Case Study of Political Public Relations Model Information Commission of West Java Provinsi

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Abstract. Political communication of political superstructure actors in Indonesia is also carried out by auxiliary state institutions in the regions such as the Information Commission of West Java Province which is tasked with overseeing the implementation of Public Information Disclosure. One of the functions of the Information Commission is advocacy, outreach, and education through political communication. The dominant form of political communication carried out by the Information Commission of West Java Province is political public relations. The purpose of this study is to describe the political public relations of the Information Commission of West Java Province in encouraging Public Information Disclosure towards realizing an informative society. By using a subjective interpretive approach, qualitative methods, and a type of descriptive case study research, this research reveals the political public relations model of the Information Commission of West Java Province in overseeing the implementation of public information disclosure. The results of analysis of observational data, interviews, documentary analysis, internet searching, and focus group discussions concluded that the Information Commission of West Java Province uses a collegial collective internal-external political public relations model because of the development of an equality mandate among commissioners

Keywords: Political Communication, Political Public Relations, Information Commission, Information Disclosure, Political Superstructure

1. Introduction

Even though it is not the main political superstructure institution in Government of Indonesia, the existence of Information Commission quite strategic in promoting good governance. The Information Commission is an auxiliary state institution (Auxiliary State) whose task is to assist the main state institutions that already exist in political superstructure of Government. The existence of auxiliary state institutions is not an initial conception in planning for management of the State Government. In building a democratic government, Indonesia adopts Montesque thinking which divides government power into three state institutions, legislature, executive, and judiciary.

In development of management of State Government, the existence of these state institutions was not sufficient to accommodate the will of the people, so that independent state institutions emerged outside of main state institutions. These state institutions are extra-structural institutions, quasi-state institutions or state auxiliary agencies, but are still considered as executive branches. Indonesia is a country that adheres to a democratic system of government. One of the policies demonstrating implementation of democracy, People’s Consultative Council of Republic of Indonesia amended the state constitution: 1945 of Constitution. The state constitution which was sacred during New Order era was amended four times during reformation period.

The effects of amendments to 1945 Constitution included emergences of auxiliary state institutions formed by the state. Formation of these state institutions is unique because the arrangements are not uniform: some are regulated directly in 1945 Constitution of Republic of Indonesia, through laws, some are even regulated simply by a presidential decree.
Form of the auxiliary state institutions also varies, some are in form of commissions, institutions, councils, and or other forms. Assesses that auxiliary state institutions are a bridge between government power and the people. State institutions whose legal status is not independent become part of and support the Government (executive agency), while those whose legal status independent are more pro-people or are between people's power and state power (Tindigarukayo, 2015) (1). One of the state institutions that can be categorized as an independent state institution is Information Commission whose authority regulated under Law no. 14 of 2008 concerning Public Information Disclosure. Those rules mandates that an Information Commission not only be formed at central level, but at provincial level.

In the context of political communication, regarding political communication actors, Information Commission (Maryam et al., 2023) (2), both Central Information Commission, as well as Provincial Information Commission and District/City Information Commission, although their status is an auxiliary state institution, can be categorized as a political actor. Superstructure in Indonesian Government. Those in the circular communication approach refer to opinion of Mulyana (2013) (3) who are also known as communication participants or political communication participants. Therefore, in political communication approach as defined by Rusadi Kantaprawira (Hkikmat, 2021) (4) all thoughts, attitudes, activities and policies of Information Commission related to rights and obligations, duties and authorities according to mandate of Public Information Disclosure Act are political messages.

In this context, implementation of the main duties of Information Commission as mandated by Public Information Disclosure Act, apart from Information Commission being a participant in communication are also applicants and users of information, both individual citizens and groups (Legal Entities or associations) as well Public Agency. The process of political communication that occurs in Information Disclosure according to Public Information Disclosure Act between Information Commission, Public Agencies, and citizens (individuals or groups). They are participants in political communication of Public Information Disclosure.

Even though Information Commission, Public Agencies, citizens and groups (Legal Entities & associations) in political communication approach are both political participants, one that explicitly mandated to carry out the implementation of Public Information Disclosure is Information Commission. Article 23 of Public Information Disclosure Law emphasizes that Information Commission is an independent institution whose function is to implement Public Information Disclosure Act and its implementing regulations, establish standard technical guidelines for Public Information services and resolve Public Information Disputes through Mediation and/or non-litigation Adjudication.

