

The Optimization Regulation of Regional Public Agency Information and Documentation Officers Role in Fulfilling Citizens' Right to Public Information

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Abstract

The Public Information Disclosure Act (UUKIP) aims to enhance the capacity of Public Agencies to provide information services to the community while also fostering public awareness in national and state life. Public information disclosure is a universally recognized human right and a constitutional right of every citizen. Currently, the establishment of Information and Documentation Management Officers (PPID) across Indonesia is one of the government's efforts to create a fast, precise, and straightforward service environment to improve public information transparency. This research aims to explain and analyze the existing conditions regarding the role of Information and Documentation Management Officers (PPID) in fulfilling citizens' rights to public information. The research employs a qualitative approach with a non-doctrinal legal specification, analyzed descriptively. The findings indicated that the optimization and effectiveness of the role or performance of Information and Documentation Management Officers (PPID) in executing their duties and functions related to public information disclosure have been satisfactory.

Keywords: Public Information Disclosure; Information and Documentation Management Officers; Citizens' Rights

Introduction

The State is a tool of society, possessing the authority to regulate relationships and control power within the community. Meanwhile, the Government is a system for exercising authority and power in social, economic, and political aspects. Although interconnected, the State and the Government are distinct entities. The State is an inclusive association that encompasses all state institutions in the public sphere as well as all members of the community. Conversely, the Government is part of the State and serves as the State's instrument in carrying out its duties. In other words, the Government can be described as the 'brain' of the State in executing its functions and responsibilities.

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The state is a representation of broad public interest and serves as a neutral and impartial entity. Meanwhile, the Government represents the group in power at a particular time. In general, the government has four functions: (1) service, (2) regulating, (3) development, and (4) empowerment. Based on this, the Government's essential duty is to provide services to the public. As (Ryaas Rasyid, 1998) stated "The essence of the Government is to provide services to the community. The Government is not established to serve itself, but to serve the community and create conditions that allow every member of society to develop their abilities and creativity to achieve common goals". Furthermore, (Susila Wibawa, 2019) stated, "The State must be present to fulfill the basic rights and needs of the community within the framework of public services, as mandated by the 1945 Constitution of the Republic of Indonesia (UUDNRI 1945)".

Essential public services include the provision of public information, which supports the successful implementation of government public services by applying the principle of maximum information transparency. Article 4 of Law Number 25 of 2009 on Public Services states (Cahya et al., 2021)

Public service administration is based on principles such as public interest, legal certainty, equality of rights, the balance of rights and obligations, professionalism, participation, equal treatment (non-discriminatory), transparency, accountability, special facilities and treatment for vulnerable groups, timeliness, speed, ease, and accessibility.

Further, the explanation of Article 4, letter H, of Law Number 25 of 2009 on Public Services states "every service recipient can easily access and obtain information about the desired service." Thus, public services are closely connected to public information transparency. Mandasing D. Golwal & Datta T. Kalbande state: "Right to know is also closely linked with other basic rights such as freedom of speech and expression and right to education. It is an attribute of liberty"(Golwal & Kalbande, 2012). Additionally, Bambang Setyawan states:

The fulfillment of this human right is regulated under Indonesian law, namely in Art. 28F of the 1945 Constitution of the Republic of Indonesia (hereinafter referred to as UUD NRI 1945). Further, 59 Resolution (1) of the United Nations General Assembly, of which Indonesia is a member, states that 'freedom of information is a fundamental human right and a sign of all freedoms which will be the focus of the United Nations (Setyawan, 2021).

Based on these provisions, it can be understood that public information is a form of human rights that must be upheld and protected by the State. In line with this, Indonesia enacted Law Number 14 of 2008 on The Public Information Disclosure Act (UU KIP) on April 30, 2008. According to UU KIP, the public has the right to access public information from the government. "The governance of public information not only allows people to access government information but

also enables them to actively participate in the policy-making process” (Sjoraida et al., 2018).

A mandate of the Public Information Disclosure Act (UU KIP) is the establishment of the Information Commission as an independent institution tasked with overseeing the implementation of this law and resolving any disputes that may arise in its practice. According to Article 23 of UU KIP, it is explained that the Information Commission is an independent institution that functions to implement Law No. 14 of 2008 on Public Information Disclosure (UU KIP) and its implementing regulations, set technical guidelines for public information service standards, and resolve public information disputes through mediation and/or non-litigation adjudication. In addition to the Public Information Commission, Article 13 of UU KIP mandates the formation of units or departments within a public agency, called Information and Documentation Management Officials (PPID), aimed at providing fast, accurate, and simple service from each public body. In principle, all public information is open, except for information that is excluded from disclosure. Exemptions to the disclosure of public information are based on laws that designate certain public information as non-disclosable or determined as excluded information through a test of consequence and public interest.

