The Relevance of Social Media Adoption for Public Organizations in Policy Making

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Abstract

The emergence of social media is a phenomenon in the digital world that's relevant to be adopted appropriately by public organizations such as the government. The government's use of social media deliberately encourages improving good governance practices through e-government platforms, especially transparency and public participation. Moreover, data from social media can be helpful in the input of the policymaking process. On the other hand, social media is just a tool that provides features that allow users to interact in a two-way and real-time manner. However, testing the data requires further analysis to obtain causality between the intended use and the input data acquired to obtain expected results. By conducting a literature review method, this study reviews how public organizations can adopt social media to support the policymaking processes. In addition, this study also notes the potential gaps and risks in using social media for public organizations to make policies.

I. Introduction

In the world of information and communication technologies (ICTs) there is the term Web 1.0, which is a technology that is static and only has a one-way flow of information and communication. The emergence of Web 2.0 is a technology that allows a two-way interaction process. In its development, the term social media is often used interchangeably with Web 2.0; even though there are differences between the two, social media is the core of the Web 2.0 concept and, at the same time, the implementation of the Web 2.0 concept itself (Khan et al., 2014).

Social media, by definition (Kaplan & Haenlein, 2010), is an internet-based technology that is built on the ideology and technological advances of Web 2.0 that encourage users to create and link content to other content creators; the concept is known as "user-generated content" (user-generated content). -generated content). Social media technology facilitates the process of social interaction that can encourage collaboration and deliberation between stakeholders. These types of technologies include blogs, wikis, media sharing tools (audio, photos, videos, text), network platforms (including Facebook), and virtual worlds (Bryer & Zavattaro, 2011).

The study (Budi et al., 2020) mentions that government 2.0 is part of Web 2.0 innovation. Developing government 2.0 requires interaction between the user public and the government as a platform maker. The presence of government 2.0 is considered to be able to change the model of public organization, which was initially rigid and one-way to become more efficient and flexible and interactive as a consequence of the use of technology that can process information. The use of social media in public organizations is now increasingly relevant, especially its function in reaching the broader dissemination of

24462

government information to the public. The use of social media applications by the government can be called a continuation of the government's digitalization efforts; some consider it a new wave of the e-government era.

There is a difference from the development of the previous wave of e-government which only focused on the service or implementation of government programs, which was the core mission of government organizations. Social media is now more used as an additional channel of government interaction with other stakeholders, especially the community. In social media, individuals and groups interact with each other online through the internet network (Indriyani, 2020). With the internet, citizen media is able to disseminate information in the form of text, audio, video, photos, comments and analysis (Saragih, 2020). Public organizations, in general, will use social media to represent the core artifact of their mission, namely public engagement or participation in conversations in the context of a particular problem, as well as networking with various other stakeholders.

Another difference lies in the server provider. In social media, the server is provided by a third party, so the technological features are outside the direct control of government organizations. In addition, the difference with other e-government applications is the higher level of interactivity, and the content produced by the government and citizens is usually more (Mergel, 2013). In some views, social media applications are considered not to completely replace offline services or even e-government. Instead, all social media applications are used to complement the existing communication mechanisms in government. Social media allows two-way interaction both within the government, both intra-organizational, between government organizations and between organizations, which allows new forms of interaction with citizens.

The types of social media, according to (Kaplan & Haenlein 2010), can be distinguished by their purpose and use. First, collaboration projects, namely social media sites that provide access for users to create and update content together, for example, Wikipedia. Second, blogs and microblogs are a platform that gives users the freedom to create written content, and their appearance is usually chronological. This type of social media is referred to as the forerunner of the development of social media as it is today. An example is Twitter. Third, this type of social media content community has the primary purpose of sharing content among its users with various types of media files such as videos and images, examples of which are YouTube, TikTok, Instagram, and Slideshare.

Fourth, social networking sites are social media that allow users to interact with each other, starting with creating a profile that contains the user's personal information, then inviting friends or colleagues to access the profile, to sending electronic mail or other information. Short messages, for example, Facebook, Linkedin. Fifth, virtual game worlds, namely platforms that provide features to replicate users in three dimensions (avatars) where fellow users can interact in a game, for example, World War Craft and Mobile Legends. Sixth, the virtual social worlds (virtual social worlds) of this platform are similar to virtual game worlds. However, the interactions offered are more expansive and free, as in life simulations, for example, Second Life.