Therefore, in the main organizational structure of Information Commission, both Central Information Commission, Provincial Information Commission and Regency/Municipal Information Commission, in addition to Information and Institutional Dispute Resolution Division, there is also Advocacy, Outreach and Education Division. The existence of this field shows that Information Commission must have initiative as main actor in political communication of Public Information Disclosure. In fact, there is a tendency that the success of Government, both Central Government and Regional Governments in creating an informative society, is very dependent on political communication of Information Commission in overseeing Public Information Openness.

Of the seven forms of political communication, namely, political rhetoric, political agitation, political propaganda, political public relations, political campaigns, political lobbying, and the use of mass media, based on the results of researchers' observations, it is political public relations that dominantly carried out by Provincial Information Commission, particularly in Advocacy, Socialization and Education Sector in encouraging implementation of Public Information Openness laws and regulations. Political Public Relations according to Susanti et al. (2022) (5), is a form of political communication by carry out reciprocal (two-way) relationships rationally to achieve goal of creating a relationship of mutual trust, harmony, open or accommodative between politicians, professionals or activists (communicators) and public (cadres), investigators, general public).
Romy Frohlich (Heryanto & Zarkasy, 2012) also defines political public relations as an activity serving the public by bringing a number of issues to attention of the public. According to Heryanto and Zarkasy (2012), the purpose of political public relations is to gain political support from internal and external publics in achieving specific goals of an organization or public institution. (6)

As a form of political communication, research on political public relations in present is quite a lot. In government's official website (using keywords on Google with site: go.id) found 4,390,000 studies; The official website of Indonesian Institute of Sciences (site: lipi.go.id) found 109,000 studies; official website of Sunan Gunung Djati State Islamic University (site: unsgd.ac.id) found 206,000 studies. Meanwhile, from the three sites, no research has been found that specifically discusses of political public relations of Information Commission. Although perhaps not the first, at least research on political public relations of Information Commission in Indonesia still scarce.

There are quite a number of studies that focus on political public relations forms of political communication, including research by Lampe (2010) (7) entitled Concepts and Applications of Political Public Relations in Political Contest in the Era of Democracy; Yang and Taylor (2013) with the title: The relationship between professionalization of public relations, societal social capital and democracy (8); Evidence from a cross-national study; Hidayat and Harmonis (2022) (9) with the title Implementation of Political Public Relations Approach of Mayor and Deputy Mayor of South Tangerang for 2021 – 2026 Period in Managing Public Issues; Muchtar and Aliyudin (2019) with the title Political Public Relations of Prosperous Justice Party in West Java Regional Election. The four results of this study both examine forms of public relations political communication, both on political superstructure and on political infrastructure, while the research focuses more on political communication actors on the auxiliary state political superstructure, not on political communication actors on political superstructure of state institutions main. (10)

Based on the preliminary explanation above, the purpose of this study is to describe political public relations as a form of political communication in Information Commission in encouraging implementation of Public Information Disclosure in creating an informative society. This research method used is qualitative with the type of descriptive case study research Robert K.Yin (Hikmat, 2021), a type of research that has elements of how and why research questions, examines contemporary problems, and has little opportunity for researchers to control the events they studyuses on political public relations of West Java Province Information Commission because in 2022 of West Java Provincial Government has excelled as an Informative Public Agency and obtained highest Information Disclosure Index score in Indonesia. Data collection techniques used were observation, interviews, documentary analysis of strategic documents in form of political public relations program products for the West Java Information Commission, internet searching, and focus group discussions among colleagues.

2. Results and Discussion
2.1 Information Commission of West Java

The achievements of West Java Province (KI Jabar, 2020) in implementing Public Information Disclosure based on the results of Monitoring and Evaluation of Central Information Commission are very good. In 2018, he ranked fourth, 2019 ranked first, 2020 ranked third, 2021 ranked fourth, and 2022 ranked second. West Java Province has always been at the top of the top 5 informative provinces among 34 provinces in Indonesia. (11). Since 2021, Central Information Commission has also assessed the Implementation of Public Information Disclosure in each province through Public Information Openness Index. The method of assessing Public Information Openness Index through collecting scores involving
Central Public Information Openness Index Working Group team and Regional Working Groups in 34 Provinces.

