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Journal of General Education and Humanities Vol. 5, No. 1, February 2026, pp. 617 – 626,

<https://doi.org/10.58421/gehu.v5i1.979> ISSN 2963-7147 617 Journal homepage:

<https://journal-gehu.com/index.php/gehu> Implementation of the Information and

Documentation Management Officer (PPID) Policy in Pohuwato Regency Arief Rahmat

Giasi¹, Rauf A. Hatu², Sri Yulianty Mozin³ 1,2,3Master of Public Administration Study

Program, Faculty of Postgraduate Studies, Gorontalo State University, Indonesia Article

Info ABSTRACT Article history: Received 2025-12-15 Revised 2026-01-01 Accepted

2026-01-02 The Policy of the Public Information and Documentation Management Officer

is designed to guarantee public access to information and strengthen transparency in local

government administration. However, in practice, implementing this policy often reveals

gaps between normative compliance and the operational performance of public information

services. This article analyzes ³ the implementation of the Public Information and

Documentation Management Officer policy in Pohuwato Regency using the policy

implementation model proposed by Van Meter and Van Horn. This study employs a

descriptive qualitative approach, with data collected through observation, interviews, and

document analysis. Data were analyzed using an interactive model consisting of data

reduction, data display, and conclusion drawing. ¹¹ The findings indicate that, normatively,

the local government has established relatively comprehensive regulations and operational

standards for public information services. Nevertheless, policy implementation has not

been comprehensive and remains largely limited to responding ³ to public information

requests via online channels. Unsustainable resource availability, weak organizational

functions for implementation, the absence of structured, formal communication

mechanisms, and external support that remains primarily normative have led the policy to

operate partially and reactively. These findings confirm that ³ the implementation of the

Public Information and Documentation Management Officer policy in Pohuwato Regency

remains dominated by administrative compliance, without adequate institutional and

operational strengthening to develop a functional, sustainable public information service

system. Keywords: Policy Implementation Public Information and Documentation

Management Officer Public Information Disclosure This is an open-access article under the CC BY-SA license. Corresponding Author: Arief Rahmat Giasi Master of Public Administration Study Program, Faculty of Postgraduate Studies, Gorontalo State University, Indonesia Email: 711524005@mahasiswa.ung.ac.id.

<https://doi.org/10.58421/gehu.v5i1.979> 618 1. INTRODUCTION Public administration is essentially oriented toward service delivery and the fulfillment of citizens' needs within the relationship between the state and society. Administration refers to intensive service activities, while ¹² the public domain encompasses shared interests involving both the state and citizens[1]. Therefore, public administration requires tangible, perceptible service practices rather than merely internal bureaucratic management [2]. Within this framework, the quality ¹² of public administration is determined by the extent to which the public can understand policies and participate in governmental processes [3]. These patterns of government service and action are manifested through public policy. One of the most fundamental definitions of public policy was proposed by Thomas R. Dye, who defined it as whatever governments choose to do or not to do [4]. This definition highlights that public policy constitutes strategic governmental decisions that have direct impacts on society[5]. Furthermore, public ¹⁶ policy can be understood as a way or pattern of action undertaken by an official, a group of individuals, or a governmental institution [6]. Such patterns of action reflect collective behavior in managing public issues, including the regulation of access to information. One form of strategic policy in modern administration is public information openness, which is directly related to public participation [7]. Participation enhances the capacity of individuals and groups affected by policy, particularly when the public is involved in policy implementation[8]. Therefore, the institutional framework governing public information services ⁹ should not be positioned merely as administrative compliance by public bodies, but rather as a prerequisite for meaningful public participation, especially at the local government level, where authorities directly confront public needs and accountability demands. The ³ Information and

Documentation Management Officer (Pejabat Pengelola Informasi dan Dokumentasi/PPID) is an institutional mechanism established to ensure the systematic management, documentation, and provision of public information services. Normatively, local governments fulfill their obligation to guarantee the right to access public information as mandated by Law Number 14 of 2008 on Public Information Disclosure through the establishment of this institutional arrangement. However, in local bureaucratic practice, compliance with legal-formal requirements does not always correspond with the effective operational functioning of public information services. In Pohuwato Regency, the policy of public information disclosure has been followed up through Regent Regulation Number 39 of 2017 concerning Guidelines for the Management of Information and Documentation Services, which regulates the establishment of PPID at the regency and local agency levels, including the distribution of authority, coordination mechanisms, and operational standards for public information services. In addition, institutional strengthening has been carried out through the appointment of information and documentation management officers by decisions of the regional head [9]. The existence of these regulations indicates that, normatively, the local government has fulfilled its legal mandate to establish the PPID institutional framework tasked with

<https://doi.org/10.58421/gehu.v5i1.979> 619 providing public information services [10].

