

The Use of the Adaptive Governance Model in the Implementation of Information Disclosure in the Government of South Sumatra

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Abstract

Information is a basic need for everyone both in order to develop personal qualities and in order to live their social life. The information needs of the people of South Sumatra are regarding programs carried out by the Government and also other information related to the needs of the people of South Sumatra. Disclosure of information is one of the ways in which the Government of South Sumatra provides information rights to the public. This research uses a descriptive qualitative method where all information is not in the form of numbers but explanations. The conclusion of the research is that the Government of South Sumatra uses three (three) approaches in implementing adaptive governance, namely collaboration, flexibility, and learning.

Keyword: Model, Adaptive Governance, Information Openness.



A. INTRODUCTION

Information is a basic need for every person, both in order to develop personal qualities and in order to live their social life. Every person of any quality and background needs information according to their level, then article 28F of the 1945 Constitution recognizes access to information as a human right (Ahmadi & Rachmiatie, 2019).

Openness of Public Information is important in today's world of communication. Information disclosure has become a central issue in discussions regarding the development of good governance, where transparency or openness of public information is a requirement for the realization of good governance. This means that good government should provide guarantees to its citizens to freely obtain public information which is actually part of human rights (Berliner et al., 2018; Eshuis & Gerrits, 2021).

Openness of public information is an inseparable aspect of democracy which upholds freedom and human rights. Openness of public information is an important aspect of democracy in fulfilling individual rights to public information. In Indonesia itself, recognition of access to information as one of the human rights is stated in the 1945 Constitution in Article 28F, Law No. 39 of 1999 concerning Human Rights Article 14 paragraphs (1) and (2), and Law No. 28 of 1999 concerning Clean and KKN-free state administration in article 9 paragraph (1).

Recognition of access to information as a human right is also stated in article 19 of the International Covenant on Civil and Political Rights (International Covenant on Civil and Political Rights) and article 19 of the UN Universal Declaration of Human

Rights in 1946. To encourage openness of public information, the Law was born. Law No. 14 of 2008 concerning Openness of Public Information (UU KIP) which was passed by the DPR RI on April 3 2008. The KIP Law became effective on May 1 2010 and was born with the basis and aim that information is everyone's basic need for personal and environmental development social aspects as well as an important part of national resilience in accordance with Article 28F of the 1945 Constitution.

Disclosure of information is an effort by the community to participate actively in the process of making public decisions. Especially for areas that concern the livelihoods of many people, for example the right to obtain legal regulations, the right to obtain the results of meetings of the People's Representative Council, the right to know the City's spatial plan, and the right to know the amount of legal aid funds for unable social groups (Brass & Sowell, 2021)(Harsasti & Marlina, 2016).

Transparency of public information regarding government performance has a positive impact, both for the Government and the community. For the government, implementing information disclosure can encourage service improvements, increased performance and accountability for programs run by the government. Meanwhile, for the community, apart from fulfilling the right to know public information (right to know), it is hoped that open information can be used by the community to control every policy and step taken by the government, as well as encourage active community participation in development.

The South Sumatra Provincial Government is a Public Body that has implemented the implementation of Law Number 14 of 2008 since 2014, according to the Head of the South Sumatra Province Communication and Informatics Service, the presence of PPID in the South Sumatra Province Communication and Informatics Service from 2017 until now, and in the ranking Public Information Openness based on the results of monitoring and evaluation carried out by the Central Information Commission, the South Sumatra Provincial Government received the following ranking:

Table 1. South Sumatra Provincial Government KIP Ranking Results

Year	Value of Monev Results	Predicate
2018	91	Towards Informative
2019	69	Quite Informative
2020	61	Quite Informative
2021	79	Quite Informative

Source: South Sumatra Province Communication and Information Service, 2022

For Regional Apparatus data, from 51 OPD of the South Sumatra Provincial Government which complied in collecting the List of Public Information (DIP) to the PPID of South Sumatra Province as follows:

Table 1. OPD Govt. South Sumatra collects the DIP

Year	Number of OPD Collecting DIP
2018	41 OPD
2019	23 OPD

2020	26 OPD
2021	38 OPD
2022	38 OPD

Source: Communication and Informatics Office of South Sumatra Province, 2022

What is included in public information is information produced, stored, managed, sent and/or received by a public body relating to the administration and administration of the State and/or the administration and administration of other public bodies in accordance with this Law, as well as other information relating to the public interest (vide Article 1 point 2 UU KIP).