II. Research Method

This study uses a literature review research method by analyzing various literature sources originating from journals and scientific articles with a research focus on the theme of adopting social media and public organizations as inputs and policymaking processes. Next, the information and data are sorted to prepare relevant narratives.

III. Discussion

3.1 Benefits of Social Media for Public Organizations

Several studies have attempted to measure the benefits of social media for public organizations or governments. The two-way characteristics of social media are considered to provide convenience for social media users to channel opinions, interact with public officials in real-time, and establish relationships with the government. The open space for interaction between users and content creators makes social media an exciting research object in public policy studies involving public organizations such as the government. Several studies in public administration have begun to explore how social media's role can involve the public in making decisions, improving policies and implementing policies (Feeney & Porumbescu, 2021).

The studies reviewed at least review three benefits of the function of social media, namely increasing transparency, supporting collaboration between government organizations and the wider public, and providing a format that allows innovation models from the form of public participation and involvement. Therefore, social media is considered to have the potential to improve the quality of good governance. Bertot, Jaeger, Munson, & Glaisyer (2010) mention that social media can create good governance practices covering several aspects. First, democratic participation and involvement, social media can involve the public in government decision processes. Second, joint production or creation (co-creation), social media users by the government and the public can jointly develop, design, and encourage government services. Third, in the crowdsourced model, through social media, the government can create knowledge innovations and get feedback from ideas and "public talent" (usually, to facilitate crowdsourcing, the government takes the initiative to share the data). Fourth, transparency and accountability; through the open government model, transparency in running the government informed through social media can build public trust and encourage accountability. Mergel (2013) also developed a framework that summarizes the impact of social media on the public organization sector, which can be seen in Table 1 below.

Table 1. Social Media Adoption Framework for Public Sector Organizations

Mission	*Purpose*	*Tactics*	*Evaluation*	*Expected results*
Transparency	Information and Education	*One-Way Push*	Number of account followers (Twitter); Number of page likes (Facebook); Blog visitors (unique visitors); Viewers (Youtube).	Accountability
Participation	Involvement (*Engagement*)	Two-way interaction (*Two-Way Pull*)	Number of posts; Number of post likes; Retweet rate; Reach and demographics visitors; duration of visit; Comments on posts; Rating of content	Consultation, Engagement, Satisfaction

Collaboration	Cross-Border Action and Two-Way Interaction (*Cross-boundary action Two-way Interactive*)	Shared Design Network Services (*Networking Co-design of services*)	Join groups provided on social media; Public donations; offline activities; Number of people sharing content; The number of document downloads provided by the platform, subscription to Youtube channel or blog.	Networking with the Creative Community

Source: (Mergel, 2013)

The study of Eom, Hwang, & Kim (2018) also reviews the benefits of social media for public organizations broadly by categorizing two aspects. First, transparency and accountability to control deviations from government officials. Second, the form of participation and deliberation to encourage citizen involvement in the policy process and the public sphere. First, social media can potentially increase public access to information from the government, thereby reducing asymmetric information between government officials and citizens. Furthermore, the process allows for increased transparency by social media by paving the way for the public to control potential corruption by officials and irregularities in political and legal institutions, thereby contributing to greater accountability. Second, social media has the potential to open up barriers to citizen participation in several crucial public issues, as well as a space for deliberation in accommodating "collective intelligence" that comes from citizen feedback on complex public issues.