Nevertheless, the fulfillment of these normative aspects has not automatically been followed by the consistent and sustainable functioning of the public information service system in everyday administrative practice. This condition is consistent with findings from previous studies that show variations in the implementation of PPID policies across regions. Research conducted by the Gorontalo Provincial Government shows that policy implementation has not been optimal due to limited public awareness and socialization, weak human resources, limited infrastructure, insufficient budgetary support, and poor inter-agency coordination [11]. In contrast, research at the Office of Communication and Informatics of Tasikmalaya City indicates that the implementation of public information

disclosure policy has performed relatively well, supported by adequate communication, resources, implementer disposition, ¹⁶ and bureaucratic structure. However, it still faces limitations in supporting facilities [12]. These findings suggest that the main issues in PPID policy implementation do not lie solely in the existence of regulations, but rather in organizational capacity, resource availability, coordination, and the consistency of operational mechanisms. To systematically analyze the implementation of PPID policy, this article employs the policy implementation model developed by [8]. This model views policy implementation as a series of actions undertaken by implementing actors to achieve objectives set out in prior policy decisions, with policy performance influenced by policy standards and objectives, resources, characteristics of implementing organizations, implementer disposition, interorganizational communication, and the surrounding economic, social, and political environment [14]. This framework is relevant for assessing whether PPID policy implementation in Pohuwato Regency functions as a consistent service system or remains limited to administrative compliance [15]. Based on this background, this article aims ¹ to analyze the implementation of the Information and Documentation Management Officer (PPID) policy in Pohuwato Regency using the six variables of the Van Meter and Van Horn model and to explain the gap between normative mandates and the operationalization ³ of public information services.

2. METHOD This study employs a descriptive qualitative approach to understand ¹ the implementation of the Information and Documentation Management Officer (PPID) policy within the context of local government. A qualitative approach was chosen because policy implementation is a complex process involving interactions among actors, organizational structures, and administrative dynamics that cannot be fully explained through a quantitative approach. The research was conducted at the Department of Communication, Informatics, and Statistics of the Pohuwato Regency Government, Gorontalo Province, focusing on the implementation of the PPID policy at both the Main PPID and Implementing PPID levels within local government agencies. The research data were collected from the period 2023–2025 to capture the ongoing dynamics of policy implementation. Data collection was

conducted through observation, in-depth interviews, and document analysis. Research informants were selected purposively based on their direct involvement in implementing the PPID policy, including the Main PPID, implementing PPIDs within local government

<https://doi.org/10.58421/gehu.v5i1.979> 620 agencies, and related administrative personnel. Documentary data included local regulations, standard operating procedures for public information services, budget documents, and archives of activity reports related to policy implementation. Data analysis was conducted using the interactive analysis model proposed by Miles and Huberman, which consists of data reduction, data display, and conclusion drawing/rification [16]. Data reduction focused on the six policy implementation variables, as ¹ outlined in the Van Meter and Van Horn model. Data were presented in narrative form to facilitate the identification of patterns and relationships among variables. Data validity was ensured through source and technique triangulation by comparing interview, observation, and supporting document results. The process of concluding ² was carried out iteratively by examining the consistency of findings across data sources and their alignment with the research focus. All information obtained from informants was treated anonymously to maintain research ethics and protect participants'

confidentiality. 3. RESULTS AND DISCUSSION ¹ Policy Standards and Objectives In implementing the Information and Documentation Management Officer (PPID) policy in Puhwato Regency, policy standards and objectives have been normatively formulated through Puhwato Regent Regulation Number 39 of 2017 concerning Guidelines for ² the Management of Information and Documentation Services. This regulation establishes five standard operating procedures (SOPs) as guidelines for policy implementation, namely: the SOP for the preparation of the Public Information List, the SOP for public information request services, the SOP for public information consequence testing, the SOP for handling objections ³ to public information, and the SOP for facilitating information dispute resolution. The existence of these SOPs indicates that, normatively, the PPID policy has been designed to cover the entire cycle of public information services, ranging