Indonesia, as a rule of law and democratic country that applies the concept of a welfare state, always prioritizes openness of information. This was further strengthened by the enactment of Law Number 14 of 2008 concerning Openness of Public Information (UU KIP) (Fitzpatrick & Monson, 2022; Garcia et al., 2017).

Access to information is an important pillar in a democratic country and also influences the implementation of a good government system (Hou et al., 2020; Hurlbert, 2017). Governance by providing open access to the public to participate also affects the community control system in the government directly (Ahmadi, Rachmiatie and Nursyawal, 2019). The existence of access and disclosure of information can affect the level of community participation such as monitoring, implementation, involvement and decision making (Nurdiansyah, 2016; Farmaki, 2015). The right to obtain information is one of the fundamental rights of every citizen (Berliner, Bagozzi and Palmer-Rubin, 2018).

The implementation of the Public Information Disclosure Law (KIP) still faces various challenges and obstacles, including related to the long time it takes to obtain and access information (icel.or.id, 2019). The implementation of the information disclosure policy is also affected by limited infrastructure and minimal human resource facilities (Jenssen & van der Voort, 2020)(Kneyer, 2016). Human resources, technology infrastructure, public participation, supervision and socialization are important factors in efforts to implement the Public Information Disclosure Law (Kosajan et al., 2018)(Lee et al., 2020).

To implement Law No. 14 of 2008 and supporting information openness as a pillar of good governance, the South Sumatra Government established the South Sumatra Provincial Information Commission whose task is to encourage the achievement of public information openness in South Sumatra Province. However, there are still problems and inhibiting factors that hinder the South Sumatra Provincial Information Commission in carrying out its role.

The Information Commission of South Sumatra Province has the task of overseeing the guarantee of the people's rights to public information through the authority to resolve public information disputes with mediation and/or non-litigation adjudication mechanisms. The South Sumatra Provincial Information Commission conducts observations, assessments and evaluations of the implementation of

information disclosure in Regional Work Units, Regional Owned Enterprises and Other Agencies within the scope of the South Sumatra Provincial Government.

The South Sumatra Provincial Information Commission is tasked with providing periodic evaluations of the quality of information services provided by Information Management and Documentation Officers (PPID) of each Public Agency. Generally, problems occur when the PPID appointed by a public body is unable to properly understand the duties and functions that have been mentioned and explained in the KIP Law or problems arise when an information requester does not obtain the required information from the PPID of the public body concerned. In 2020 the Information Commission of South Sumatra Province received 110 requests for public information dispute resolution and has resolved and decided on 35 public information cases, of the 35 cases consisting of 4 cases of interlocutory decisions, 4 cases of annulled decisions, 3 cases of mediation determination, 1 case final decision, 4 cases of decision for decision to revoke the file, 18 cases of decision to terminate the information dispute which was not carried out seriously and with good intentions, and 1 case in the non-litigation adjudication trial process, as shown in the table below:

Table 2. Number of Cases at the Information Commission of South Sumatra Province

No.	Case Decision	Number of Cases in Year			
		2018	2019	2020	2021
1.	Interim Verdict	-	-	4	17
2.	Abort Verdict	-	-	4	1
3.	Mediation Determination	2	1	3	4
4.	Final Verdict	133	2	1	8
5.	Determination Verdict	-	-	4	-
6.	Revocation of Decision Files to Terminate Information Disputes that are not carried out seriously and in good faith	-	-	18	3
7.	In the Non-Litigation Adjudication Hearing Process	-	-	1	3
Total Verdict		135	3	35	36

Source: Report of the Information Commission of South Sumatra Province, 2022

This is because the Information Commission in the City District has not yet been formed. So disputes related to information are carried out in Palembang, while the distance between Regency City and Palembang requires a travel time of up to seven (7) hours (Field Observation, 2021).