Wirtz, Daiser, & Mermann (2018) explain how social media can be applied strategically to implement the principles of open government, increase citizen-government interaction, and encourage open government. The study highlights the features of social media and the potential linkages with open government, showing that social media has a strong tendency to promote an interest in government-citizen interactions. The presence of social media also makes citizens no longer just consumers of public services but also develop into prosumers (producers and consumers). So far, the public has only been positioned to express dissatisfaction with public services through the complaint mechanism. However, with the popularity of social media, a new type of civic activism emerged. More and more citizens could participate in the policy process by providing information and suggestions to the government through social networking services (June et al., 2011). The study findings are also relevant to the results of the literature review conducted

3.2 Social Media for Policy Making
Several study findings regarding the benefits of using social media for public organizations raise the question, where exactly is the strategic position of social media in the policymaking process. Three characteristics of social media make it linkable in the policymaking process. First, social media provides access to a broader range of issues and

is presented quickly and even in real-time than traditional media. Second, social media has more robust connectivity between users. With social media, it is easier to share the latest news, discuss social issues, and exchange opinions directly with a large audience. Third, social media has reduced anonymity online. As real-life networks migrate to the online world, people now have to be more careful what they say and avoid posting content for which they cannot be held accountable (June et al., 2011).

Data originating from social media is very varied and is an essential source of information as a baseline for measuring the performance results of social media strategies. These data include conversation data, keywords (keywords), hashtags (#hashtag), meta-data and several analyzes such as engagement (subscribes, clicks, likes and shares) and demographics provided directly by social media applications. The development of the world of ICTs is considered to have influenced the way policymakers and citizens are involved in the policy-making process; therefore, social media data becomes useful, especially at the stage of data collection and content analysis which will have an impact on the policy cycle or modelling cycle Janssen & Helbig (2018). Referring to the policy cycle and modelling cycle, the study of Belkahla Driss, Mellouli, & Trabelsi (2019) analyzing the conversational language of social media by combining some topic identification and semantic analysis of the available texts can provide valuable information for policymakers through a slight modification of the policy cycle. Moreover, the policy model was developed by Janssen & Helbig (2018). Figure 1. explains in a simple way how data and information from social media through specific analytical tools can support the policy-making process.
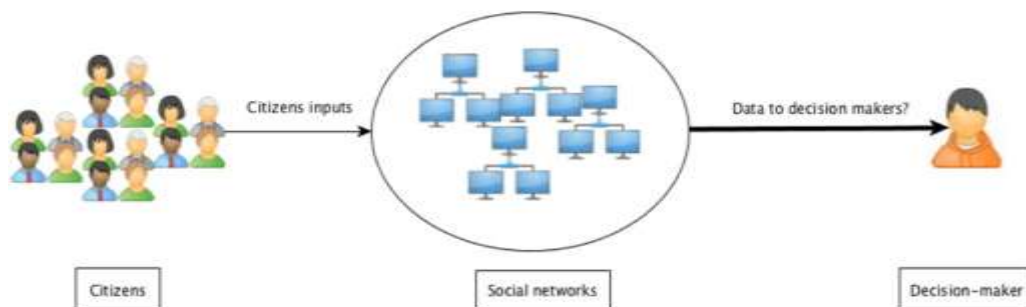

Figure 1. *Social Media Input Flow from Citizens to Policy Makers*
Source: (Belkahla Driss et al, 2019)

The information from social media can be a valuable source of data for the policy cycle process or modelling cycle. These two cycles are circular with a regular set of task stages. The study (Belkahla Driss et al., 2019) places data or information sources from social media in the policymaking process in two stages. First, in the policy cycle, social media plays a role in the problem definition stage by processing data and information that is said by the public through social media platforms so that policymakers can find something from the information and data captured. The analysis should be able to show if there are problems in the community that need to be addressed. Second, information from social media also has an impact on the policy evaluation stage. This method is carried out by collecting data from social media after the policy implementation stage; policymakers can not only measure public satisfaction with a policy but also their opinion. The policy cycle is then developed in a modelling cycle where social media data is valid at the data collection stage. In the modelling cycle, the data collected from social media becomes input when formulating policies before they are implemented. At that stage, social media is expected to provide better information to policymakers. The results can bring new