from information management and service delivery to the resolution of objections and information disputes. In practice, PPID services delivered through applications or websites require public information service standards that include processes of information screening and management prior to publication. These standards ensure that the information disseminated is not merely meta-information but has undergone proper classification and testing in accordance with the provisions governing information that must be disclosed and information that is exempted [17]. Thus, public information service standards serve **2 not only as** instruments of administrative compliance **but also as** mechanisms for substantive information control, ensuring that the principle of transparency operates in parallel with compliance with information exemption regulations [18]. However, research findings indicate that these **1 policy standards and objectives have** not been fully implemented in operational practice. Based on interview results and observations of **3 the implementation of public information** services, the SOP that is actually implemented is limited to the SOP **for public information** request services, which remains confined to online services via the Pohuwato Regency PPID website. Meanwhile, the SOPs for the preparation and updating of the Public Information List, consequence testing, handling of objections, and facilitation of information disputes have not been implemented

<https://doi.org/10.58421/gehu.v5i1.979> 621 as routine work processes nor documented on an ongoing basis. The implementation of these SOPs tends not to form part of a systematic, cross-agency working mechanism. This condition indicates that the PPID's **1 policy standards and objectives in** Pohuwato Regency are more strongly understood as administrative obligations **to comply with** regulatory requirements than as operational guidelines directing the entire public information service process. Consequently, policy implementation tends to be limited to the fulfillment **of the most** visible service function, namely responding to information requests, without accompanying the strengthening of other functions that substantively constitute **the objectives of** public information disclosure policy [19]. These findings highlight a **gap between the** normative policy design and its

operational realization in local government administrative practice. Resources ² The findings show that the resource support for implementing the PPID policy in Pohuwato Regency has been neither stable nor sustainable. Based on an ¹ analysis of the Communication and Informatics Office budget documents for 2023–2025, financial resource allocation for PPID activities has fluctuated and lacked alignment across years. In 2023, a specific PPID budget allocation of IDR 10,000,000 was provided for technical guidance activities. However, in 2024, no budget allocation was identified as being designated explicitly for PPID policy implementation. In 2025, a budget allocation of IDR 37,077,206 was recorded under official travel expenditures, but the funds were not used for activities directly ¹ related to the PPID policy. This lack of budgetary continuity has directly limited ⁹ the capacity of policy implementers to strengthen. Interview ² findings reveal that following the technical guidance activities conducted in 2023, there were no subsequent coaching programs, technical training, or coordination activities specifically aimed at enhancing the capacity of the Main PPID and Implementing PPIDs. ⁹ As a result, PPID task implementation has relied heavily on individual initiative and prior experience rather than on a planned and sustainable capacity-building system. ² In addition to financial considerations, resource limitations are evident in the workload of the human resources department implementing the policy. PPID implementers generally perform dual roles alongside other functions within their respective agencies, causing PPID duties not to be treated as a primary priority in daily work activities. ¹ The absence of incentives and adequate administrative support further weakens implementers' focus and commitment to performing PPID functions optimally. Thus, resources for implementing the PPID policy in Pohuwato Regency are limited not only in quantity but also in consistency and orientation of use. The lack of sustainable, targeted resource support makes ¹ it difficult to translate established policy standards into systematic public information service practices. This condition reinforces the finding that weak PPID implementation is not caused by the absence or weakness of regulations, but rather by resource constraints that hinder PPID capacity building and institutional operations.

