

Synergy of Public Information Openness Practices between Main PPID with Supporting PPID in Central Java

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Abstract. The issuance of Law Number 14 of 2008 mandates every public agency to implement a transparent communication in order to support the realization of good governance. The Central Java Provincial Government is faced with the challenge to strengthen the performance of the Information Management and Documenter Officer (PPID) in order to be able to maintain the first rank as a provincial government public agency that has succeeded in providing excellent service in the field of public information openness. This research aims to describe the performance of Main PPID of the Central Java Provincial Government in supporting public information openness policies. This type of research is descriptive qualitative. Primary data collection was carried out through in-depth interviews. The result of the research reveal that the synergy between the Main PPID and the Supporting PPID is one of the factors that determine the performance of public information services, considering that supporting data to answer request for public information is obtained from the Supporting PPID. The leadership's commitment also determines PPID's performance in supporting public information openness policies.

Keywords: Public Information Openness, PPID, Central Java Provincial Government

1 Introduction

Transparency is one of the spearheads for realizing good governance. In line with efforts to enforce transparency, Law Number 14 of 2008 mandates every public agency to fulfill the public information openness as a human right protected by the constitution [1]. Public agencies are required to provide and announce information at any time, periodically, and immediately, in accordance with these regulations [2]. Bolton [3] revealed that the public information openness encourages public agencies to be more accountable and credible by providing information and documents according to public demand [4]. Every public agency is now required to open communication channels for the public. This is also in line with Asshidique [5] that the public information openness in a democratic country is the foundation in building good, transparent, open, and participatory governance [6]. Public information openness is a manifestation of the principle of transparency which is an important factor in creating good governance. The practice of transparency is also a real step to deliver excellent public services [7].

Public agencies are challenged to carry out a transformation in the field of public information openness by providing quality public information services for the community. Lee et al. argues that the transformation is inseparable from the government's public relations task in providing public services by conveying public information to advance government performance [8]. In line with this opinion, the issuance of the law on public information openness is seen as the right momentum for government public relations to carry out its functions and duties in providing information and education to the public about government policies and activities in an open, transparent, honest and objective manner [9]. Therefore, government public relations plays an important role in supporting the success of public agencies to provide public information services that are able to meet public expectations, so that the organization's reputation is expected to increase.

Regulation of the Minister for Empowerment of State Apparatus and Bureaucratic Reform Number 55 of 2011 concerning General Guidelines for Public Relations in Government Agencies states that government public relations are public relations institutions and/or government public relations practitioners who perform management functions in the field of information and communication that are persuasive, effective, and efficient to create harmonious and mutually beneficial relationships with the public through various public relations facilities in order to create a positive image and reputation of government agencies [10].

This definition also confirms that the demand to maintain the government's reputation is urgent. A good government reputation will have a beneficial impact because it will strengthen public trust toward government. The function of government public relations in organizations to build and maintain two-way reciprocal communication between the organization and its publics can ultimately determine the success or failure of the reputation goals to be achieved by the organization. Reputation management carried out by government public relations should ideally not only focus on managing the image expected by government agencies, but must actually develop organizational behavior in order to support the performance and reputation of the government [11].

One of the organizational behaviors that can be developed to support organizational performance and reputation is through work teams. Robbins et al. [12] explains that work teams can generate positive synergies through coordinated efforts. This team was built to create a symbiotic interaction between members. Thus, a greater level of performance can be achieved than the sum of individual inputs. An effective work team is supported by contextual factors, composition, and process [12].

In line with this explanation, Mondy and Premeaux say that creating synergy is an important part in the organization, because synergy is 'the cooperative action of two or more persons working together to accomplish more than they could working separately'. Therefore, creating synergy through good communication will streamline the achievement of goals organization [13].

However, on the other hand, efforts to provide quality public information services are not always easy to do. According to Suhendar [14], the big challenge facing public agencies today is to build a quality public information and communication system that is packaged accurately and attractively. When public information is able to meet people's expectations, the reputation of public agencies can also increase [14].

