemerintah kabupaten sidoarjo dalam upaya optimalisasi umkm di sidoarjo pendahuluan juga menjelaskan bahwa aktivitas negara ditujukan pada pemenuhan kesejahteraan rakyatnya . Sejalan dengan teori tersebut , terdapat konsep welfare state (n. 6(1), 130–148.
- Maharani, S. (2013). Pengawasan Dana Keistimewaan Mirip APBD. Tempo.Co. Available: <https://koran.tempo.co/read/berita-utama-jateng/314273/pengawasan-dana-keistimewaan-mirip-apbd>
- McCroskey, J. C., & Teven, J. J. (1999). Goodwill: A reexamination of the construct and its measurement. *Communication Monographs*, 66(1), 90–103. <https://doi.org/10.1080/03637759909376464>
- Nasrullah, R. (2014). Teori dan Riset Media Siber (CYBERMEDIA). Kencana Prenada Media Group.
- Nyarwi, -. (2008). Paradoks Media Sebagai Pilar Keempat Demokrasi. 12(November). <http://journal.ugm.ac.id/jsp/article/view/10978>
- Pangaribowo, Wisang Seto & Arief, T. M. V. (2021). Tiap Kelurahan di DI Yogyakarta Akan Dapat Dana Penanggulangan Covid-19 Rp 50 Juta dari Danais. Kompas.Com. Available: <https://regional.kompas.com/read/2021/07/30/055000878/tiap-kelurahan-di-di-yogyakarta-akan-dapat-dana-penanggulangan-covid-19-rp>
- Pratama, A. B. (2017). Citra Pemerintah Di Era Digital (Tipologi dan Manajemen Reputasi) (1st ed.). PENERBIT GAVA MEDIA.
- Rosemary, R., Nur Rochimah, T. H., & Susilawati, N. (2022). Efficacy information in Government's initial responses to Covid-19 pandemic: A content analysis of the media coverage in Indonesia. *International Journal of Disaster Risk Reduction*, 77(December 2021), 103076. <https://doi.org/10.1016/j.ijdr.2022.103076>
- Rudiana, P. A. (2013). Dana Keistimewaan 2013 Ditalangi Kas Daerah. Tempo.Co. Available: <https://koran.tempo.co/read/berita-utama-jateng/327845/dana-keistimewaan-2013-ditalangi-kas-daerah>
- Rudiana, Pito Agustin Muhtarom, I. (2017). Dana Keistimewaan Dinilai Belum Sejahterakan Rakyat. Tempo.Co. Available: <https://koran.tempo.co/read/berita-utama-jateng/417296/dana-keistimewaan-dinilai-belum-sejahterakan-rakyat>
- Ruslan, R. (2002). Manajemen Humas & Komunikasi (Konsepsi & Aplikasi) (4th ed.). PT RAJA GRAFINDO PERSADA.
- Soemirat, Soleh & Ardianto, E. (2017). Dasar-Dasar Public Relations (11th ed.). PT REMAJA ROSDAKARYA.
- Tomi. (2020). Pemda DIY Cermati Refocusing Danais 2020 Termin II. Krjogja.Com. Available: <https://www.krjogja.com/yogyakarta/1242517276/danais-bisa-digunakan-untuk-pandemi-covid19-inilah-tiga-pertimbangannya>
- Wicaksono, P. (2014). Perangkat Desa Duga Ada Proposal Tak Beres. Tempo.Co. Available: <https://koran.tempo.co/read/berita-utama-jateng/355952/perangkat-desa-duga-ada-proposal-tak-beres>
- Wicaksono, P. (2015). DPRD Kota Yogyakarta Akan Ikut Awasi Dana Keistimewaan. Tempo.Co. Available: <https://nasional.tempo.co/read/693731/dprd-kota-yogya-akan-ikut-awasi-dana-keistimewaan>