Open Government Implementation During the Pandemic: Lesson – Learned from Surakarta City Government

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Abstract
Open government initiative is needed to ensure good governance by providing more transparent, innovative, collaborative, and participatory services to fulfill public needs. The need for open government is becoming higher during Covid-19 pandemic. The government of Surakarta city also experienced this situation as part of minimizing the impact of Covid-19 spread, by utilizing social media. The purpose of this study measures the open government maturity in Surakarta City Government during the early stage of the Covid-19 pandemic. The output of this study could be useful to hinder the spread of misinformation and disinformation in the pandemic situation that may reoccur in the future. The finding of this study is also useful as an example case of the implementation of open government during critical times. This research design uses qualitative descriptive methods and the analysis will be based on the Open Government Implementation Model (OGIM), by matching the current performance of Surakarta city government with the stages on OGIM. The result indicated that during the Covid-19 pandemic, Surakarta City Government has reached stage four of OGIM. The pandemic does not hinder the Surakarta City Government in providing openness to the public. The novelty of this study lies in the focus of analysis of open government implementation in a city level during the pandemic.

Keywords: Open government; Open Government Implementation Model; Covid-19; Public information disclosure

INTRODUCTION

This research would like to discuss the implementation of open government during the Covid-19 pandemic. The research specifies the discussion on the local government, by analyzing the implementation of Surakarta city's government. This research is important to be discussed since the openness of the government in giving service to the public can help the society to meet their business needs. Moreover, it is getting more important when it is implemented in crisis situations such as Covid-19 pandemic that has had impacts on various sectors. This assessment to Surakarta City can be a learning process for the government in the other regions. At the end of 2019, the world was shocked by the emergence of a new virus: covid-19. Since the appearance of covid-19 instances in many regions of the world, the World Health Organization (WHO) declared this a

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global pandemic disaster, which was declared in mid-March 2020 (Nugroho et al., 2021). The covid-19 pandemic has multifaceted effects at all levels (Cheval et al., 2020) which indirectly impacts the world's ecosystems (Anser et al., 2020). A novel form of coronavirus causes the sickness. Uniquely this virus can be transmitted from person to person and has spread widely in China and more than 190 other countries and territories by early 2020, including Indonesia.

By common understanding, it can be justified that a government should commit to be transparent, innovative, collaborative and participatory. This is also synchronized with concept mentioned by G Lee et al. (2011) who previously introduced an open government implementation model where this model defines 4 stages that the government will go through in implementing open government (Lee & Kwak, 2011).

Meanwhile, other studies have found the use of social media in government. Previous research has defined social media as a platform that connects the public by utilizing the internet (Utama et al., 2019). Sampurno (2020) stated that the most obvious strength of social media lies in the number of individuals they can reach (Sampurno et al., 2020). Furthermore, with regard to pandemics, Cucinotta and Vanelli (2020) stated that if a new virus has a very significant and sustained increase in transmission in the general population, then this phase is called the pandemic phase. Researchers see that

there is no relationship between the several problems above (Cucinotta & Vanelli, 2020). The novelty of this study lies in the focus on analyzing the implementation of open government at the city level during the pandemic, by making the city of Surakarta the object of research.

Table 1. Public Trust Level Survey on Government-owned Covid-19 Data

No.	Name	Score / %
1.	strongly believes	4,5
2.	quite believe	48,6
3.	don't believe	37,1
4.	don't believe it at all	6,2
5.	don't know	3,7

Source: databoks.katadata.co.id (Jayani, 2021)

Along with the WHO's designation of Covid-19 as a pandemic, the Indonesian government, including the Surakarta City government has started to open a social media platform that is used to provide transparent data regarding the number of exposed patients, patients in treatment, the number of patients who recovered, and those who died. Apart from that, the government also uses social media as a social campaign strategy. For example, they use #stayathome hashtags to promote work from the home policy as part of reducing the infection rate. To support this offline meetings were then replaced with online-based applications such as zoom, WhatsApp, google meet, and others (Muslih, 2020). This means that the government is also required to

be able to communicate virtually with the public, including being able to monitor various media including social media as part of reducing misinformation/disinformation.