West Java Province's Public Information Disclosure Index for 2021 is in fourth position with a score of 78.56 and 2022 Public Information Disclosure Index is in first position with a value of 81.93 as well as being included in provinces in good category along with Bali (80.99) and West Nusa Tenggara (80.49), while 30 other provinces are in moderate category and one province in bad category. The increase in value of West Java Province Public Information Openness Index also exceeded value of National Public Information Openness Index which only reached 74.43 or in medium category. In Articles 26 and 27 of Public Information Disclosure Act, Information Commission has duty and authority to resolve public information disputes through mediation and/or non-litigation adjudication. The same thing also stated in Articles 17 and 18 of Regional Regulation of West Java Province Number 11 of 2011 concerning Transparency, Participation and Accountability in the Implementation of Regional Government.

Requests for resolution of public information disputes at Information Commission of West Java Province, between 2011 until 2022 fluctuated. In 2011, requests for public information dispute resolution reached 101, but eight years later, in 2019 to be precise it fell to only 45, in 2020 back up to 60, in 2021 back up to 77 requests and in 2022 there will be 153 requests, both from individual citizens and from legal entities.

2.2 Public Relations of Political of Information Commission in West Java

Implicitly, the Law on Public Information Disclosure mandates that to oversee the implementation of Public Information Disclosure, an Information Commission formed. Information Commission was formed as an independent institution whose function to implement Public Information Disclosure Act and its implementing regulations. The word implement interpreted by West Java Information Commission Commissioners (I. Faisal et al., personal communication, 2022), not to mean only to implement, but more than that. (12) In reality, the existence of West Java Information Commission is a Public Agency, so it has an obligation to implement Public Information Disclosure Act. However, what the law demands is not only to act as an ordinary public agency, but also to encourage, oversee and evaluate the implementation of public information disclosure.

Therefore, the commissioners of West Java Information Commission (I. Faisal et al., personal communication, 2022) agree that Work Program of Provincial Information Commission concerned with efforts to encourage, oversee, and evaluate the implementation of Public Information Disclosure Act and implementing regulations. The division of tasks, principals and functions of Provincial Information Commission does not only focus on resolving information disputes, but also has Advocacy, Outreach and Education Division which functions as public relations. As an auxiliary state institution that also part of political superstructure, this function can also be categorized as political public relations. (12) In a circular communication approach by placing political public relations as a form of political communication (Firdaus & Sutama, 2021), West Java Information Commission is the first participant because initiated by communication event. The other participants, society and public bodies. Under Public Information Disclosure Act, what is meant by public are users and applicants for public information. Users of Public Information are people who use public information and applicants for Public Information are Indonesian citizens and/or legal entities submitting requests for public information. (13)

The message in communication event is Public Information Disclosure Legislation that communicated by West Java Information Commission, both to Public Agencies and public as applicants and users of information. In addition to Article 28F of 1945 Constitution, West Java Information Commission communicates Public Information Disclosure Act, Central Information Commission Regulations, and regulations made by West Java Provincial Government. Among these laws and regulations, based on recognition of Chairperson of West Java Information Commission (I. Faisal et al., personal communication, 2022), dominant messages for political public relations are Public Information Disclosure Act and Central Information Commission Regulations. (12)
1. Public Relations of Internal Politic

What mention by internal public relations is a relationship between personal and institutional relations that exist in West Java Information Commission institution. Internal public relations within an organization, according to Gurning (2018), increases understanding and existence of an organization that functions as a mediator to bridge interests of subordinates to superiors and vice versa from superiors to subordinates. Internal public relations activities create, maintain and enhance closeness among organizational members. (14). Personally, West Java Information Commission is inhabited by five commissioners and a number of human resources assistants for technical implementation of duties and authorities of Information Commission for West Java Province. If stratified in form of a structure, the five commissioners occupy positions as superiors and other human resources as subordinates. Basically all commissioners of Information Commission are the leaders of Information Commission, so that all commissioners are given the same space within framework of achieving a shared vision, mission and program. However, for the functional needs of institution in division of institutional tasks and responsibilities, Information Commission led by a commissioner as chairperson concurrently a member, accompanied by a deputy chairman commissioner concurrently member, and three other commissioners who occupy the position of field coordinators.