The impact of the lack of maximum openness of public information and public information services has led to information disputes at the provincial level and the openness of public information of the South Sumatra Provincial Government has not yet received an informative title, this is because there are still regional apparatuses of the South Sumatra Provincial Government that have not submitted a list of public information (DIP) to PPID South Sumatra Province, public information at the South

Sumatra Regional Government level should be supported by all existing regional apparatus, so that information dispute resolution and public information services can be achieved.

Based on the empirical phenomena above and previous research, it can be seen that the implementation of information disclosure at the South Sumatra provincial level, which should be carried out by the Provincial Government, is not optimal and is not in accordance with the demands for change expected from the concept of adaptive governance. In connection with this, this research focuses on research on information disclosure models which are expected to implement the concept of adaptive governance.

B. METHOD

This research uses a qualitative approach with descriptive research type. A qualitative approach in this research was used to analyze the adaptive governance-based public information openness model in South Sumatra province by describing or describing the state of the research object based on facts obtained from interviews, documentation and observations related to public information openness in South Sumatra province. . This research is intended to collect qualitative type data, there are research methods and techniques specifically designed to collect non-quantitative or qualitative data in accordance with the opinion of Lynn and Powell (2007) who state "Indeed, studies intended to gather qualitative type data have been enjoying a resurgence, and there are research methods and techniques specifically designed to gather nonquantitative or qualitative data. Additionally, qualitative data is a source of description and explanation of human processes. With qualitative data, someone can maintain a chronological flow, can see events and obtain useful explanations. Milles and Huberman (2004) suggest that qualitative data are a source of well-grounded, rich descriptions and explanations of human processes. With qualitative data, one can preserve chronological flow, see which events led to which consequences, and derive fruitful explanations. The same thing was also said by Isacc (1985), descriptive research is a type of research that attempts to explain problem solving for data that is occurring in the present which includes data description, data analysis, and interpretation of data. This research can be comparative and/or correlative.

This study uses a qualitative approach due to the characteristics of the research which aims to describe the answers to questions and analyze them about the governance of the South Sumatra Provincial Government, in order to gain an understanding and analyze the factors that play a role in it. A qualitative approach will comprehensively describe the management of public information disclosure involving various parties, namely the Government through the South Sumatra Province Communication and Information Service, regional apparatus organizations, communities and community groups or organizations. Furthermore, it is emphasized with the aim of the research which is to obtain a new concept of adaptive local

governance through the collection of primary data from informants and observation as well as processing of secondary data in the field.

Qualitative research also emphasizes the process aspect of research results which reveal the problem as it is in accordance with the reality in the research field through written or spoken words from people and observed behavior. Thus, this qualitative research method was chosen because it is considered appropriate to collect data according to the needs of the research problem through the interpretation of the process and meaning for the formulation of models in local government governance, especially in the management of public information disclosure in South Sumatra Province.

C. RESULT AND DISCUSSION

Governance, which has become known in public administration, is known to be an up to date concept and is still the subject of discourse and research studies by several groups, including academics, as stated by Fredrickson (1997) that the term governance is a theory that carries the spirit that government administration prioritizes principles. -the principle of synergistic government which is the latest study in public administration.

The concept of adaptive governance itself is a concept that was later born carrying the spirit of how governance between the Government, related stakeholders can work together to resolve conflict problems that occur at different levels in different authorities, such as differences in jurisdictions, sectors, conditions, demographic political cycles, geographical differences. and developing culture (lee et al., 2019)(Li & Yarime, 2021)(Lubis et al., 2018). Adaptive governance is the term used to describe the process of learning through monitoring ecosystems to specific actions, followed by increasing changes in actions based on what has been learned. Adaptive governance is just one of many approaches governments use to implement policies. It is an approach designed to overcome the inherent uncertainty in systems in response to change. It has also been seen as an alternative to resource management which focuses on optimizing certain aspects of the ecosystem according to current economic needs or political objectives (Malik et al., 2023)(Michener et al., 2021).

Adaptive governance has been suggested as a suitable approach for ecosystem management in a changing environment. It is based on the assumption that landscapes and seascapes need to be understood and managed as complex socio-ecological systems, not as ecosystems alone. Adaptive governance develops the capacity to manage multiple ecosystem services and respond to changes across ecosystems and enables collaboration across different interests, sectors, and institutional settings (Mujiburrahman et al., 2019)(Ritchey, 2013).