The Central Java Provincial Government continues to strive for transformation in the field of public information openness. In line with Law no. 14 of 2008, the Central Java Provincial Government issued Central Java Provincial Regulation Number 6 of 2012 concerning Public Information Services for the Implementation of Central Java Provincial Government. This

regional regulation mandates that public information services are based on the principles of equality, rationality, efficiency and effectiveness. Thus, applicants can obtain public information quickly and on time, at low cost and in a simple way (article 2) [15]. However, public agencies cannot provide access to exempt public information because this information is strict and limited.

In addition, Central Java Governor Regulation Number 56 of 2019 concerning Instructions for the Implementation of Central Java Provincial Regulation Number 6 of 2012 concerning Public Information Services for the Implementation of Central Java Provincial Government was also issued. One of the Central Java Governor's regulations contains the duties of the Information Management and Documentation Officer (PPID) [16]. Referring to the Law on Public Information Openness, PPID is the official responsible for responsible for storage documentation, provision, and/or information services in public bodies. PPID has a strategic role in convey information that needed by the community, both in the form of government performance as well as financial management capabilities regions, as an effort to realize good governance [17].

The Central Information Commission of the Republic of Indonesia regularly monitors and evaluates public information services organized by every public agency, both at the central and local government levels, universities, and other public bodies. results Based on the monitoring and evaluation of the Central Information Commission of the Republic of Indonesia, in 2015 the Central Java Provincial Government was included in the category of provincial government public bodies that were quite informative. A year later, the Central Java Provincial Government increased its category to become a provincial government public agency Towards Informative. Since 2017 until last year, the Central Java Provincial Government managed to maintain the category of Informative government public agency.

Table 1. Public Information Openness Rank of Central Java Provincial Government Period 2015-2020

Year	Rank	Public Information Openness Score
2015	5	74,86
2016	8	84,00
2017	2	92,13
2018	1	96,95
2019	1	97,00
2020	1	99,15

This achievement is inseparable from PPID's strategic role in supporting the practice of public information openness. Efforts to maintain this achievement are not easy, considering the need for good coordination between the Main PPID and 41 Supporting PPID in regional work units (SKPD) and 13 Supporting PPID in regionally owned enterprises. This is a challenge to establish good organizational communication in order to be able to enforce the practice of public information openness. This fact encourages researchers to formulate the main problem: How is the performance of the Main PPID of the Central Java Provincial Government in implementing public information activities?

2 Method

This type of research is a qualitative descriptive research. According to Lambert and Lambert [18], the purpose of a descriptive qualitative study is to compile a comprehensive summary of a specific event experienced by an individual or group of individuals [18].

Primary data collection was carried out through in- depth interviews, including collecting relevant documentation from the Main PPID of Central Java Province. The informant in this study was a member of the Information Services Division of Main PPID of Central Java Province who also served as Head of the Data and Public Information Services Section of the Central Java Communication and Information Service, Mashuri, S.T., M.M. and PPID officers. In-depth interviews were conducted online in the midst of a pandemic situation.

According to Guion [19], after the in-depth interview was conducted, the writer continued the transcription stage, namely by compiling the text of each statement submitted by the respondent based on the audio recording. Next, the authors carry out the analysis stage by rereading interview transcripts to identify emerging themes from respondents' answer. In other words, at this stage the writer synthesizes the answers to the questions posed. The author also carried out a verification stage through triangulation to check the information obtained [19].

3 Discussion

The main PPID of Central Java Province was officially formed based on a Decree of the Governor of Central Java Number 550/32 Year 2017 about Establishment of Main Information Management and Documentation Officers and Supporting in Government Public Agency Province of Central Java. The decree stated that the Head of the Central Java Province Information and Communications Service served as PPID, while the governor served as the person in charge.

To support the practice of public information openness, the Main PPID of Central Java Province carries out the tasks listed in Central Java Governor Regulation Number 56 of 2019 concerning Instructions for Implementation of Central Java Province Regional Regulation Number 6 of 2012 concerning Public Information Services for the Implementation of Central Java Provincial Government, that is 1) coordinate and oversee the process of testing the consequences of excluded information with the relevant agencies; 2) coordinate and consolidate the collection of information and documentation materials from regional work unit (SKPD) within the Central Java Provincial Government; 3) store, document, provide and provide information services to the public; 4) verifying public information materials; 5) updating information and documentation; 6) provide information and documentation for public access; 7) carry out an inventory of information that is excluded for consequence testing; 8) make reports on information services, which include: a. the number of requests for public information received; b. the time required to fulfill each request for public information; c. the number of requests for public information that were granted either partially or completely and requests for public information that were rejected; d. reasons for refusing a request for public information, and 9) develop the capacity of general functional officials or certain functional officials in order to improve service quality. By carrying out these tasks, PPID actually acts as a public relations officer for the government.

