

The Examination of Sanctions on Violation of the Broadcasting Code of Conduct to Build a Healthy and Sustainable Broadcasting Industry in Indonesia

Rendra Widyatama^{1*}, Suranto²

¹ Department of Communication Sciences, Universitas Ahmad Dahlan, Yogyakarta, Indonesia.

rendrawidyatama@fsbk.uad.ac.id

² Department of Communication Sciences, Universitas Negeri Yogyakarta, Yogyakarta, Indonesia

suranto@uny.ac.id

*Corresponding author

ABSTRACT

Indonesian TV broadcasters often violate the broadcasting code of ethics. The Indonesian Broadcasting Commission (KPI) provides various tiered sanctions, from the lightest to the most severe, namely the revocation of broadcasting operations licenses. However, all sanctions are administrative in nature. Therefore, they often repeat violations even though they are in the same category. This article discusses new ideas regarding sanctions for violating the TV broadcasting code of ethics. The method used is the evaluative method. The results of the study conclude that violence in the TV broadcasting code of ethics must be expanded at the individual level, not only at the organizational unit. Sanctions against individuals who violate can be in the form of a record of violations that can prohibit a person from having a career in the TV broadcasting industry. People generally fear that they will not be able to earn money to support themselves. Sanctions should lead to better responsibility for TV workers so that they are more concerned about producing healthy TV shows and more compliant with regulations. The researcher believes that implementing expanded sanctions will have implications for better compliance in complying with the television broadcasting code of ethics among television workers.

Keywords: *TV broadcasting violation, sanction of TV broadcasting violation, TV broadcasting, Individual level, TV broadcasting guideline*

INTRODUCTION

TV broadcasting is a traditional media that occupies a significant position in society. Even though new media are currently emerging that grab people's attention, it seems as everyone has switched to new media; television media occupies has a special position. Moreover, in the context of Indonesia, TV is still the primary source of information dissemination for the people. In addition, the existence of TV media is essential for Indonesia, hence the government spends excellent attention on this industry.

For Indonesia, as a multi-ethnic country, the TV broadcasting industry is essential because it can help to promote national unity and integration (Kitley, 2000) and maintain pluralism and diversity in society (Souisa, 2017). TV broadcasting also provides public space to foster democracy (Nugroho, Putri, & Laksmi, 2012) and fulfils the functions of expression and social control (Hollander, D'Haenens, & Bardoel, 2009). In addition, TV broadcasting plays a vital role as an entertainment media, information, and educational (Holtz-Bacha & Norris, 2001). Entertainment media means that this media gives happiness to the community (Khalil, 2016), which is cheap and lively. People can see a variety of entertainment; however they only pay at the beginning to get a TV broadcast receiver. Then, they can freely watch as many entertainment programs as possible.

The second function is information. The public can get a variety of information broadcast through TV stations. Many experts define information as a message in a general (Tanikawa, 2017) or Lillrank (2003) as something that reveals how the world works. In TV broadcasting, information has different levels of quality. In journalism, information is distinguished by the news. If information is defined as a general message, the news is described as information with meaning and importance for a particular community (Tanikawa, 2017). News is divided into two categories, namely hard news, and soft news. Hard news is information that requires immediate reporting, while soft news is information that has little meaning so that it can be delivered at any time (Lehman-Wilzig & Seletzky, 2010).

The third function of TV broadcasting is education. Many experts provide an understanding of education with a broad spectrum. Among these experts, Richey (2013) wrote that the term education relates to the broad function of maintaining and improving the life of a society, especially bringing new citizens (new generations) to the fulfilment of their obligations and responsibilities in society.

Generally, the entertainment program is more prominent than the educational function, although the two can be combined. TV broadcasts play an essential role in influencing a person's behavior, beliefs, emotions, and personality, including social relationships (Moshki, Noghabi, Darabi, Palangi, & Bahri, 2016). TV broadcasts can also foster violence (El-Houfey & Elserogy, 2013) and hurt academic scores and language skills (Ahinda, Murundu, Okwara, Odongo, & Okutoyi, 2014), and hostility (Fabio et al., 2015) and various other effects.