The survey results from Charta Politica in 2020 (ChartaPolitika, 2021) regarding the level of public trust in government data show that 56.1% of respondents stated that they believed while 40.9% did not believe the data released by the government regarding Covid-19. In line with this, a study conducted in West Java province Indonesia found similar results where public trust in the government in terms of the Covid-19 handling policy is low (Kairoot & Ersya, 2021). These previous studies indicate low trust in the government in terms of Covid-19 handling and information. This condition may lead to a chaotic situation where low trust may worsen the pandemic handling such as vaccine refusal (Choi & Fox, 2022) or even the development of conspiracy theory that may reduce government legitimacy (Kużelewska & Tomaszuk, 2022).

The urgency of public information disclosure during the pandemic is a top priority for the Surakarta City Government. The public needs real-time and consistent information related to Covid-19 to continue to be vigilant during the pandemic. Long before the pandemic Indonesian government has been actively involved in a transparent, participatory, and collaborative government movement also known as Open Government Partnership. The

Open Government Partnership is known as a systematic procedure of Government to ensure collaboration, transparency, innovation, and participation to make the Government accountable to its citizens (Goddy-Worlu et al., 2019). Open Government Partnership is often associated with Open Data (OD). Its existence has put pressure on public organizations to provide information to the public transparently and provide the data needed for policymakers to make a policy to address complex general problems. Besides that, Indonesian government agencies should be abiding by the Public Information Disclosure Law (Law No 25 of 2009) that mandates every government agency to open non-secret data to the public.

The use of social media by the Government is undoubtedly without any reason; apart from the pandemic that demands changes in communication patterns to be online, nowadays, many people use smartphones. Based on the Hootsuite report (Haryanto, 2020) it is known that the number of social media users in Indonesia reaches 170 million users. The number of social media users in Indonesia increased by 12 million (8.1 percent) between April 2019 and January 2020. Social media penetration in Indonesia was 61,8 percent (Stephanie, 2021). With a large number of social media users, the government can use social media to provide information and seek public interaction and collaboration (Utama et al., 2019). According to data collected by Surakarta Data in 2019, the

population who use the Internet in Surakarta City is 70.66 percent. This proportion certainly increased during the pandemic era due to circumstances that limit interaction and communication between the community and the Government. The Government's easy access to social media can replace communication and interaction with the public, that is usually conducted offline through direct conversation and services. In addition, the use of social media during the pandemic can provide information from the Government to the public quickly, precisely, and accurately.

The history of open government data (OGD) started with Governments around the world collecting and maintaining vast amounts of data. However, these data can only be accessed by requesting them through an official process (Schrock, 2016). This increase in OGD initiatives occurred for various reasons, due to legal requirements for maintaining and releasing data in an open format (Janssen, 2011). Despite the availability of Open Government Data increasing globally, this availability alone is not enough, something has to be done with this data (Nikiforova & McBride, 2021) so that it gives more value to the public.

The implementation of OGD tries to improve transparency by providing data to the public so it may improve public service quality and better governance. It has a strong ability to change existing business models in governance through increased participation and transparency of individuals (Jacob et al., 2019). The

actual actions shown by the Government in realizing its seriousness to carry out this commitment include legal guarantees related to transparency as regulated in Law No. 14 of 2008 on Public Information Openness and Law no. 25 of 2009 on Public Services. The implementation of OGP in Indonesia does not stop there. The term OGP in Indonesia has been changed to Open Government Indonesia (OGI) and is managed under a planning and development body at the national level, Bappenas. One of the remarkable programs that functioned as a complaint service and public aspirations channels is LAPOR!. This program as its name functioned as a complaint service and a channel for public aspirations on a national scale. Another innovation related to planning and development at the national level that has been put into an electronic form, namely Electronic Musyawarah Perencanaan Pemba-ngunan (e-Musrenbang) functioned as bottom-up planning nationwide.