In carrying out its duties, Main PPID provides a list of public information and several supporting menus on the official website, such as profiles, open data, news, and geoportals, so that they are easily accessible to the public. In this pandemic situation, PPID is required to be more responsive in providing public information services, including by updating information about health services that can be accessed by the public, such as information about the Covid-19 vaccine, as well as playing an active role in digital campaigns regarding health protocols. Digital campaigns on health protocols during the pandemic were intensively delivered through the official website and social media.



Fig. 1. Public information about the integrated post for prevention and handling of Covid-19 on the Main PPID website

In carrying out these tasks, the Main PPID coordinates with 41 Supporting PPID in regional work units (SKPD) and 13 Supporting PPID in regionally owned enterprises (BUMD). Such coordination must be carried out properly because the availability of supporting data to fulfill requests for public information is in each Supporting PPID while the time to fulfill requests for public information is limited according to Law Number 14 of 2008 concerning Openness of Public Information. Public agencies have to immediately respond to requests for information received by written notification no later than ten days. The time for sending the notification can be extended no later than seven days accompanied by written reasons (Article 22). The Main PPID utilizes the Whatsapp group in coordinating with the Supporting PPID. Horizontal organizational communication, both across fields and between PPIDs, can be carried out effectively and efficiently. Apart from Whatsapp, Main PPID routinely organizes outreach activities and focus group discussions.

“We need support from regional work unit because all data is in the agencies. What we show in the Main PPID contains various contents and it is impossible for us to provide all the needs. WhatsApp groups are a place for discussion, exchange of ideas and opinions, as well as sending the required materials, so it will be very clear that we are able to collaborate between departments and fields,” said Mashuri, ST, MM, Member of the Main PPID Information Service Division of Central Java Province.



Fig. 2. Standard operating procedures for requesting public information on the Main PPID’s website

On the other hand, although in recent years the Main PPID of Central Java Province has succeeded in maintaining the title as an informative provincial government public agency, in reality the Main PPID needs to strengthen their synergy, both between fields and with the Supporting PPID. As stated by Robbins [12], the PPID work team can run effectively if it is supported by contextual factors, composition, and process. Contextual factors include the availability of adequate resources, leadership and structure, performance evaluation and reward systems. The composition factor of which refers to the abilities of the members. Meanwhile, the process factors include the general and specific goals of the work team.

Informant revealed that there were several challenges faced by PPID in carrying out their duties to support public information openness. The first challenge is that there are still a number of Supporting PPIDs who are not ready to fulfill the demand for public information. One of the causes of this incident is that the information is incomplete to be provided to the applicant. On the other hand, the constitution stipulates a time limit for public agencies to fulfill requests for public information. In an effort to encourage Supporting PPID to provide public information services quickly, Main PPID uses a strategy through an official circular letter from the governor or regional secretary. This strategy is considered effective enough to collect data from Supporting PPID so as not to exceed the predetermined deadline.

“Indeed, there are several agencies that take a long time to respond (public information request), but indeed we have not lost our way. We are talking about Central Java, not only the Ministry of Communication and Informatics. When we face difficulties in obtaining data to fulfill requests for public information, we use a letter that has been signed by the Governor or the Regional Secretary. The data must come out fast,” said the informant.

In addition, the other challenge faced by the Main PPID is when there is a change in PPID personnel. Initially experienced PPID officers were replaced by new PPID officers with minimal experience. The applicant's lack of understanding of the types of public information also often becomes an obstacle in carrying out PPID's duties.

“The problem is that sometimes in government agencies there is a rotation of employees. This employee replacement requires a process. Sometimes there is a gap between the old employee and the new employee, where the new employee does not really understand the field of work being handled, but the old employee has left,” said Mashuri as an informant.