In TV broadcasting business in Indonesia, there are often violations. The Indonesian Broadcasting Commission (KPI) has also issued a warning letter and imposed sanctions as the supervisory authority. However, violations still occur frequently, even in the same category of violations. Data shows that in 2019 KPI has imposed 81 sanctions on Indonesian TV broadcasting institutions (Ira, 2019). The number includes 72 written warnings, 6-second written warnings and three temporary suspensions of broadcast programs. This number is not too different from 2017, which amounted to 84 units (KPI, 2017). This data emerges two big questions namely, why do broadcasting violations keep happening? What should be done fundamentally so that TV broadcasting violations do not repeatedly?

METHOD

Researchers use a qualitative approach to conduct research through evaluative research methods (Peter H. Rossi, 1999). Evaluation research is a systematic assessment of information to provide feedback on some objects. The research object is regulations related to sanctions for broadcasting violations, namely the Broadcasting Law number 32 of 2002 concerning broadcasting and the KPI regulations regarding the guidelines for TV broadcasting of conduct as the primary study materials.

RESULTS AND DISCUSSION

Today, TV broadcasting has become an industrial business. As a business entity, generally, the main objective is to seeking the profit (Jensen, 2002; Mion & Loza Aduai, 2020). They will do various ways to earn profits, maintain their survival and expand the business fields

of both large and small companies (Yazdanfar, 2013). The nature of business entities always looking for profit is a global trend in all countries (Nanda & Panda, 2018), including Indonesia. These advantages have broad meaning, material, and non-material benefits, such as political influence.

In the Indonesian TV broadcasting industry, the disbursement of these profits can be seen in both off-air, and on-air activities carried out by TV broadcasting companies. The off-air organization to make a profit, for example, can be found in the application of paid tickets in organizing music events and other entertainment shows and sponsoring various other activities to build a good image and broad influence. Meanwhile, in their search for profits on on-air activities, it can be seen in the ad served in their television broadcasts. They also extend broadcast programs both in duration and frequency that have high ratings so that they can receive more advertisements. High-rated broadcast programs are programs that have many viewers (Kafu, 2017). Because they have many viewers, high-rated programs generally attract a lot of advertisers (Widyatama, 2017). However, a rating is not synonymous with the quality of broadcast content (Meijer, 2005). A high rating does not always have good quality, although it is not uncommon for a high rating to be accompanied by good program quality.

Unfortunately, to seek profit through the organization of their broadcast programs, businesspeople often do not heed the ethics and regulations. Many TV broadcasting stations broadcast material in violation of ethics and rules. In the context of Indonesia TV broadcasting industry, they ignore the broadcasting behavior guidelines of the Indonesian Broadcasting Commission (KPI). In Law No. 32 of 2002 Article Chapter V Article 48, it has been emphasized that broadcasting institutions must comply with the broadcasting code of conduct. KPI has published guidelines for broadcasting behavior in KPI regulations Number 01/P/KPI/03/2012, which must be obeyed by TV broadcasting institutions (KPI, 2012). The broadcasting code of conduct covers 27 of scope, ranging from broadcasts related to ethnic, religious, racial, and inter-group values to the aspect of giving sanctions. The scope is quite complete, although it does not feel satisfactory.

TV broadcasters in Indonesia often violate the broadcasting code of conduct in the same category. That is, they commit repeated violations. Based on Widyatama's analysis that the fact occurs because TV broadcasters were more concerned with business than social responsibility (Widyatama, 2017).

In chapter XXX of the rule of broadcasting code of conduct, there are seven kinds of sanctions (KPI, 2012): first, a written warning, second, temporary suspension of the problematic TV programs, and third the limitation of broadcast program duration. The fourth sanctions are an administrative fine, the fifth is freezing of broadcast activities for a particular time, and the sixth; is the broadcasting operation license does not be given an extension. The last and most cruel sanction is the revocation of the broadcasting operation license. The series of sanctions are tiered, starting from the lightest, namely the written warning, to the heaviest sanction in the form of revocation of the broadcasting operation license. Therefore, all sanctions are administrative only, besides the form of fines.