Since 2008 Indonesia has guaranteed a revolution in Government which was manifested by the enactment of Law no. 14 of 2008 concerning Public Information Disclosure. As stated in Article 28 F of Law no. 14 of 2008 concerning the Openness of Public Information that every citizen has the right to access information, this Law is the legal umbrella for the realization of the protection of human rights in Indonesia. According to the UU KIP itself, public information implies that information generated, stored, managed, sent, and
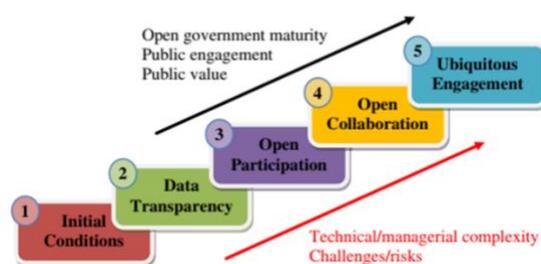
received by a public agency related to the organizers and other public bodies by this Law and additional information related to the interests of the public (Trijayanto & Idrus, 2019). The objectives of the UU KIP include increasing community participation in the development planning process and a form of transparent and accountable public agency governance and supervision from the community in the process of good state administration (Suryani, 2017). Although the Government issues legal guarantees regarding KIP, information should not be published or called the Excluded Information List (DIK), such as employee biographies, Population Identification Numbers, and other limited public information.

After ratifying the Law, the Government of Indonesia initiated the Open Government Partnership (OGP) in 2011. Indonesia has implemented Open Government through Open Government Indonesia (OGI), which was later clarified through the implementation of Public Information Disclosure (KIP). Moreover, the practice of Open Government Nation Action Plan 2016 - 2017 (OGI, 2016). This participation is a manifestation of the Government's commitment to carrying out the mandate of Law no. 14 of 2008 concerning the Openness of Public Information. Information disclosure must be provided to the public to encourage the realization of public participation in the objectives of this Law. As one of the legal bases for open

Government in Indonesia, UU KIP is the first reference for implementing this government concept because transparency is the first step for a government institution to realize transparency. The vision of open Government is to create a Government that is more transparent, responsible, and responsive to the community on an ongoing basis. The primary goal is to improve the quality of governance and public services received by the community (Maulana, 2018).

The open government implementation model is a model that proposes the implementation of open Government that guides government agencies through their journey to open Government. This implementation model was introduced by (Lee & Kwak, 2011) where this model defines four stages that the Government will go through in implementing an open government. The model can be observed through the following picture:

Figure 1. Open Government Maturity Model (OGMM) (Lee & Kwak, 2012)

The initial conditions focus on the dissemination of information, i.e. how information is disseminated. The data transparency phase focuses on

transparency of government processes and performance as well as data quality, in which case the government seeks to be more open to the public, especially regarding data transparency. Then the open participation phase refers to public feedback, conversation, voting, and ideas, Interactive communication, and Crowd-sourcing. In this case, there are brainstorming efforts and policy formulation involving many parties. The fourth phase is related to inter-agency collaboration, open collaboration with the public, and creating shared value-added services. The final phase focuses on Increasing transparency, participation, and collaboration, ubiquitous and sustainable public engagement, and integrated public engagement. In this context, it can be understood that each phase is related to one another (Lee & Kwak, 2012).

Social Media is a platform that connects the public by utilizing the Internet (Utama et al., 2019). This platform benefits users, in this case, the public as the target of government communication because social media can be used as a medium to create or exchange information, opinions, and interests. Besides that, social media can operate efficiently. According to (McQuail, 2010), social media can be in the form of internet forums, social networks, social blogs, podcasts, social bookmarking, web blogs, images, videos, and wikis. In addition to that, according to Utama (2019), social media is not limited to several well-known platforms such as Facebook, Twitter,

YouTube, and blogs. Social media also includes various platforms connected to the Internet to make it easier for users to participate, collaborate, build, and share content. During the pandemic, social media is used as a medium to provide education to the public. Through social media, measures can be given to prevent the transmission of Covid-19 (Sampurno et al., 2020).