Adaptive governance capacity as a concept was then born from several cross-sector experts in the fields of environment, politics and public administration who then focused on how the Government's ability to respond to environmental change issues occurred very quickly by involving relevant institutions and stakeholders

including civil society (Sainz & Martinez, 2020)(Schleifer et al., 2019)(Schnell & Jo, 2019).

In the development of studies related to adaptive governance, there are actually several studies with similar fields of study, namely Adaptive Management (AM), Collaborative Management (CM) and Adaptive Co-Management (ACM), but there are at least 3 (three) assumptions that are the basis for adaptive governance to be more up-to-date compared to other adaptive governance perspectives, explained by Brunner, et.al, (2005) that First, "scientific management" as the basis of the other three perspectives is inadequate in analyzing the nature of the "uncertainty" inherent in ecosystem management dynamics; Second, the other 3 perspectives are very difficult to implement due to the short-lived nature of politics associated with modern political cycles (Sharma et al., 2018)(Tejedo & Araujo, 2020; and third, adaptive governance uses a network capable of coordinating many adaptive management learning processes across levels of government that form a complex social system where management goals are set (Villeneuve, 2014)(Wu et al., 2022).

It was further stated that due to the uncertainties associated with global environmental change, including climate change and major changes in land use, future environmental management systems must be highly adaptive. Governance systems, especially top-down, state-based ones, rarely match the relevant scales of ecological complexity, especially in the face of rapidly changing environments (Wyborn, 2015). Centralized governance through top-down direction or command and control policies often fails to provide effective solutions to highly contextual situations, and also often fails to coordinate governance across large-scale ecosystems across multiple jurisdictional boundaries (Zhang et al., 2016). In response to this, more and more bottom-up approaches to governance have emerged through local actor groups, social networks, and various collaborations found in Adaptive Governance approaches (Yavus & Welch, 2014).

Adaptive governance is a concept from institutional theory that focuses on the evolution of formal and informal institutions for the management and use of shared assets, such as shared pools of natural resources and environmental assets that provide ecosystem services. We consider adaptive governance to have a role similar to the concept of market failure in economics, establishing an ideal reference point for examining the dynamics of institutional change. This is valuable for two reasons. First, identification of the circumstances that drive the evolution of beneficial institutions and policies provides a coherent framework for identifying barriers to constructive policy change, assisting the development of effective and targeted options for overcoming these barriers. This reflects the function of the notion of market failure in economic and cultural theory. Second, the discipline and logic of identifying barriers to desired change will likely resonate with policy gatekeepers trained in economics, aiding communication and adoption of appropriate solutions.

The concept of adaptive governance operates more broadly than the notion of market failure, however, it is applied to processes of social learning and collective choice that define the parameters of market activity through laws and social norms,

of the internal workings of particular markets. As such, the notion encompasses both the efficiency and adoption of potential policy and institutional arrangements, providing a framework for identifying overcoming market and institutional failures. The adaptive governance literature as described articulates the theory of collective action and political decision making that is, provides a bridge between social and biophysical disciplinary perspectives on the dynamics of interdependent social and ecological systems, including economics, sociology and social psychology, institutional theory, ecology, systems dynamics. , and complex systems science; and then help identify and address the key factors that influence the adoption or non-adoption of welfare improvement policy recommendations. The adaptive governance literature is consistent with key tenets of economic theory but challenges important aspects of economic culture, so this new unifying framework is unlikely to produce unity between disparate disciplinary groups.

Adaptive Governance sees the interdependence of innovation practices in public policy science, both in policy formulation to design organizational structures and policy implementation. Adaptive governance is a concept from institutional theory that is related to the evolution of institutions for managing shared assets (adaptive governance: integrating science, policy and decision making). Adaptive Governance evolves to analyze social, institutional, economic, and ecological issues. This model has succeeded in building and dealing with the challenges posed by fast-paced global changes.

The idea of adaptive governance has emerged from the intersection of two fields of inquiry: the application of ecological systems theory to natural resource management, catalyzed by the work of Buzz Holling and continued by the Resilience Alliance, and the study of self-governing institutions led by Elinor Ostrom. Both of these literatures are explicitly integrative, and the adaptive governance literature draws broadly on ideas from systems analysis, ecology, political economy, resource and environmental economics, behavioral economics, and complex systems science.