Based on this statement, it can be understood that the performance of the PPID work team has not been fully optimal due to a number of challenges faced. In terms of composition factor, it can be seen that there are limited capabilities of a number of PPID officers, especially new PPID officers who still lack experience in the practice of public information openness.

The informant explained that Main PPID cooperates with the regional human resource development agency (BPSDM) to organize training and competency certification for PPID officers. Many district/city PPIDs participated in this activity to increase the capacity of their PPID officers. Through this competency training and certification, it is hoped that PPID officers will be able to improve their performance in providing public information services.

“We are collaborating with BPSDM regarding improving the quality of PPID officers. We hold certification for PPID officers. We already have several training groups that we ask for help in the provinces because they are quite good. It tends to be regencies and cities so the gap is not too high,” said the informant.

In addition to the support of capable human resources, PPID's performance in implementing the practice of public information openness is influenced by the leadership in the agency. Leaders of public agencies who have a high commitment to public information openness will certainly encourage PPID to provide excellent service in the field of public information.

One of the leaders' support for PPID can be seen from the involvement of heads of public agencies in monitoring and evaluating information openness ranking activities which are held annually by the Information Commission. Leaders of public agencies will ensure the readiness of PPID in carrying out these activities. The monitoring and evaluation of the information openness rating consists of five stages, including 1) the website assessment stage on the submission of information that must be provided and announced periodically by public agencies, 2) the Self-Assessment Questionnaire (SAQ) stage, 3) the SAQ assessment stage, 4) the presentation and verification stage, and 5) the public test stage for public agencies that meet a minimum passing grade of 70. In this public testing stage the leader of the public agencies will present an explanation of the practice of public information openness that has been carried out before the Independent Assessment Team. In the awarding of information openness, the governor as the person in charge of the Main PPID was also asked to attend to give a speech as a manifestation of the leadership's real commitment to the practice of public information openness.

“The commitment of the highest person in an agency is very important regarding the public information openness because it will show their seriousness in managing PPID. Every year the leader is directly involved in monitoring and evaluation of public information openness. The third stage of monitoring and evaluation is a public test, where the leader must learn about public information openness because they will be tested by a team of panelists consisting of academics, journalists, and practitioners,” said the informant.

Table 2. Category of Appreciation for Public Agencies

Score	Category
97-100	Informative
96-80	Toward Informative
60-79	Quite Informative
40-59	Less Informative
0-39	Not Informative

This year, the Central Java Information Commission held a ranking of public bodies with the theme "Information Openness in the 2020 Covid19 Pandemic Period". Main PPID prepares innovations in the field of public information openness that are in line with the theme of ranking these public agencies. Main PPID also coordinates with Supporting PPID in each regional work unit (SKPD) and PPIDs in districts/cities to prepare for ranking activities. The informant explained that the rating of information openness is not the only parameter to assess the success in providing public information services. PPID also conducts an annual public satisfaction survey to ensure that the public information services provided can actually be enjoyed by the community.

4 Conclusion

The role of PPID is very important in implementing the practice of public information openness in Central Java, so that the province is able to maintain the title as an informative provincial public agency for the last three years. Efforts to maintain these achievements are not easy. As a work team, the Main PPID and the Supporting PPID are faced with a number of challenges, such as a number of Supporting PPIDs who are less responsive to requests for public information and the lack of experience of new PPID officers when replacing the previous PPID officers due to personnel transfers. These challenges can be handled well by Main PPID. In order to accelerate the response of the Supporting PPID to requests for public information, the Main PPID disseminates an official circular letter from the governor or regional secretary so that the Supporting PPID can immediately submit data according to the deadline stated in the regulation. The Main PPID also strengthens its synergy with the Supporting PPID through instant messaging groups and focus group discussions. In accordance with their duties, Main PPID cooperates with BPSDMD to provide skills development training and competency certification for PPID officers. The leadership's commitment also strongly supports PPID's performance in implementing public information openness practices. Thus, it is hoped that the synergy between the Main PPID and the Supporting PPID in supporting the practice of public information openness will improve and be able to create a good reputation for public agencies.

Acknowledgements

We would like to thank Main PPID and the Central Java Provincial Communication and Information Office for participating in this research.

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