information to policymakers that can influence problem definition, data collection, and policy evaluation. The policy cycle modification model and the modelling cycle can be seen in Figure 2.
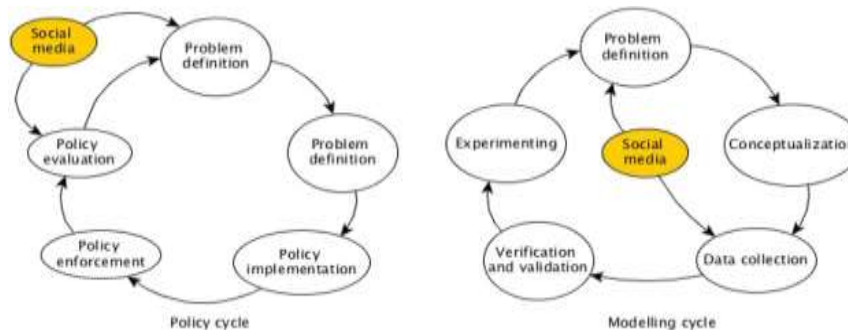
Figure 2. The Role of Social Media in the Policy Cycle and Modeling Cycle
Source: (Belkahla Driss et al., 2019)

A complimentary opinion emerged from June et al. (2011). They assessed that social media could influence policy making at several stages, from agenda setting, adoption, implementation, and policy evaluation. This study exemplifies the social activist in India, Anna Hazare, who has succeeded in pressuring the Indian government to push for an Anti-Corruption Law. In April 2011, Hazare went on a hunger strike, and her online status spread quickly (viral). Eventually, millions of people on Facebook supported her. After four days, the Indian government finally agreed to his request, announcing that it would form a public-private committee to discuss the Anti-Corruption Act. Another example, in Canada, the Government of Vancouver held an online public discussion on Facebook to get input for developing its transport policy. In the Philippines, the Treasury Department is receiving various information regarding corruption and tax evasion on Facebook and Twitter.

In Indonesia, a study conducted by Prabowo, Hamdani, & Sanusi (2018) with the method of social network analysis (SNA) examined the potential power of citizen journalism through social media in conveying messages about corruption to the public and found a positive impact on the anti-corruption movement. -corruption. Other findings explain that the effect of social media in conveying information about anti-corruption can increase public awareness. The cases discussed in the study demonstrate the power of social media in uniting anti-corruption advocates in pressuring the government to support an anti-corruption agenda. If carried out in conjunction with other actions such as active campaigns, social media can contribute to the anti-corruption movement by creating a hostile environment for corruptors by increasing the risk of detection and prosecution, which ultimately makes corrupt behaviour an irrational choice of action. Based on the Hootsuite report (2021), Indonesia has a penetration rate of internet users reaching 202.6 million or 73.7% of the total population of 274.9 million. Meanwhile, the number of active social media users in Indonesia has reached 170 million users or 68.9% of the total population. A large number of social media users is an opportunity and a challenge for the government to make social media a tool for decision-making and policy communication.

3.3 Adoption of Social Media in Public Organizations
The main impetus for using social media in some countries is many born of innovative citizens. Subsequently, public organizations like governments are slowly

adopting the tool to connect to their audiences. (Mergel & Bretschneider, 2013) propose three stages of the social media adoption process in public or government organizations: intrapreneurship and informal experimentation, coordinated chaos and institutionalization. In the first stage, social media is used informally in each department or division within a government organizational unit by those who previously only used social media for personal purposes. The second stage is a response to the first stage, where the advantages of social media have been recognized by the organization's management, then results in the development of informal rules and standards for the dissemination and use of social media in organizational sub-units. In the final stage (institutionalization), the social media strategy has been formally drawn up, indicated by the organization having a policy document. This stage shows a high level of formalization and standard setting related to using social media through official government accounts and interacting with citizens.

Table 2. Summary of the Stages of the Social Media Adoption Model for Public Organizations

	Functions of Organizational Structure	*The Role of Technology*	*Results*	*Organizational Response*
Stage 1: Decentralization, Informal Experiment	It plays a vital role in providing consent and flexibility for experimentation	Follow external best practice benchmarks (success replication)	Initial testing that leads to the level of understanding	Unofficial account; Not on the organization's radar
Stage 2: Coordinated Chaos (coordinated chaos)	Consolidating heterogeneity of social media usage	Increasing importance is felt, the level of social media use is increasing, and innovation	Important in compiling business case studies	Special task force; steering committee; Policy/strategy concept
Stage 3: Institutionalization and Consolidation	Forming a new organizational structure	Accepting technological developments vs the increasing breadth of technological innovations that support the various purposes of using social media	Allocate unique resources to social media for future use	Formal institutions, work assignments, Key Performance Indicators, Division of roles, Dedicated resource allocation, formal social media policy