The idea of adaptive management was also introduced by Holling (1978) and his collaborators as a critique of science-based, centralized expert management practices that paid too little attention to the complexity and uncertainty of ecosystem processes. Their alternative is to envision natural resource management as a series of experiments intended to improve the outcomes of resource management (such as the supply of fish or timber or fresh water), and managers' understanding of the resource and its supporting ecosystems. This approach has, over time, led to more general theories of system dynamics and phase regimes in interdependent ecological and social-ecological systems. While serious efforts to integrate social dimensions are currently underway in resilience work, the emphasis to date has been on how human activities impact ecosystem resilience, and explicit attention to the role and dynamics of governance arrangements could said to be just starting to emerge (Lebel et al 2006).

Adaptive governance is expected to accelerate the transition in government management, so that the complex problems faced by the government can be resolved. Therefore, adaptive governance will summarize into a larger pattern of adaptive

governance and redefine their role to facilitate and advance common interests in natural resource policy, advancing common interests, goals and appropriate criteria for governance in open information (Norman et al., 2020).

Hurlbert (2017) elaborates on the ideas of a number of people, including Berkes and Folke, Gunderson and Holling, Folke et al. and Olsson et al., Adaptive governance refers to a network of political, social, and administrative institutions that produce, manage, and distribute resources to enhance resilience by addressing challenges on a large scale in a collaborative, flexible, and learning-based way. Adaptive governance indicators show collaboration, adaptability and learning. The implementation of adaptive governance carried out by the Regional Government of South Sumatra is included in 3 main points, namely collaboration, flexibility and also learning

1. Collaboration

In its definition, adaptive governance has a tendency towards constructive change and adapting to the progress of the times, especially in the dissemination of information. KIP is a form of control over information that needs to be implemented by the government. The emergence of this control is due to progress, rapidity and easy dissemination of information. Referring to the KIP Law, the formation of PPID by each regional government agency, especially the South Sumatra Provincial Government, is a concrete form of the first step in implementing a government that is adaptive to change.

Management by PPID is also supported by the Decree of the Central Information Commission of the Republic of Indonesia NUMBER: 05/KEP/KIP/II/2023 concerning regional working groups on the public information openness index for 2023. This decision was issued to support the management of public information openness which has been implemented by PPID and OPD in South Sumatra. The collaboration carried out by the South Sumatra provincial government was carried out by involving all stakeholders in the government, namely KIP, OPD and PPID elements. The tasks carried out by stakeholders also have different tasks, each of which carries out advocacy, budgeting, and also the task of conveying information to the public. Meetings between several government elements are held twice a year and further coordination functions are carried out using other information media such as WhatsApp and others.

The collaborative efforts made by the South Sumatra government in its implementation involve external elements, including academic elements, society and also other elements outside the government. FGD discussion group forums are routinely held involving various elements of society and the government so that the government can indirectly receive input and the community can also indirectly provide a control function to the government. The idea of adaptive management was introduced by Holling (1978) as a critique of centralized, science-based collaborative expert management practices that paid too little attention to the complexity and uncertainty of ecosystem processes. This bottom-up approach to governance has emerged through local actor groups, social networks, and various collaborations found in the Adaptive Governance approach.

The collaboration carried out also involves media elements so that any information provided by the South Sumatra government can reach the media reading public and also other media, namely in the use of madding elements and the use of socialization elements.

2. Flexibility

The flexibility carried out by the South Sumatra government is by facilitating the results of discussion group forum meetings which involve several elements with several programs such as preparing suggestions for the infrastructure needed (website, front desk, public information list, and other infrastructure). Another facility for receiving public information is by opening a hotline in the form of WhatsApp so that two-way communication can be carried out directly with the public.

The flexibility that is carried out is in the implementation of budget policies which are carried out in accordance with the programs carried out even though in the implementation the budget is still not properly available and even still has deficiencies, but for this, programs are carried out based on priority scales in public information disclosure.

The flexibility carried out by the South Sumatra government is also by providing access to documentation to the public so that everyone can have the documents they need, both for personal needs and purposes as a control function for the South Sumatra government. The documents provided are in accordance with the provisions of the law and information disclosure is also provided as long as it does not have a negative impact on the integrity of citizens and the social and political integrity of society.