Indeed, in chapter XXX of the rule on broadcasting behavior guidelines, there is a sanction for revocation of the broadcast operation license. However, this punishment does not have an effective meaning because the authority to grant and revoke broadcasting operations licenses is in the government's hands. KPI is only limited to providing recommendations to the government. There is no guarantee that the recommendation will be the prior consideration in determining the government's decision. The government is in a stronger position, and it is in the political sphere. This situation is not favorable for the enforcement of sanctions for violations of the broadcasting code of conduct. The TV businessmen are not afraid that their broadcasting license will be revoked. They can do political lobbying; moreover, many owners of TV broadcasting companies in Indonesia are also involved in the political vortex as politicians, even as founders of political parties (Aprilinda et al., 2015; Khamim & Sabri, 2019; Sapitri & Nurafifah, 2020). Therefore, the series of sanctions as written in chapter XXX of the code of TV broadcasting conduct will not have the expected impact.

Despite all the existing sanctions of the broadcasting code of conduct, no single article stipulates sanctions at the individual level for whom is responsible and guilty of the violations. All sanctions are organizational. In other words, the object of the sanction is at the organizational unit. This situation increasingly does not support the emergence of individual responsibility in compliance with existing regulations. The remake of the sanctioned program that occurred in several TV companies confirms that TV workers are not afraid to violate. When they do violations, and the program is terminated, they lightly continue producing the TV program even though they only changed its name. The public still remembers some of the names of TV programs sanctioned, but later, they kept producing the show by doing modest remakes. Usually, they change the TV program's name, while basic concepts still have similarities with the previous program. Some the famous examples of TV programs that received KPI sanctions but were kept re-produced could be seen in the following table:

Table 1. The name of TV Program reproduced after the sanction from KPI

No	TV station	Previous TV Program	Reason for termination by KPI	The newremake TV Program
1	ANTV	Empat Mata	Violating excessive decency.	Bukan Empat Mata
2	Trans7	Hitam Putih	Defamation of the Supreme Court Justice	Hitam Putih
3	Trans7	Dunia Lain	Considered teaching superstition	Masih Dunia Lain
4	RCTI	Silet	Not sensitive to disaster victims	Intens
5	Trans TV	Extravaganza	Vulgar	New Extravaganza
6	Trans TV	Yuk Keep Smile (YKS)	Not educating TV Show	Sahurnya Trans TV

(Source: Author's Editing, 2022)

Based on the facts mentioned above, the object of sanctions should be expanded to organisational units and individual levels. Sanctions on individuals who violate the broadcasting code of conduct could be in the form of a record of violations that might result in the prohibition of the individual from a career in the TV broadcasting industry in any position. People are generally afraid when they cannot earn some money to finance their lives. If they don't have money, how to fund their daily lives? These reasons will evoke them to be careful in their TV business. They must avoid being sanctioned by KPI. Sanctioned persons are considered unable to fulfil the requirements to work in the broadcasting industry, do not have sufficient commitment to work correctly following relevant regulations and cannot be trusted to protect the public's right to healthy broadcasts. Because TV workers carry out violations of the broadcasting code of conduct, hence, it is appropriate that sanctions be applied to the individual violators.

Sanctions at the individual level make TV workers more careful in doing their jobs. This careful attitude could positively impact the TV broadcast program produced. Furthermore, this situation will protect the public from harmful TV broadcast content and violating the rules. Television workers occupy important positions because they impact the audience's attitude, mentality, and behavior. If the TV program is incorrect, the show will negatively impact society because the audience will have bad attitudes, mentality, and behavior. Many studies have proven that TV has a powerful influence on viewers. We could find the research by Rizqianthi & Undiana (2021) and Astarini, Hamid, & Rustini (2018), who mention that TV impacts children's development of behaviour. Artha (2016) revealed that TV impacts the development of children's socialization; Atmoko, Munir, & Ramadhan (2019) found that the TV has affected children's aggressive behaviour. Also, Arifinda concludes that the TV impacts bullying behaviour (Arifinda & Hastuti, 2016) and so on. Also, much research on the influence of TV is carried out abroad. For instance, research by Ambikapathy & Hong (2021) on the impact of TV on adolescents. The negative impact of TV on children who are left behind (Sun, 2020), the impact of TV on communication development (Baruwa, Oladumiye, & Ibiwoye, 2020); the

impact of TV on internalizing disorders in children (McAnally, Young, & Hancox, 2019), and so on.