Source: (Mergel & Bretschneider, 2013)

The Organization for Economic Co-operation and Development (OECD) report entitled "Government at a Glance 2015" reviews the results of a comparison of public administrations from 34 member countries in various fields, including a survey on the use

of social media in government institutions. The survey focused on using the two leading social media networking sites (Facebook and Twitter) by the central executive institutions, namely, the President, the Prime Minister, or the Government. The OECD survey successfully summarized data from 25 countries and revealed that only a tiny proportion of governments in the OECD region had adopted a strategy of using social media (28%); the report shows that the use of social media as a channel of communication with the public is still in the experimental stage in public administration in these countries. Approximately half of the responding countries (12 out of 25) have established explicit goals and strategies regarding the use of social media, for example, regarding targets and objectives, including improved communication, stakeholder engagement, and improved government service delivery (OECD, 2015). If we include the framework of the adoption process (Mergel & Bretschneider, 2013), it can be concluded that most of the OECD members in the report are still between the first and second stages of adopting social media (Jukić & Merlak, 2017). The study (Porumbescu, 2016) shows a positive relationship between social media users and the level of trust in the Seoul Metropolitan City government, South Korea, which seriously manages its social media platform in building the interaction process with its citizens.

In Indonesia, a study on the adoption of social media in government organizations was conducted (Idris, 2018). His study revealed that advanced communication such as social media is only used as a "useful instrument", not as a "driver" of transformation. Another finding from the social network analysis method shows that the Indonesian government uses a lot of new social media to disseminate government information, dominate social media conversations and strengthen government messages. However, the function of social media as sophisticated communication technology is not used to change the communication model of government policies to become more attractive and transparent. In social media conversations during organizational or communication crises, the government agencies in this study do not cooperate with other government agencies. They are not in contact with their followers.

The results of another study (Budi et al., 2020) show that, in general, government agencies in Indonesia, ranging from ministries/agencies to local governments, have used features in Web 2.0 and social media. However, the adoption rate has not been fully implemented. A specific finding regarding the use of social media is that around 64% of the government agencies observed have at least one social media account. Twitter is the most popular social media platform used by 58% of government institutions, followed by Facebook (53%) and YouTube (22%). The correlation analysis found a positive relationship between the effectiveness of e-government implementation and the effectiveness of the implementation of government agencies. However, it is necessary to deepen the qualitative causality from the public aspect in assessing the implementation of Web 2.0 and social media features by the government.

In the context of local government in Indonesia, a study conducted (by Santoso et al., 2020) shows the findings of social media adoption that local governments have not used optimally, primarily to support two-way interactions with the public. This situation shows that some local governments still treat social media as in the Web 1.0 phase, even though social media should be an opportunity to build public involvement and interaction in responding to the plans and results of public policies that are prepared.

This situation is related to e-government achievements. Based on the United Nations E-Government Survey 2020, Indonesia ranks 88th out of 193 countries in the development and implementation of e-government systems. Indonesia has increased by 19 ranks compared to 2018, which is ranked 107th with a value of 0.6612 and is included in the

High E-Government Development Index (UN, 2020) group. However, if this achievement is related to the government's efforts to encourage the implementation of open government from the aspect of social media adoption, it still requires severe efforts in responding to information and data received until it is processed as a source that supports the preparation of public policies (Widya, 2021).

In some instances, the use of social media by the government regarding the Covid-19 infodemic from the results of a literature review conducted by Dharma & Kasim (2021), which uses an Open Government perspective, concludes the need for seriousness in managing social media in crucial situations such as a pandemic. The study recommends that adopting social media is essential to convey information that has strong and credible acceptance to minimize public panic. The study also suggests the need for a measurement method (social media analytics) in the management of social media so that it can measure the participation that is reflected in public sentiment in responding to social media content, where the main goal is to see public preferences in processing information from government social media platforms so that The bigger goal of adopting social media is that collaboration between the government and citizens through digital media can be created to encourage good governance.