The chairman, deputy chairman, and three Coordinators of West Java Information Commission are selected from and by members of Information Commission. The election carried out by deliberation by all members of Information Commission and if no agreement is reached a vote taken. In this context, the Information Commission often referred to as a collegial collective institution. Collegial collective is a general term that refers to a leadership system that involves interested parties in issuing decisions or policies through mechanism adopted, deliberation to reach consensus or voting, by prioritizing the spirit of togetherness. Collegial collective is a bond and interaction that carried out simultaneously like colleagues (Hoadley, 2004).(15) The naming of chairman for non-head Information Commission leadership coordinator has also hinted at a different leadership system. The head phrase means that it does not show a hierarchy, is functional, has members, elected by members, is not binding, more coordinating in nature, while the head phrase means the person who at the top of hierarchy, structural; have subordinates; his powers are binding. However, these conditions do not mean without problems, in some cases, as expressed by the commissioners of West Java Information Commission (I. Faisal et al., personal communication, 2022), sometimes a collegial collective leadership system that places equality among members hinders the birth of a policies or quick decisions because they have to get mutual approval through plenary. The chairperson cannot immediately make strategic decisions because they have to go through the Plenary Meeting mechanism. Therefore, a clear and firm job description needed.(12)

Therefore, West Java Provincial Information Commission for 2019-2023 period has drawn up the following organizational structure, Chair: Ijang Faisal, Deputy Chair: Dedi Dharmawan, Coordinator for Information Dispute Resolution: Husni Farhani Mubarok, Coordinator for Advocacy, Outreach and Education: Dadan Saputra, as well as the Coordinator for Development of Public Agencies and Information and Documentation Management Officer: Yudaningsih. (12) The organizational structure of the commissioners of West Java Province Information Commission different from organizational structure of the commissioners of Central Information Commission, even with other Provincial Information Commissions in Indonesia. In Central Information Commission and other Provincial Information Commissions there are no Coordinators for Development of Public Bodies and Information and Documentation Management Officers, so that one field is occupied by two or more commissioners, one commissioner has position of coordinator and other members of field. The existence of this field in West Java Information Commission to divide positions evenly. All commissioners have position of person in charge, one commissioner in general responsibility in position of chairman, one commissioner in charge of institutional responsibility in position of vice chairman, and three commissioners in charge of their respective fields. This policy is one of the political public relations strategies of West Java Province Information Commission in dividing collegial collective tasks and authorities equally among the five commissioners (I. Faisal et al., personal communication, 2022). (12)
The equality of collegial collective policies in organizational structure that provides almost equal duties and authorities for the five commissioners also has a structural impact on various facilities obtained by the commissioners, such as, each commissioner has a human resource assistant carry out the duties and authority of Provincial Information Commission serving as coordinator assistant expert and assistant expert with a relatively equal number; having relatively balanced work programs and workloads, and getting a relatively fair amount of budget. Public relations policy, according to Gurning (2018) has main function of persuasion to change attitudes and behavior, both individual behavior and group behavior. Policies imbued with the spirit of equality among commissioners implemented at Information Commission of West Java Province became political public relations in persuading the birth of attitudes and behaviour of mutual respect among commissioners and between human resources technical implementers of duties and authority of Information Commission, both in vertical and horizontally. Attitudes and behaviours of having, respecting, and understanding each other roles for common goals in an organization are a sign that organization internal communication is in a healthy condition. (14)

Conceptually, according to Sukoco (Setyanto & Angraina, 2017), internal communication is a form of exchanging information and ideas within an organization that plays a role in building a common view among members of organization. Problems that arise in an organization are often caused by differences in responding to policies to achieve the vision, mission and goals of organization that have been set. Problems often arise when perspectives of organizational members differ on policies, resulting in resistance that can disrupt organizational stability. With an equal position among the commissioners and each commissioner has different duties, authorities and responsibilities as mandated in organizational structure, so that level of friction due to the same duties, authorities and responsibilities is minimal. They are more focused on optimizing the duties, authorities and responsibilities of their respective fields.

Even with such an organizational structure it does not mean without direct interaction between them. They interact on internal strategic policies that link duties, authorities, and areas of responsibility for mutual success. It is in these interactions that potential for conflict sometimes grows, for example the birth of sectoral egos per field. However, this potential for conflict can be mitigated by emergence of an independent structure, but in favour of all fields, namely experts who in context of internal public relations act as mediators, catalysts and facilitators if there is a communication deadlock between fields, so that the flow of communication continues to flow in interactions West Java Provincial Information Commission organization, both vertically and horizontally.