In this case, mass media communication is a fundamental component of many health promotion strategies designed to change health risk behaviors (Alber et al., 2016). The most obvious power of the media lies in the number of individuals it can reach (Sampurno et al., 2020). With the power of social media that can cover elements of society, social media can contribute to handling the pandemic. Social media interventions have several advantages, including broad access across geographic barriers that can span spatial boundaries and cost efficiency (Lyon & Montgomery, 2013). This research will focus on social media belonging to the Surakarta City Government, containing information related to Covid-19. Surakarta has three social media sites used to educate the public, including Instagram, Facebook, and Twitter. The presence and commitment of open government implementation are interesting to see in the pandemic situation. As has been explained above the pandemic situation is unique in that citizens need clarity on the covid-19 disease but at the same time, the government could not provide precise

information as the illness had not been fully understood.

Based on the explanation above, it attracts researchers to conduct research related to the maturity level of open government implementation during the current Covid-19 pandemic. With the use of social media in government, the research study will focus on social media owned by the Surakarta City Government. This research will identify the maturity level of open government in the use of social media in Surakarta City. In its implementation, this research will also look at the extent to which the Surakarta City Government has implemented the stages associated with the open government implementation model. Considering these circumstances, it is interesting to probe how the government responds to open government in uncertain situations during pandemic settings. This paper will describe the open government implementation by focusing on Surakarta City government action during the pandemic situation. To do so the Open Government Implementation Model (OGIM) is used as a theoretical framework.
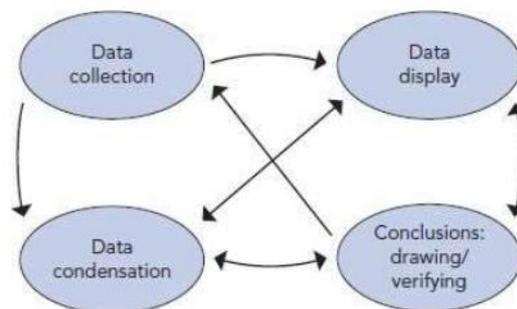
This paper contains 4 parts, which are introduction, methods, results and discussion, and conclusion. The first part explains the background and the problem of the research. The second part, elaborates the way to conduct the research, including the method to obtain the data and the theoretical framework used in this article. Then the third part is the finding and the analysis of the

research, and the last part is the conclusion of the research.

METHODOLOGY

This study used qualitative descriptive methods to gain necessary information about the open government implementation in Surakarta City during the pandemic. The data used in this study is mostly primary data. Data were collected using two methods: (1) interview with the respondents and (2) observation of the Surakarta City government's social media. For data analysis technique, this research implements the Miles and Huberman's Model that cover 4 steps, which are data collection, data condensation, data display, and drawing conclusion, that can be seen in the following picture.

Analysis Process on Qualitative Research

(Miles & Huberman, 1994)

Due to the nature of the case, only a limited person who knows about the matter was chosen as the respondents. In other words, this study uses purposive sampling as the sampling method. Four respondents from different perspectives were chosen for this study. The first interview was conducted with government officials who deal with

public information or also known as PPID. As the respondent is the only person responsible for the public information disclosure, this research looks for other resources to get more balanced information and to ensure the validity of the data collected. Thus, the three other respondents were NGO activists and citizens as the beneficiaries of the public information disclosure. As part of enriching the data another data collection method i.e., observation was taken. The observation was conducted towards Surakarta City government social media canals (Facebook, Instagram, and Twitter) and websites.

This study's measurement variables required a precise definition of aspects to be assessed, fulfilled, and considered. That was fulfilled by enhancing the Open Government Implementation Model (OGIM), which was carried out by (Lee & Kwak, 2011). The OGIM became practical guides to applying and measuring Open Government stages in a certain government institution. This model is chosen in very limited studies measuring Open Government initiatives and this model has been tested in recent studies conducted by Utama et.al (2009) so this model can be considered as able to portray recent conditions. The theoretical framework in this paper is already mentioned above.