3.4 Gaps and Risks of Social Media in Public Organizations

The use of social media in the organization and formulation of public policy has several limitations that several studies have tried to identify, including providing several recommendations for developing similar studies in the future. (Mergel, 2017) explains that there are some limitations in the use of social media, so it is not surprising that public administration research is often limited to measuring the role of social media only in direct interactions between government and citizens and using proxy measures in evaluating the impact of social media use. The study sampled the "City of Issaquah, Washington" case study, which showed that criticism of existing research was mostly limited to analyzing aspects that could be directly quantified, such as engagement from a post and the number of visits to a site. However, they do not conduct an in-depth analysis of the sentiments of content that is responded to by citizens or also explore a social media discussion thread and also find out whether the information provided by the government can change the behaviour of citizens. Therefore, according to Mergel, several studies have actually examined the function and purpose of social media used by government organizations, but rarely link them to impact or measure interactivity more deeply.

Feeney and Porumbescu (2021) found a number of gaps in the use of social media regarding public engagement. First, the problem of technological inclusivity, namely the existence of a digital divide because access to social media is still enjoyed by some layers of society who already have adequate devices and internet access, so that the use of social media is considered not very representative for areas with less supportive internet infrastructure. The second issue of accountability, particularly regarding input and feedback from the public on certain issues raised by the government through social media, comes from valid users and does not contain hoax content. To close this problem, the government should be able to prepare a special organization that validates and clarifies the response received by the government through social media. Third, about democracy, the government's main goal in involving the public in social media is to encourage a better level of democracy. However, the challenge lies in the government's ability to process the information they get purely for the purposes of the public policy that is being drafted. Another concern is that social media is not always conducive to being a rational discussion space and the amount of false information (hoax) circulating on social media often results

in polarization in public debates on the platform. This condition has serious implications for the mechanism for public participation and interaction that is to be built through the government's social media platform and its impact on the desired goals becomes difficult to achieve (UN, 2020).

On the other hand, social media platform providers also have an autonomous character that makes provisions for what content is allowed, restricted, or prohibited. How social media platforms use their data and who is accessing that data. In fact, because social media is owned by a third party, government social media accounts are actually treated the same as others and without special rights. In this case, the government will lack the ownership, authority, and access necessary to identify users, monitor data, and prevent abuse, all of which are needed to leverage social media for the wider benefit.

Social media also has risks that need to be mitigated in its use including, first, reputation risk, namely intangible assets in the form of a good name and credibility, to mitigate that the level of adoption of social media by the government must be built in a structured manner and through a coordinated monitoring mechanism in executing its strategy. Second, the privacy risk of social media, has been designed from the start so that users feel comfortable and can share any information with anyone, anytime, and get quick feedback from published information. In this case, the mitigation that can be done by the government is to develop a code of conduct and standard operating procedures so as not to violate privacy. Third, security risks, especially regarding the collection, protection and security of data must be considered, the mitigation of which is by compiling rules or legal umbrellas regarding requirements for collecting, processing, handling and storing data that prioritizes the consideration of people's privacy rights. Fourth, the legal risk of fake accounts or domains created by irresponsible parties on behalf of the government aimed at obtaining data from users (Rahadi, 2019)

IV. Conclusion

Based on the above review, the use or adoption of social media in public or government organizations is becoming increasingly relevant and important, especially for conducting policy communication and also policy making. The findings from several previous studies show that the adoption of the correct use of social media will encourage the principles of transparency, accountability and participation in public policymaking. The use of social media should be a continuation and complement to the government's digitalization efforts through the concept of e-government with the principle of open government. The crucial point of using social media occurs at the adoption stage, where the role of public organizations is in preparing tools and regulations after the experimentation and implementation process.

It should be noted that in the adoption stage, public or government organizations should have prepared infrastructure resources such as professionals, supporting infrastructure related to data and security which are under a specific sub-unit tasked with specifically handling social media management and inter-related inter-governmental institutions. This stage also recommends the establishment of achievement targets and objectives for the use of social media by the government for the purposes of policy evaluation in understanding the results of the data and conversation processes, whether the findings obtained from social media are in accordance with the prepared strategy, because measuring without goals is unlikely to produce accurate insights want to achieve from the use of social media by the government.

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