Public information disputes often arise concerning exempted public information objects. The Information and Documentation Management Officials (PPID) may have a different view on a public information request compared to the public or the information requester. The objective of this study are to explain the current condition regarding the role of PPID in Public Government Agencies (Local Government) in fulfilling citizens' right to public information and to explain the efforts to optimize the role of PPID in efforts to ensure citizens' right to public information.

Research Method

In this article, the author used a qualitative approach with a normative (doctrinal) legal specification, which will be analyzed descriptively. The normative method or doctrinal research used secondary data. They were obtained through literature study, including laws and regulations, court decisions, and opinions from prominent legal scholars.

In qualitative research, data were obtained from various sources using a variety of data collection techniques (triangulation) and is conducted continuously. Data collection techniques are the most strategic step in the research, as the primary objective was to gather data. Primary data for this research was obtained directly from field observations, such as library studies (document studies), interviews, and observations (Rony Hanitijo Soemitro, 1985).

Result and Discussion

Current Conditions Regarding the Role of Information and Documentation Management Officials (PPID) in Local Government Public Agencies in Efforts to Fulfill Citizens' Right to Public Information

Public information transparency, as mandated by the law, requires all public bodies, both government and non-government (including state universities), to have an Information and Documentation Management Officer (PPID), whose duties and responsibilities include providing information services to the public. The PPID has become one of the key figures in the development of information openness in Indonesia. The role of the Information and Documentation Management Officer (PPID) is crucial in providing access to public information in line with the law's mandate. The performance of the PPID is not only an intermediary in information transparency but also plays an important role in good governance by encouraging transparency, accountability, and public participation in government. This aims to ensure that the flow of information reaches the wider community evenly and that the service aspect can synergize effectively. Through the PPID's role, it is expected that the flow of information can be managed and distributed to the parties needing it.

This role becomes even more significant when the PPID is integrated with the preparation of documentation and information required by public information requesters. For this reason, the PPID has a strategic role in building readiness in archiving, documenting, and processing the research information needed by information requesters. When this is recognized as an important element, the issues surrounding disputed information can be resolved quickly and effectively through the PPID's efficient work in providing the information required under Law No. 14 of 2008. According to Government Regulation No. 61 of 2010, Article 12 clarifies that the officials who can be appointed as PPID in the State Public Agencies at both the central and regional levels are those in charge of public information. In non-State Public Agencies, the PPID is appointed by the leadership of the respective public agency.

The right to access information can be considered a human right (HR). This is part of the substance of human rights recognized by the United Nations as part of first-generation human rights, specifically the freedom of data (Hakim & Kurniawan, 2022). The citizens' right to access public information is guaranteed by the 1945 Constitution of the Republic of Indonesia, as outlined in Article 28F, which states, "*Every person, every Indonesian citizen has the right to obtain, store, manage information for themselves and their social environment by utilizing the various channels available*" (Kusnadi, 2021).

The need for information among the public cannot be limited or avoided. Article 2 of the Public Information Openness Law contains several principles, some of which are relevant to universally applicable principles. These principles are: (Sastro et al., 2010).

1. Essentially, every piece of information is open and accessible, except for

those restricted by law (Maximum Access Limited Exemption)..

2. The information must be obtainable quickly, timely, affordable, and through simple procedures. There should be clear procedures for how to obtain information. The Public Information Openness Law sets some time limits for this, but it does not address costs (as outlined in Article 21 of the Law).
3. Confidentiality of information is based on the rules set by law, compliance, and the public interest after undergoing a consequential harm test. The greater interest is prioritized.

PPID is a regulator for the regulations regarding public information openness. The Public Information Disclosure Act (UU No. 14 of 2008) was passed in 2008, and it states: (1) Information is a basic need for everyone for personal development and social environment, and it is an important part of national resilience; (2) The right to access information is a human right, and public information openness is one of the key characteristics of a democratic country that upholds the sovereignty of the people to realize good governance; (3) Public information openness is a tool to optimize public oversight of state administration and other public bodies and anything that affects the public interest; (4) Public information management is an effort to develop an information society.

The Public Information Disclosure Act of 13 chapters and 64 articles that regulate the openness of public information in Indonesia. The law mandates the establishment of the Information Commission, an independent body with the functions of: (1) Implementing the Public Information Openness Law and its implementing regulations; (2) Establishing technical guidelines for public information services; (3) Resolving public information disputes through mediation and/or non-litigation adjudication.