CONCLUSION

Based on the description above, the authors conclude that violations of the TV broadcasting code of conduct in Indonesia continue to occur because TV broadcasting workers are more concerned with business than social responsibility. In addition, sanctions for violating the KPI against TV broadcasting institutions tend to be administrative only. Heavy sanctions in the form of revocation of licenses for TV broadcasting operations do not frighten TV broadcasting workers because these sanctions are under the government's authority. KPI, which has the right to oversee the TV business, is only limited to providing recommendations. There is no guarantee that these recommendations will be the primary consideration in determining the government's decision to revoke the broadcasting operation license. The government is in a political position that might be overcome through political lobbying. Moreover, many owners of TV broadcasting companies are involved in the political vortex as politicians, even as founders of political parties (Aprilinda et al., 2015; Khamim & Sabri, 2019; Sapitri & Nurafifah, 2020).

The category of sanctions needs to be expanded to organizational units and the individual levels involved in making mistakes. The type of sanction is adjusted to the degree of wrongdoing, ranging from a light level in a written warning to a ban on the individual's career to people who work in the TV broadcasting industry. Repeated mistakes become the basis for more severe sanctions.

Workers run the television business; hence, the violation of the TV broadcasting code of conduct might be done by those people. Therefore, the KPI's sanctions for violations should be imposed on media workers, not only the organization. Sanctions at the individual level of TV media workers will make them more careful in organizing TV broadcasts. Thus, the TV industry could be well maintained and produce healthy and sustainable broadcasts. This situation makes audiences calmer in consuming TV shows. Viewers have the right to good broadcasts because they are the exact owners of the TV broadcast radio frequencies given to TV workers to use it. Therefore, TV workers have to be responsible for organizing TV broadcasts properly. Violations of the code of broadcasting conduct need to be treated as disobedience, incompetence, and unwillingness to uphold the rules that have been set. Therefore, the system of imposing sanctions on individual units deserves consideration.

ACKNOWLEDGEMENTS

The author expresses his gratitude to the Communication Studies Program, which has funded the registration of this article in the International Conference on Communication Science (ICCS 2022) event in Lombok.