ANALYSIS

Result

As mentioned in the research framework there are four levels of open government according to OGIM, i.e., Increasing Data

Transparency, Improving Open Participation, Enhancing Open Collaboration, and Realizing Ubiquitous Engagement. The result and discussion will be presented based on each level.

a. Data Transparency

The City of Surakarta has measured the open government implementation stage through social media managed by the Surakarta City PPID. It is known that from the four stages of (Lee & Kwak, 2011) open government implementation model that a government institution must go through to achieve open Government, the Surakarta City Government has met up to stage 4. The first stage has been fulfilled, where there is an increase in data transparency. During the pandemic, it is shown by the Mayor of Surakarta, appointed PPID as the official authorized to manage and issue data. There are 688 data sets owned by PPID and can be accessed openly by anyone at https://data.surakarta.go.id/dataset?tags=Surakarta.

In addition, to make it easier to provide information related to Covid-19, PPID Surakarta also created a new website containing information about Covid-19, namely https://covid.intip.surakarta.go.id. PPID also manages social media accounts belonging to the Surakarta City Government, namely Facebook, Twitter, and Instagram. The three social media are used by the Surakarta City Government as a medium of communication, and information and can be used by the community to

channel their aspirations and complaints. According to (Kotler et al., 2019) based on the main purpose of social media can be classified into two, namely expressive social media which allows people to express themselves by sharing text, images, videos, and music with others and the second is that collaborative social media allows people to work together to achieve a common goal.

b. Participation

In this second stage, the government will focus on improving the open participation of the community in every government activity including decision-making through various methods and tools. Community participation has begun to use social media as an active communication medium with the Government. When people make complaints on social media, the City Government admin will directly submit the complaint to ULAS to integrate and handle the complaint immediately. Based on research conducted by (Anggreani et al., 2020) where the research discusses the use of social media government to communicate, respond to, and interact with the public. Some of the respondents give negative feedback, such as:

"Sometimes it's like this, actually what causes noise and frustration for the community is data that isn't integrated because each OPD has data that sometimes overlap, so that's actually what frustrates me"

(Informant FJ, one of the members local Non-Government Organization in Surakarta)

Meanwhile, other respondents recognize that there is information published through the government's media social, one of them is informant AF who mentioned:

"If you take a look at his Instagram channel, it's enough information related to Covid-19. Especially on Instagram, which I update the most on the web"

Regarding the availability to access the data, another informant from the government explained:

"Like this, you are looking for information, right? This can be done online or by mail. Many have asked about one of these studies, right even the information request form here. That's one of our disclosures. So, there are many access channels for the community, in the past, you had to come to the office to get information. Now there are many channels because the mandate of the law must also be open regarding this information" (Informant TA)

Meanwhile, regarding the implementation of each focus to increase the transparency level on the framework of the open government Surakarta can be seen below:

1. The use of social media extends to interactive conversation and sustainability and is used as a medium of communication between the public and the government.

The Surakarta City Government was already using social media such as

Facebook, Twitter, and Instagram as a medium of communication between the community and government of the city of Surakarta at the time of the pandemic. That matter indicated the presence of an admin specially assigned to keep an eye on every complaint from the community so that it was immediately handled by the relevant OPD which was filed through review.

2. Voting, poll opinions, feedback from the community, and the ability to give ideas or ideas from the community.

In every take, the Surakarta City Government decided to involve the community by inviting NGOs, NGOs, and communities in Musrenbang. Besides, when it will take a policy or launch a city government program Surakarta will also conduct public consultation first. Citizens are also allowed to give ideas or ideas that will be submitted to the Surakarta City Government to do the next selection so that later the policy is implemented accordingly with the direction of development of Surakarta City.

3. Appropriate response time and consistency with feedback.

During the pandemic after complaining or giving an idea on social media or ULAS, the community will get feedback in a maximum of 2 days for complaints to institutions and the government while for information requests consistently over time City PPID pandemic Surakarta

will give a maximum 7 days of feedback work. It means the Government of Surakarta has already been consistent and on time in providing information and responding to information from the community other than based on interviews and what the municipal government has done. Surakarta is trying to answer as soon as possible so it can be handled quickly.

4. Resources for taking advantage of experience, ideas, and public expertise.

In utilizing experience, ideas, and expertise Surakarta City Government provides a container for society to give their opinion through "musrenbang" other than that each will take a municipal policy of Surakarta to do public consultation formally.