The Information Commission is divided into two: the Central Information Commission and the Provincial/Regional Information Commission, and further down to the regional level, where public information service duties are carried out by Information and Documentation Management Officers (PPID). According to the law, PPID is the official responsible for aspects of storage, documentation, provision, and/or information services in public bodies (as stated in the Public Information Openness Law, Article 1, General Provisions).

The regulation of PPID in Local Government is based on the Ministry of Home Affairs Regulation No. 35 of 2010 on Guidelines for Information and Documentation Services Management within the Ministry of Home Affairs and Local Governments and the Regulation of the Information Commission No. 1 of 2021 on Standards for Public Information Services (Silawati et al., 2013). Article 3 of the Ministry of Home Affairs Regulation No. 35 of 2010 states that Local Government, consisting of local governments and local legislative bodies, as public bodies, must implement information and documentation services management. Articles 7 (4) and (5) of this regulation further specify that the PPID in provincial

government is appointed by the governor, while in regency/municipal government, the PPID is appointed by the regent/mayor.

1. Existence of Information and Documentation Management Officers (PPID). In managing information and documentation services within Local Government, PPID is established and attached to a structural official who oversees the duties and functions of information services.
2. Existence of the Assistant of Information and Documentation Management Officers (PPID). Article 8 Paragraphs (5) and (6) state that the PPID in the Provincial Government is assisted by PPID Assistants within the Regional Working Unit (SKPD) and/or Functional Officials. PPID Assistants within the Regional Working Unit and/or Functional Officials report to the Regent/Mayor through the Regional Secretary.

Based on Article 9 of the Ministry of Home Affairs Regulation No. 35 of 2010 outlines the duties of PPID: Coordinating and consolidating the collection of information and documentation materials from PPID Assistants; Storing, documenting, providing, and serving public information to the public; Verifying public information materials; Conducting a consequential harm test for public information; Updating information and documentation; and Providing information and documentation for public access.

In carrying out the duties as referred to in Article 9 of the Ministry of Home Affairs Regulation No. 35 of 2010, PPID is authorized to: refuse to provide information that is excluded according to legal provisions; request and obtain information from work units/groups/units within its scope; coordinate the provision of information services with PPID Assistants and/or Functional Officials within its scope; determine whether a piece of information can or cannot be accessed by the public; and Assign PPID Assistants and/or Functional Officials to create, collect, and maintain information and documentation for organizational needs.

Article 11 Paragraph 1 of the Ministry of Home Affairs Regulation No. 35 of 2010 specifies that PPID Assistants are tasked with helping PPID implement the provisions as stated in Articles 9 and 10 Paragraph (2) of the same regulation. PPID Assistants are required to report information and documentation to PPID periodically and as needed. Article 12 Paragraph (1) and (2) of the same regulation further outline that the working procedures of PPID in the Ministry of Home Affairs are regulated by the Ministry of Home Affairs Regulation, while those in the Provincial Government are regulated by the Governor's Regulation.

Article 15 Paragraph (2) and (3) of the Ministry of Home Affairs Regulation No. 35 of 2010 regulates the funding, which states that the costs required for the management of information and documentation services in the Provincial Government are borne by the Provincial Budget. Similarly, the costs required in the management of information and documentation services in the Regency/City Government are charged to the Regency/City's Regional Revenue and Expenditure Budget.

The Efforts to Optimize the Role of The Information and Documentation Management Officers (PPID) in Fulfilling Citizens' Right to Public Information

Optimization is the result achieved through desired methods. According to the Indonesian Dictionary, optimization is derived from the root word "optimal," which means the best, the highest, to make something the best, to make it the highest and most profitable (Badan Pengembangan dan Pembinaan Bahasa, n.d.). Therefore, optimization in this context can be understood as "an action, process, or method to make something (such as design, system, or decision) better and more complete, more functional, or efficient." According to (Siringoringo, 2005) "Optimization is the process of finding the best solution. It is not always the highest profit that can be achieved if the goal of optimization is to maximize profit, nor always the lowest cost that can be reduced when the goal is to minimize costs".

Meanwhile, optimization in the context of government, especially in the implementation of public service functions, refers to providing service conditions that move towards a more perfect state. Thus, the benefits can be directly felt by the public as service users with satisfactory outcomes. Optimization in public service allows for faster movement and eliminates complex bureaucratic systems that are considered to hinder the delivery of public services.