REFERENCES

- Ahinda, A. A., Murundu, Z. O., Okwara, M. O., Odongo, C., & Okutoyi, J. (2014). Effects of television on academic performance and languages acquisition of pre-school children. *International Journal of Education and Research*, 2(11), 493–502.
- Ambikapathy, M., & Hong, D. K. M. (2021). Television Impact Towards Teenagers: A Case Study Among Private College Students. *Journal of Islamic, Social, Economics and Development (JISED)*, 19(April).
- Aprilinda, A., Irfan, A., Susliowati, H., Akmala, N., Pamungkas, M. N., Rasyid, E., ... Apriyanto, M. B. (2015). *Mengungkap Kebohongan Program Televisi di Indonesia* (F. Junaedi, B. C. Kumara, E. Rasyid, G. Ratnatika, M. D. K. Wardani, & M. B. Apriyanto, Eds.). UMY-Litera.
- Arifinda, N. A., & Hastuti, D. (2016). The Influence of Television Access and Impersonating Violent Contents to Bullying Behavior on Elementary School Children. *Journal of Child Development Studies*, 1(01), 1. <https://doi.org/10.29244/jcdfs.1.01.1-12>
- Artha, D. J. (2016). Pengaruh Pemilihan Tayangan TV terhadap Perkembangan Sosialisasi Anak. *Jurnal EduTech*, 2(1), 18–26.
- Astarini, N., Hamid, S. I., & Rustini, T. (2018). Studi Dampak Tavangan Televisi Terhadap Perkembangan Perilaku Sosial Anak. *Cakrawala Dini: Jurnal Pendidikan Anak Usia Dini*, 8(1). <https://doi.org/10.17509/cd.v8i1.10554>
- Atmoko, A. D., Munir, Z., & Ramadhan, G. (2019). Pengaruh Menonton Tayangan Televisi Terhadap Perilaku Agresif Pada Anak Prasekolah. *Jurnal Keperawatan Profesional*, 7(1). <https://doi.org/10.33650/jkp.v7i1.509>
- Baruwa, F., Oladumiye, E. B., & Ibiwoye, T. I. (2020). Assessment of Animation Application for Development Communication in Selected TV Stations in Lagos State, Nigeria. *Arts and Design Studies*, 82, 3–14. <https://doi.org/10.7176/ads/82-02>
- El-Houfey, A. A., & Elserogy, Y. M. (2013). The effect of television watching habits on the behaviours of primary school children in Assiut City, Egypt. *International Journal of Medicine and Medical Sciences*, 46(4), 1391. <https://doi.org/10.18349/MagyarNyelv.2017.4.479>
- Fabio, A., Chen, C.-Y., Dearwater, S., Jr, D. R. J., Erickson, D., Matthews, K. A., ... Pereira, M. A. (2015). Television viewing and hostile personality trait increase the risk of injuries. *International Journal of Injury Control and Safety Promotion*, 24(1), 44–53. <https://doi.org/10.1080/17457300.2015.1061560>.Television
- Hollander, E., D’Haenens, L., & Bardoel, J. (2009). Television performance in Indonesia: Steering between civil society, state and market. *Asian Journal of Communication*, 19(1), 39–58. <https://doi.org/10.1080/01292980802618098>
- Holtz-Bacha, C., & Norris, P. (2001). “To entertain, inform, and educate”: Still the role of public television. *Political Communication*, 18(2), 123–140.

<https://doi.org/10.1080/105846001750322943>

Ira. (2019). KPI Keluarkan 81 Sanksi di tahun 2019. Retrieved from KPI website:

[http://www.kpi.go.id/index.php/id/umum/38-dalam-negeri/35479-kpi-keluarkan-81-sanksi-di-tahun-2019#:~:text=Jakarta - Komisi Penyiaran Indonesia \(KPI, kedua dan 3 penghentian sementara.](http://www.kpi.go.id/index.php/id/umum/38-dalam-negeri/35479-kpi-keluarkan-81-sanksi-di-tahun-2019#:~:text=Jakarta - Komisi Penyiaran Indonesia (KPI, kedua dan 3 penghentian sementara.)

Jensen, M. C. (2002). Value Maximisation, Stakeholder Theory and The Corporate Objective Function. *Business Ethics Quarterly*, 12(2), 235–256. <https://doi.org/10.2307/3857812>

Kafu, C. (2017). TV Content Ratings Systems: A Review of the Literature, Current Trends and Areas of Future Research. *International Journal of Scientific and Research Publications*, 7(7), 674–682. Retrieved from www.ijsrp.org

Khalil, J. F. (2016). The business push and audience pull in Arab entertainment television. *International Journal of Communication*, 10, 3632–3646.

Khamim, A. B. M., & Sabri, M. F. (2019). Konglomerasi Media dan Partai Politik: Membaca Relasi MNC Group dengan Partai Perindo. *Politika: Jurnal Ilmu Politik*, 10(2), 112. <https://doi.org/10.14710/politika.10.2.2019.112-134>

Kitley, P. (2000). Television, Nation, and Culture in Indonesia. In G. Berchowitz (Ed.), *Media International Australia incorporating Culture and Policy* (Vol. 1). <https://doi.org/10.1177/1329878x0210300120>

KPI. *Pedoman Perilaku Penyiaran (P3) dan Standar Program Siaran*. , (2012).

KPI. (2017). Laporan Tahunan 2017. In *Komisi Penyiaran Indonesia* (Vol. 1).