5. Created content government agencies posted and shared.

Any information that is delivered through the media Surakarta City Government's social service usually will be posted and also shared by other Kota's social media accounts. Focus on media channels mainstream social like Facebook, Twitter, and YouTube. During this pandemic, The Surakarta City Government has maximally taken advantage of social media like Facebook, Twitter, and Instagram to share information and make a communication channel between society and the government. Besides the media, Surakarta City Government social services are usually used as a public

complaint facility to maximize the performance of social media. The municipal government gives the admin special duty to keep an eye on public comments submitted at ULAS.

c. Collaboration

According to (Lee & Kwak, 2011), open collaboration refers to public involvement in tasks or complex projects that aims to produce a specific output. In open collaboration, the government doesn't just stop with collaboration between government agencies but also with the public and private. As for the third stage of the implementation of open government, the government must open cooperation with the community and private sector by utilizing data that has been issued by the government as well as public participation through input and feedback provided by the public. So that in the future this open government can create a service that has value both for the community and for the private sector. Then during the pandemic, the Government also collaborated with the public and the private sector to jointly deal with this outbreak in the form of assistance and activities such as Jogo Tonggo, cell phone assistance, medical devices, and handwashing facilities from the private sector.

Finally, there was an increase in data users during the pandemic in the fourth stage, including users on social media. That is shown by the City Government's efforts to add information and communication channels to the public previously only Facebook, Twitter,

ULAS, and Instagram during the pandemic, the City Government said 2, namely Lapor Mas Wali! and https://covid.intip.surakarta.go.id. In addition, many collaborations and innovations were born to support communities affected by the pandemic. It is also known that open government initiatives positively impact productivity and innovation. This initiative has emerged from the Surakarta City Government, especially related to public services during the pandemic.

d. Involvement Willingness

After going through the first to third stages, then at the fourth, the government must be able to bring transparency, participation, and collaboration to further levels of public engagement. Meaning at this stage government agencies must refine open government initiatives so that it reaches the stage where the open government can maximize benefits for both the public and the government itself. At this stage, government agencies have two important objectives: the first is the ease with which the public can engage through devices and apps. At this stage, the public can access government data and participate in collaboration using smartphones, laptops, computers, and other devices. Then at this stage also methods, tools, and services of the public are seamlessly integrated across government agencies so that public services can be accessed only through one web service as well as applications.

Implemented government openness of The Surakarta City Government can encourage the public to participate in it to be able to give birth to innovations. Not only participation, at the level of collaboration in a time of pandemic like this, cannot rely solely on the government. When only the government plays a role without the support of the community to comply and obey the rules, the rate of spread of Covid-19 in Surakarta City certainly does not decrease. In addition, the role of private parties in collaborating with the Surakarta City Government to participate in alleviating the burden of the community affected by the pandemic has also made a manifestation of the Surakarta City Government's commitment to administering the government open. This openness is not only based on data but also open to participation and collaboration. Of the stages that have been passed, then in the fourth stage, the Surakarta City Government must be able to create an ecosystem of governance that is committed to continuing to implement open government in the implementation of government not only during the pandemic but for the next.

Discussion

To make it easier to understand the results of the measurement of the implementation stage of open government in the use of social media during the pandemic by conducting case studies at PPID Surakarta City, the discussion based on the results of the

research can be simplified as four actions to ensure open government practices during pandemic which are explained in the following section:

1. Increase Transparency Data

This phase has several indicators, which are Transparency government, Data Quality issued by the government, Number of datasets published, Number of downloads data, Number of total and unique visitors, Percentage of repeat visitors, Number of communication channels, Web page display time, Data accuracy and consistency, Data timeliness, and Data update frequency. This phase is implemented by publishing data sets Surakarta City Government at that time pandemic can be accessed at https://data.surakarta.go.id/datas et?tags=Surakarta with an amount of 688 data sets. There is no number of data downloads but the data can be accessed openly. Then, the number of visitors to the Surakarta City PPID website as of May 23, 2021, was 119,249. No percentage of repeat visitors. Moreover, there are 5 communication channels owned by the Surakarta City Government, including Twitter, Instagram, Facebook, web, and e-mail, with one application, Surakarta Destination contains ULAS. Meanwhile, the accuracy and consistency of data during the pandemic are shown by the Surakarta City Covid-19 data, which is real-time data and is updated every 15.00 WIB. Related to regularity, the data are presented on time every day. Data

updates are carried out continuously following the development of covid-19 in the City of Surakarta.