<https://doi.org/10.58421/gehu.v5i1.979> 622 Characteristics of the Implementing

Organization The characteristics of the implementing organization relate to how organizational structure, role distribution, and internal working mechanisms enable policies to be implemented effectively. In implementing the Information and Documentation Management Officer (PPID) policy in Pohuwato Regency, the organizational structure of implementers has been normatively established through local regulations. Within this structure, the Main PPID functions as the coordinator, verifier, and primary manager of public information services, while implementing PPIDs within local government agencies are responsible for collecting information and documentation within their respective agencies and submitting them to the Main PPID. This division of roles indicates that the PPID policy is designed as a centralized system with information flowing from sectoral agencies to a single service gateway. However, the research findings indicate that this organizational structure has not functioned optimally as a sustainable working system. The mechanisms for collecting and submitting information from Implementing PPIDs to the Main PPID have not been consistently implemented or systematically documented. Information and documentation from local agencies are not collected on a routine, standardized basis, limiting the Main PPID's ability to conduct verification, manage, and update public information systematically. An examination of activity archives and administrative documents reveals that capacity-building and institutional-strengthening activities for the PPID were documented only in 2023, primarily through technical guidance. During the 2024–2025 period, no documents were found indicating the existence of sustainable working mechanisms to ensure a structured flow of information collection from implementing PPIDs. This condition demonstrates institutional discontinuity that prevents the PPID organizational structure from functioning as an active public information management system. Thus, the characteristics of the implementing organization in the PPID policy implementation in Pohuwato Regency indicate that the primary weakness lies not in the absence of structure, but in the lack of institutionalized working mechanisms

connecting implementing PPIDs and the Main PPID. From the perspective ¹⁴ of the Van Meter and Van Horn model, this condition limits the implementing organization's capacity to translate policy standards into consistent, sustainable public information service practices. Disposition or Attitudes of Implementers ¹¹ The findings indicate that, in general, PPID policy implementers in Pohuwato Regency exhibit a relatively positive attitude toward the policy. Implementers understand ³ the importance of PPID in providing public information services as part of regional government transparency and accountability, and do not oppose the PPID policy. This acceptance is reflected in their ¹ willingness to carry out public information request services in accordance with applicable regulations. However, this positive disposition ⁴ has not been fully translated into a strong, sustainable commitment to implementation. Interview results reveal that PPID implementers face less supportive working conditions, such as overlapping duties with their primary functions within regional agencies, limited technical guidance, and ¹ the absence of specific incentives to encourage the execution of PPID tasks. Under these

<https://doi.org/10.58421/gehu.v5i1.979> 623 circumstances, PPID implementation tends to be perceived as an additional task rather than a strategic function requiring dedicated attention and time allocation. This condition ⁴ indicates that the disposition of implementers in PPID policy implementation is conditional, depending on organizational system support and available resources. Positive attitudes and policy understanding alone are insufficient to produce optimal public information service performance if implementers are not supported by clear role definitions, continuous capacity building, and ² recognition of the additional workload they bear. ⁴ From the perspective of Van Meter and Van Horn, the weak conversion of implementers' dispositions into operational actions constitutes ^{one} of the factors undermining overall policy implementation performance. Interorganizational Communication The ⁵ findings show that communication between the Main PPID and Implementing PPIDs in Pohuwato Regency has not been established as a formal, structured, and sustainable mechanism. Based on interviews and observations of work

practices, communication is largely informal and incidental, primarily aimed at responding to immediate needs in public information request services. This communication pattern has not been directed toward supporting the core function of implementing PPIDs as collectors of ³ information and documentation from regional agencies[20]. The absence of formal communication forums, such as regular coordination meetings or periodic evaluation mechanisms, results in unsystematic information delivery from Implementing PPIDs ⁶ to the Main PPID. Consequently, the Main PPID does not receive adequate and continuous input from regional agencies to support verification, documentation, and updating of public information. This condition weakens the coordinating role of the Main PPID and hampers the establishment of an integrated public information management system [21]. ² In this context, interorganizational communication does not function as a means of strengthening policy workflows but is limited to reactive exchanges of technical information. From the perspective of ¹ Van Meter and Van Horn, weak interorganizational communication widens the gap between the established policy structure and implementation practices in the field, particularly in ensuring the effective functioning of information collection by implementing PPIDs as part of the overall PPID system. Economic, Social, and Political Environment The economic, social, and political environment is understood as an external context that can either strengthen or weaken policy implementation.