In Government Regulation No. 96 of 2012 regarding the Implementation of Law No. 25 of 2009 on Public Services, which covers public goods and services as well as administrative services, including education, work, housing, communication and information, the environment, health, social security, banking, transportation, and natural resources. In the theory (Siringoringo, 2005), indicators of optimization are affected by three factors:

1. Objective/purpose. The goal/purpose can take the form of maximization and minimization. Maximization, in the context of the Information and Documentation Management Officer (PPID) in improving public information services at regional public agencies, means maximizing benefits for both the public agency and the community. The objectives of maximizing the role of PPID are (1) Accessibility and Availability, providing services that are easily accessible and available to everyone without discrimination; (2) Superior Service Quality, offering quality, efficient, and responsive services to the community's needs; (3) Transparency and Accountability, ensuring transparency in the service process and holding the service providers accountable for every action they take.
2. Alternative Decisions. An alternative decision refers to the activities or actions taken to achieve a specific goal. Decision-making is faced with several options to reach the established objectives. The available alternatives are those that make use of the limited resources available in the decision-making process.
3. Limited Resources. Resources are something that requires sacrifice to achieve the previously set goals. The availability of these resources is

limited, so it is necessary to involve people or systems to meet the needs of the optimization process. In practice, the allocation of limited resources must be done efficiently, ensuring that resources are distributed in a way that maximizes their potential.

In the concept of optimization, the meaning of effectiveness is inherent. According to (Soewarno Handyaningrat, 2006) "Effectiveness is a measurement in terms of achieving a pre-determined goal." Meanwhile, based (Effendy, 2008) effectiveness is defined as "communication whose process achieves the planned goals following the allocated budget, set time, and specified personnel." From this explanation, both optimization and effectiveness share the same ultimate goal of achieving the best results.

When discussing the optimization of the Information and Documentation Management Officer (PPID), it can also be measured by the concept of effectiveness in how PPID carries out its role. Several cases related to the optimization or effectiveness of PPID can be analyzed, such as:

The Role of Information and Documentation Management Officer (PPID) in Improving Public Information Disclosure at the General Election Commission (KPU)

Every public institution is required to have a PPID, as mandated by the regulations, specifically Law No. 14 of 2008, Article 13, Paragraph (1): "To achieve fast, accurate, and simple service, every Public Agency must appoint an Information and Documentation Management Officer." Of the 38 provinces, 23 have established PPIDs, and out of 524 local governments (Pemda), 195 have formed PPIDs, including the KPU of Karangasem Regency. Concerning this, the Secretary General of the Ministry of Home Affairs has urged provinces and local governments that have not yet formed PPIDs to do so as soon as possible. The Ministry of Home Affairs has taken several actions to accelerate the formation of PPID and its supporting infrastructure.

Empirical research on the role of PPID is seen in the public agency of the KPU (General Election Commission) of Karangasem Regency, which has implemented an E-PPID managed by following the law since 2015. However, in practice, there are still several problems and challenges encountered. Based on preliminary observations conducted at the research site, it was evident that the available Human Resources (HR) were insufficient, as evidenced by the lack of staff in the organizational structure, particularly in technical positions that handle E-PPID. These positions remain vacant and have not been officially appointed, causing the staff who were verbally assigned to manage the E-PPID to be distracted by other tasks within their roles. Furthermore, there was a lack of infrastructure for the E-PPID website platform, which had not been fully developed. After integration with the central system, some inputted data was erased. Additionally, there was insufficient socialization regarding the features of the E-PPID, so both PPID and

the general public had limited understanding of how the E-PPID system could serve as a platform for public information transparency and allow access to information related to the KPU of Karangasem. As a result, this tool was not being fully utilized, and people still preferred to obtain information by visiting the office in person. This can be seen in the number of visitors and the usage statistics for the KPU Karangasem’s E-PPID website, as shown in the following table:

Table 1. the number of visitors and the usage statistics for the KPU Karangasem’s E-PPID website

No	Month	2019	2020	2021	2022
1	January	0	162	201	0
2	February	0	157	315	0
3	March	0	244	306	0
4	April	0	218	435	0
5	May	0	242	430	0
6	June	0	277	351	6
7	July	0	443	405	596
8	August	0	516	354	497
9	September	0	367	0	751
10	October	2	261	0	1,244
11	November	107	258	0	2,946
12	December	127	174	0	1,315

Source: Website of KPU Karangasem Regency

The table above shows that some members of the public are not utilizing the E-PPID website. This reflects that the role of the Documentation Management Officer (PPID) in Karangasem Regency is still not effective. There are three indicators necessary to assess the effectiveness of goal achievement, integration, and adaptation, explained as follows:

1. Goal Achievement. Based on (Duncan, 1973) According to Duncan, goal achievement refers to the overall effort, where achieving goals should be viewed as a process. Goal achievement consists of several factors, including the time frame and specific targets that serve as concrete objectives.
2. Integration. Based on (Duncan, 1973), integration refers to the measurement of an organization's ability to conduct socialization, develop consensus, and communicate with various other organizations. It also serves to assess the effectiveness of the role of the Pejabat Pengelola Informasi dan Dokumentasi (PPID) in providing information transparency at the KPU of Karangasem.
3. Adaptation. Based on (Duncan, 1973) adaptation refers to an

organization's ability to adjust to its environment. The measures for adaptation include the procurement of facilities, infrastructure, and human resources. Adaptation also serves to assess the effectiveness of the role of the Pejabat Pengelola Informasi dan Dokumentasi (PPID) in providing transparency in public information at the KPU of Karangasem..

This is supported by the opinion stated by Adam Ibrahim Indrawijaya (2002) that effectiveness can be measured based on adaptation criteria. In this criterion, the ability of individuals to adapt is examined, as shown by the research conducted by (Alou et al., 2021) which indicates that the effectiveness of information and documentation management programs at the North Sulawesi Provincial Election Commission has not yet met expectations in terms of adaptation indicators. The management personnel have overlapping workloads, which hampers efforts to develop information and documentation management in line with public expectations.

Information and Documentation Management Officials in Implementing Public Information Disclosure Through the Application of Organizational Communication Strategies (Learn from Medan City Government)

An empirical study on organizational communication strategy by the PPID (Information and Documentation Management Official) related to public information disclosure is reflected in the PPID of the Medan City Government. Organizational communication plays a role in creating effective communication, enabling the organization to gain external support. The communication process aligns with the organizational structure of the PPID within the Medan City Government, which serves to implement public information disclosure as mandated by Law Number 14 of 2008 on Public Information Disclosure.

The Public Information Disclosure Award organized by the North Sumatra Provincial Information Commission in 2019 awarded the Medan City Government's PPID as an informative public body for the 2018 period. In addition, a public satisfaction survey conducted through the Public Information System - Information and Documentation Management Official (SIP-PPID) of the Medan City Government as of March 2021 shows a relatively high level of public satisfaction with the PPID's public information services, at 85.6%, with 14.4% of respondents expressing dissatisfaction.

In fact, the Medan City Government's PPID has not yet maximized the use of the SIP-PPID system to provide and process public information and documentation requests as mandated by the Public Information Disclosure Act (UU KIP) and other implementing regulations. On the other hand, the manual public information service facilities provided by the Medan City PPID are also still quite limited. This is evident from the fact that many Village Organizational Units (OPDs) do not provide PPID service information in the form of notice boards, banners, brochures, or the necessary forms for the direct public information service process.

Cangara offered a communication planning model that can serve as a method for building an effective communication strategy by focusing on four elements: (1) Selecting and establishing the communicator; (2) Setting target audiences and conducting audience needs analysis; (3) Structuring the message technically; and (4) Choosing the media or communication channels. Based on this concept, the researcher will analyze the organizational communication strategy employed by the Medan City Government's PPID. Grounded in this approach, communication strategy becomes a key factor in optimizing the performance and role of the PPID in local government concerning public information disclosure.

Conclusion

Based on the research findings and discussion in the previous chapter, the following conclusions can be drawn: The Information and Documentation Management Official (PPID) has a crucial role in managing public information disclosure, particularly in the management of public information within local government public bodies. The duties and functions of the PPID are based on Article 9 of Minister of Home Affairs Regulation Number 35 of 2010.

The optimization or effectiveness of the role or performance of the PPID in carrying out its duties and functions related to public information disclosure is greatly affected by the local government's commitment to managing and implementing public information disclosure. Optimization is closely linked to goal achievement. Similarly, optimizing the role, duties, and functions of the PPID within local government is also influenced by the goals of public information disclosure.

Suggestions

Coordination between the Information and Documentation Management Official (PPID) and local government public bodies to: (a) Enhance the capacity of Regional Information Management Officials (PPID) in managing public information; (b) Strengthen the commitment of Public Bodies to realize public information disclosure; (c) Encourage Public Bodies to collaborate, innovate, and utilize information technology in public services. Outreach on the role of the Information and Documentation Management Official (PPID) as the front-line figure in implementing public information disclosure.

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