2. Increase Open Participation

Interactive communication Resources that can/can utilize There is input from the public (feedback, comments, voting, and other input)

The second phase emphasize on following parameters, which are number of messages posted by the public, number of visitors, fans, or followers for social media, number of ideas submitted by the public, posts to comments ratio Public participation trend, number of incidents beyond control, such as cyberbullying, cyber-stalking, and posting of offensive comments, use of public comment, and Innovation of proposed ideas. The number of social media followers on Instagram belonging to the Surakarta City Government as of 23 May 2021 is 28,300 followers. Meanwhile, the number of Twitter followers is as many as 16,100 followers, with a total of 5,925. The next information related to the number of messages posted publicly on ULAS as of May 23, 2021, is 6261 complaints have been received and 6243 have been responded to by the relevant OPD. Regarding the ideas submitted, there is no exact number, but the Surakarta City Government accepts people's ideas through social media, ULAS, and Musrenbang. The trend of public participation during the pandemic is shown by the ULAS boom at the beginning of the pandemic until now.

Several comments tend to be offensive and negative on social media belonging to the Surakarta City Government. Public comments during a pandemic are very useful for both the government and society. From the government side, it will get more complaints that are following the facts and from the community side, it will be soon handled. During the pandemic, the innovative ideas given by the community mostly lead to overcoming the impacts of Covid-19 on the people of the city of Surakarta.

3. Increasing Open Collaboration

This phase follows parameters which include, number of collaborations between institutions, number of public-private collaborations, government collaborations, number and diversity of external partners, time and cost savings, quality and innovation from collaboration. All institutions in the city of Surakarta, totaling 39 OPD, collaborated in dealing with the pandemic together. There is no exact number, but there are many public-private collaborations in Surakarta City in the form of assistance from the private sector which is channeled through the City Government so that it is right on target. There are also many collaborations between citizens and the government during the pandemic, but the most visible thing is the *Jogo Tonggo* where this activity has received appreciation from the National Covid-19 Task Force.

In dealing with this outbreak PPID Surakarta also has external partners such as the Cartenz and Sritex companies, private institutions, institutions of defense, religious leaders, and others who help in handling this epidemic. There is time and cost savings in implementing this open government with innovations that make it easier for services in the city of Surakarta such as Whatsapp *Lapor Mas Wali!*, ULAS, social media belonging to the Surakarta City Government, and other platforms so that receive public services, the community does not have to come. Directly to the office, especially during a pandemic, innovation like this helps the Surakarta City Government to minimize the spread of Covid-19. Regarding the quality and innovation of the results of community collaboration, the government considers that the efforts made by the Surakarta City Government during the pandemic have been good but have not been maximized, especially for some areas that cannot be generalized.

4. Awareness to get involved
This phase covers the increased number of users, data sets, and information channels, increased public participation and collaboration as well as inter-institutional and public-private collaboration, number of users/platforms/applications / mobile services, level of integration of open government processes and services, perceived benefits of public engagement tools and apps, user experience overall, lifelong level of public engagement, and impact of open government initiatives on productivity and innovation.

With the current pandemic condition where everything is done virtually, the number of social media users increases along with existing developments. The Surakarta City Government data sets have increased demand during the pandemic. Regarding the information channel during the pandemic, Surakarta City Government added 2 information channels if previously only Facebook, Twitter, ULAS and Instagram during the pandemic the Surakarta City Government added 2, namely Lapor Mas Wali! and https://covid.intip.surakarta.go.id.