[NO_PRINTED_FORM] [22] emphasize that public policy implementation cannot be understood merely as an administrative activity carried out by implementing organizations to ensure compliance with policy plans [23]. The implementation process is also influenced by interactions among various forces outside the bureaucracy, including political, economic, and social factors that directly shape the actions and decisions of involved actors. The ⁵ findings show that the external environment for implementing the PPID policy in Pohuwato Regency tends to provide normative support but has not yet developed into operational support. Politically, public information disclosure is perceived as a formal obligation of local government,

<https://doi.org/10.58421/gehu.v5i1.979> 624 thereby granting administrative legitimacy to PPID. However, this legitimacy has not been accompanied by environmental pressures that encourage capacity building, service consistency, or active development of public information systems. This condition aligns with [24], who views public policy as a dynamic process involving interactions among various actors and interests beyond formal administrative structures. In this context, weak environmental pressure leads PPID policy implementation to operate more as a formal obligation than as an actively developed, sustainable public information service system. From the social environment perspective, the level of public information demand and community participation in accessing PPID services is relatively low. According to data from the Pohuwato Regency PPID website, only three information requests were recorded between 2022 and 2025. This condition results in insufficient external impetus for PPID implementation to develop beyond the basic function of responding to information requests. Limited social pressure on public information service quality reduces internal organizational urgency to carry out PPID functions more comprehensively and sustainably. In the economic environment, regional fiscal constraints and budget priorities in other sectors limit attention to strengthening the PPID policy. PPID has not been positioned as an urgent strategic need within the context of regional development, resulting in low prioritization of budgetary support and public information service facilities [25]. This further reinforces the tendency for PPID implementation to operate minimally and reactively. Overall, the economic, social, and political environment in the implementation of the PPID policy in Pohuwato Regency has not functioned as a driving force to strengthen policy performance. From the perspective of Van Meter and Van Horn (1975), an external environment that provides only normative legitimacy without operational pressure contributes to the gap between policy design and implementation practice. This condition underscores that strengthening PPID policy requires not only internal organizational improvements but also external environmental support that encourages consistency and quality in public information services.

4. CONCLUSION

The implementation of the Information and Documentation

Management Officer (PPID) [policy in Pohuwato Regency indicates that](#) fulfilling the legal-formal requirements [of the policy](#) does not automatically result in consistent and sustainable public information service performance. Based on an analysis using [13 the Van Meter and Van Horn](#) model, this study identifies [a gap between](#) the policy's normative design and its operational implementation in local government administrative practice. Normatively, the local government has established relatively comprehensive regulations and standard operating procedures through Pohuwato Regent Regulation Number 39 of 2017. However, in practice, policy implementation remains limited to handling public information requests through online channels, while other functions within the public information service cycle [5 have not yet](#) been institutionalized as sustainable working mechanisms. This implementation gap [2 is influenced by](#) unsustainable resource limitations, weak functioning of implementing [organizations, and the](#) absence of structured formal

<https://doi.org/10.58421/gehu.v5i1.979> 625 communication mechanisms. Although [1 the disposition of](#) policy implementers is relatively positive, this attitude has not been translated into optimal public information service performance due to insufficient organizational systems and an inadequate implementation environment. Accordingly, [2 the implementation of the Information and Documentation Management Officer](#) policy in Pohuwato Regency is still dominated by administrative compliance with regulations, without accompanying institutional and operational strengthening [1 to build a](#) functional public information service system. These findings emphasize that [2 the success of public information disclosure](#) policy is determined not only by the completeness of regulations but also by the sustainability of resources, [the effectiveness of](#) implementing organizations, coordination mechanisms, and environmental support that promote consistent policy implementation. These findings imply that strengthening [2 the implementation of the Information and Documentation Management Officer](#) policy requires systematic efforts [to bridge the gap between](#) normative compliance and operational performance. Such

strengthening includes ensuring the sustainability of resource support, institutionalizing coordination mechanisms among implementing units, and developing the operational capacity of public information services to ensure the policy functions as an integrated, sustainable service system at the local government level.

ACKNOWLEDGEMENTS
The author would like to express sincere gratitude to all parties who contributed to the completion of this study entitled “Implementation of the Information and Documentation Management Officer (PPID) Policy in Pohuwato Regency.” Special appreciation is extended to the Government of Pohuwato Regency, particularly the Department of Communication, Informatics, and Statistics, for granting permission and providing access to data and relevant information during the research process. The author also wishes to thank the PPID officials at both the Main PPID and Implementing PPID levels, as well as all informants who willingly shared their time, experiences, and insights. Appreciation is further conveyed to colleagues and reviewers whose constructive feedback contributed to improving the quality of this article. Any remaining shortcomings are solely the responsibility of the author.

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