Social flexibility and network activities to comprehensively identify and address ecological change using input from multiple knowledge sources (i.e., scientific, traditional, local experiences; (Gaudreau & Saner, 2014). The role of an adaptive governance framework is to analyze the ability of actors in the system to identify unsustainability from various sources/perspectives and act on the identification through government/civil society partnerships.

3. Learning

The learning process carried out by the South Sumatra government in terms of information disclosure is by carrying out various activities, namely technical guidance which is carried out in a good manner to OPDs and OPDs. Apart from that, the learning carried out by the South Sumatra government is by increasing human resource capabilities that are tailored to their respective tasks, such as the process of data analysis, conveying information, and advocating directly for the community through public relations programs.

The process of information disclosure is also carried out through documents and interviews to academics who currently need access to information and policies that are carried out in full with the provisions that have been given to academics and other researchers, so that the information that has been done can be re-analyzed and given input in the form of journals, theses, and dissertations so that policy improvements can be made in the future.

Adaptive governance is a term used to describe the process of learning through monitoring an ecosystem to certain actions, followed by increasing changes in actions based on what has been learned. Adaptive governance is just one of many approaches governments use to implement policies. It is an approach designed to overcome the inherent uncertainty in systems in response to change. It has also been seen as an alternative resource management that focuses on optimizing certain aspects of the ecosystem according to current economic needs or political objectives (Cosens, 2012).

Barriers to Implementing KIP Policy in South Sumatra

In implementing policies, there are bound to be obstacles in the middle. This is a normal thing in the implementation of a policy, especially in the management of information within the South Sumatra Regional Government. According to respondents, the existing obstacles are very diverse, starting from the central PPID, namely Diskominfo, which realizes that there are several problems that hinder government services in the task of coordinating regional policies, implementing the tasks of regional apparatus, as well as monitoring and evaluating regional policies. According to Achmad Rizwan (Head of Diskominfo South Sumatra, 2022) there are 9 obstacles or problems faced: "The implementation of the duties and functions of the Regional Secretariat has not been optimal as mandated in Government Regulation Number 72 of 2019 concerning Regional Apparatuses, 2) the General Administration program used in the strategic plan for the previous period was deemed unable to represent tasks optimally, 3) information input was not yet optimal in the context of policy formulation regions by regional apparatuses, 4) input of information on the implementation of regional development policies in a comprehensive manner by regional apparatuses, 5) coordination of efforts to achieve regional development targets implemented by regional apparatuses is not yet optimal, 6) HR capacity is insufficient to carry out the duties and functions of regional apparatuses The regions are optimal, 7) the fulfillment of infrastructure in supporting the implementation of the tasks and functions of the regional apparatus is not yet optimal, 8) the function of fostering and evaluating the implementation of regional government is not yet optimal, and 9) development coordination between sectors is not yet optimal in responding to regional development problems".

In practice, regulations implementing laws also experience difficulties due to regulations that are still complicated for the public to understand. Budget support is considered to be the main problem faced by the Information Commission considering that ongoing activities and outreach require funds. The Information Commission as PPID's supervisor and supervisor is also considered to have not been able to maximize its capacity because it is hampered by its powers to oversee KIP.

Rini, Head of the Subdivision for Preparing Governor's Decisions for Regional Service Institutions (2022), added that at the OPD level, the lack of work management system support due to the readiness of regulations and human resources is also considered an obstacle. Information about policies that appears in the community is also considered not optimal considering the lack of information from the OPD as the

implementing PPID. Yusriadi (2022) stated that the information that emerged still seemed biased due to special requests from certain groups.

D. CONCLUSION

Based on the discussion above, it can be concluded that the adaptive governance model carried out by the South Sumatra Government is a collaboration that involves the community, academics, mass organizations, and also other elements in providing information disclosure to the public and also providing direct control functions to the Regional Government. The next approach is flexibility where the government is flexible in terms of providing infrastructure, budget, and also the time to communicate directly. The third approach used is learning where the Government of South Sumatra provides learning through technical guidance programs, training, and also provides documentation for further research.

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