In 2019 it is known that the proportion of individuals who use the internet in Surakarta City reached 70.66%, meaning that almost all people have used the internet and this proportion has certainly increased during the pandemic. During the pandemic, an increase in the number of users of The Surakarta Destination application was demonstrated by the boom in ULAS at the start of the pandemic. In addition, there has also been an increase in collaboration between institutions within the Surakarta City Government, especially in the Micro PPKM policy where all institutions collaborate to maintain order in the community. Public-private collaboration is also demonstrated by the assistance provided by the private sector to support the government, especially support to restore the wheels of the economy in the city of Surakarta.

The Surakarta City Government is still working on data integration because often each OPD has overlapping data. However, all complaints submitted to the Surakarta City Government are integrated into the ULAS. The benefits obtained from the government side are the ease of conveying information during a pandemic other than that the scope of receiving information also tends to be wider from the community's perspective, namely that people get convenience in public services, obtain information, and so on during the pandemic. Users find it easy, but sometimes even though it can be accessed online, users often still have to come directly, for example in the retrieval of files and checking. Moreover, the community can have the awareness to be involved continuously but with conditions where the government remains open. So lifelong involvement in the city of Surakarta is still in the category of not fulfilling. Open government initiatives have a positive impact on productivity and innovation because these initiatives of innovations have emerged from the Surakarta City Government, especially related to public service during the pandemic.

It can be seen from the discussion of the measurement done by the government of Surakarta city that there are some particular elements which are very appealing to the development of open government related study that the implementation of open government can also happen during the pandemic. Especially, when talking about open

government mechanisms in a smaller city like Surakarta, the requirements are very much situational depending on the current state of the city itself and its citizens. This can be taken as the insight of this study since the observations done about open government implementation are usually not bound to the current phenomenon (i.e. the Covid-19 pandemic), or specific occasions which are in the big cities or metropolist.

CONCLUSION

Based on the results of research carried out regarding the Measurement of the Open Government Implementation Phase in the Use of Social Media in the Pandemic Period with a case study at PPID Surakarta City. Using the theory of the open government implementation model (open Government), according to (Lee, G., & Kwak, 2011), it can be concluded that the Government city of Surakarta in implementing open Government during the pandemic implemented open government initiatives indicated by the appointment of structured institutions with effective governance to identify relevant data, ensure data quality and release the data at the right time. The institution in question is the PPID of Surakarta City, formed based on the Decree of the Mayor of Surakarta Number 180/134 of 2019 concerning the Appointment of Information and Documentation Management Officers and Information and Documentation Management Officers of the Surakarta City Government Assistant. PPID is tasked

with managing and releasing information to the public and managing social media and applications belonging to the Surakarta City Government.

In an implementation, the Surakarta City Government has reached the fifth stage, namely further involvement. The Surakarta City Government uses social media as a communication medium and provides real-time and consistent information about Covid-19, including Facebook, Instagram, WhatsApp, Website, and Surakarta Destination Application. There are 4 actions that are implemented in the case of open government practices in Surakarta during the Covid-19 pandemic, namely: increasing transparency data; increasing open participation; increasing open collaboration; and last but not least is ensuring the awareness to get involved from the citizens. These 4 actions that are undertaken in Surakarta City to ensure the open government according to OGIM during the pandemic can be perceived as the practical implications of the open government implementation, and at the same time ensuring the preparedness of the community (in this case is the citizen of Surakarta city) in response to the existence of the open government system.

The community has felt the positive impact of the implementation of Open Government with innovations for the public. Even though the Surakarta Destination application is already present, the Surakarta City Government is still integrating services. The municipal Government always involves the people in every decision-making. Still, there is often a gap between the ideas proposed by the people and the development priorities of the Surakarta City Government because the public does not have data on development priorities. Although the people's participation in Surakarta City was categorized as good, it has not been evenly distributed between one region. In this case, the implication of the policies in which refers to the open government implementation in Surakarta is still running. It means that it's open for any changes and developing issues regarding the implementation, especially the current situation where the pandemic has started to disappear. This research is also limited to the application only on the internet and social media. Therefore, there is an opportunity for the next research to compare with the post-pandemic situation. Since the object of research is only focusing on Surakarta, the next research can be conducted by comparing the implementation in Surakarta with the other city, with the similar or different approach.

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