Lehman-Wilzig, S. N., & Seletzky, M. (2010). Hard news, soft news, “general” news: The necessity and utility of an intermediate classification. *Journalism*, 11(1), 37–56. <https://doi.org/10.1177/1464884909350642>

Lillrank, P. (2003). The quality of information. *International Journal of Quality and Reliability Management*, 20(6), 691–703. <https://doi.org/10.1108/02656710310482131>

McAnally, H. M., Young, T., & Hancox, R. J. (2019). Childhood and adolescent television viewing and internalising disorders in adulthood. *Preventive Medicine Reports*, 15(May), 100890. <https://doi.org/10.1016/j.pmedr.2019.100890>

Meijer, I. C. (2005). Impact or content? Ratings vs quality in public broadcasting. *European Journal of Communication*, 20(1), 27–53. <https://doi.org/10.1177/0267323105049632>

Mion, G., & Loza Adai, C. R. (2020). Understanding The Purpose of Benefit Corporations: An Empirical Study on The Italian Case. *International Journal of Corporate Social Responsibility*, 5(1). <https://doi.org/10.1186/s40991-020-00050-6>

Moshki, M., Noghabi, A. D., Darabi, F., Palangi, H. S., & Bahri, N. (2016). The effect of educational programs based on the theory of planned behavior on parental supervision in students’ television watching. *Medical Journal of the Islamic Republic of Iran*, 30(1).

Nanda, S., & Panda, A. K. (2018). The determinants of corporate profitability: an investigation of

- Indian manufacturing firms. *International Journal of Emerging Markets*, 13(1), 66–86.
<https://doi.org/10.1108/IJoEM-01-2017-0013>
- Nugroho, Y., Putri, D. A., & Laksmi, S. (2012). Mapping the Landscape of the Media Industry in Contemporary Indonesia. In *Mapping the landscape of the media industry in contemporary Indonesia. Report Series. Engaging Media, Empowering Society: Assessing media policy and governance in Indonesia through the lens of citizens' rights*. Jakarta.
- Richey, R. C. (2013). Encyclopedia of Terminology for Educational Communications and Technology. In *Education and Thecnology* (Vol. 28, pp. 18–18). <https://doi.org/10.1108/rr-03-2014-0052>
- Rizqianthi, Y., & Undiana, N. N. (2021). The Effect of Watching Television On The Behavioral development of 4 th graders at SDN 3 Gesik. *Cinematology: Jurnal Anthology of Film And TV Studies*, 1(3), 55–73.
- Sapitri, H., & Nurafifah, N. L. (2020). Media Televisi Swasta Dan Politik Dalam Pemilihan Presiden 2019 Ditinjau Dari Perspektif Agenda Setting Private Television Media and Political in Presidential Election 2019 From the Agenda Setting of Perspektive. *Jurnal Penelitian Komunikasi Dan Opini Publik*, 24(2), 113–122.
- Souisa, H. Y. (2017). Regulating convergence: Challenges for contemporary media in Indonesia. *Asian Journal of Media and Communication*, 1(1), 35–50. <https://doi.org/10.20885/asjmc.vol1.iss1.art3>
- Sun, J. (2020). The Negative Effects of TV on Left-Behind Children and the Counter Measures – Survey on Children in Dabie Mountain. *Proceedings of the 2nd International Conference on Literature, Art and Human Development*, 497(Iclahd), 136–139.
<https://doi.org/10.2991/assehr.k.201215.407>
- Tanikawa, M. (2017). What is news? What is the newspaper? The physical, functional, and stylistic transformation of print newspapers, 1988-2013. *International Journal of Communication*, 11, 3519–3540.
- Widyatama, R. (2017). Capitalism vs Business Ethics in Indonesia's Television Broadcasting. *SEA-Practical Applitacion of Science*, VI(16), 27–35.
- Yazdanfar, D. (2013). Profitability determinants among micro firms: Evidence from Swedish data. *International Journal of Managerial Finance*, 9(2), 151–160.
<https://doi.org/10.1108/17439131311307565>