2. Public Relations of External Politic

In an effort to form image of organization to outsiders, the role of external public relations is needed. The position of external public relations represents organization to become a mediator between organization and public. The organization relationship with outside public is an absolute must because an organization cannot stand alone without cooperating with other parties. External public relations must be able to clearly communicate the policies provided by organization to public and at the same time be able to absorb aspirations and desires of public (Crisnatalin, 2013). (17) Even though the Information Commission of West Java Province has Advocacy, Outreach and Education Division, external public relations function is not only task of this field. The four fields in Information Commission of West Java Province, namely Institutional Sector, Information Dispute Resolution Sector, Advocacy, Outreach and Education Sector, as well as the Public Agency Development Sector and Information and Documentation Management Officer implement the function of external public relations, but have different public segments.

The institutional field implement the function of external public relations with Provincial Government, especially West Java Province Communication and Information Service to bridge facilitation of human resources, budget and infrastructure of Information Commission of West Java Province. So far, in accordance with the order of Public Information Openness Law that Secretariat of Provincial Information Commission is responsibility of provincial government, especially those whose duties are in field of communication and information. In West Java, West Java Provincial Information Commission Secretariat, budget, and infrastructure of West Java Provincial Information Commission are managed by West Java Provincial Communication and Informatics Office. In this context, West Java Province Information
Commission Institutional Sector must function as external public relations to convince West Java Province Communication and Informatics Services that need for human resources, budgets and infrastructure for implementation of the duties and authorities of Provincial Information Commission as mandated by regulations legislation (I. Faisal et al., personal communication, 2022). (12)

The field of developing Public Agencies and Information Management and Documentation Officers implement the public relations function by becoming a discussion partner for Disclosure of Information on Public Bodies in West Java, both Regency/City Governments and Regional Apparatus Organizations within West Java Provincial Government and vertical institutions that in West Java region. In addition, also serves requests for information submitted by citizens and legal entities to Information Commission. The Information Dispute Resolution Division also performs an external public relations function as it serves applicants and respondents for public information dispute resolution. Starting from applicant submitting an application for dispute resolution, non-litigation adjudication hearings, mediation, until Information Commission's decision issued. The Information Dispute Resolution Division must be fair or impartial, both to applicant and to respondent, but works based on statutory regulations. The function of external public relations in Field of Public Information Dispute Resolution also to foster public (applicant and respondent) trust in Information Commission whose main task to resolve public information disputes (I. Faisal et al., personal communication, 2022). (12)

The Advocacy, Outreach and Education sector is a leading field that carries out of external public relations function at Information Commission of West Java Province. This field specifically runs a program to communicate the implementation of Public Information Disclosure to all citizens of West Java and Public Agencies in West Java with the aim of providing knowledge, understanding, and implementation of Public Information Disclosure to citizens and Public Agencies. According to the Commissioners (I. Faisal et al., personal communication, 2022), mass media used print media through reporting on the results of sending press releases and holding press conferences with journalists or sending articles in form of articles written by commissioners, as in People's Daily Mind or in West Java Tribune. In electronic media, namely on television and radio, as well as disseminating press releases to be distributed in news programs on broadcast media, also conducting thematic live talk shows on information disclosure which presented commissioners of West Java Province Information Commission accompanied by experts from universities and community leaders, such as on TVRI West Java, RRI Bandung, and television as well private radio in service area of West Java. Even though there are not many of them, public service announcements are sometimes placed on radio and television with the theme of public information openness. (12)

Information dissemination activities on Information Disclosure on social media are more dominant than in print and electronic media because according to the Commissioners (I. Faisal et al., personal communication, 2022), social media is cheaper, easier, and faster. The social media used is social media in form of mass media, such as online newspaper tribunjabar.com, thoughtsrakyat.com, tersajabar.com, kejakimpol.com, and other online media. In online media, information dissemination activities are very dominant in form of online news. Sometimes there are also promotional advertisements in form of news with added commissioner profile photos or photos of West Java Information Commission activities and other illustrative photos that are more communicative. (12) Face to face communication activities implemented by West Java Information Commission, according to the Commissioners (I. Faisal et al., personal communication, 2022), took various forms, both carried out independently and in collaboration with other parties. Activities implemented independently, including outreach to public in form of limited discussions, counseling, education and training, technical guidance, seminars, and other activities that present West Java Information Commission commissioner speakers with experts from universities or community leaders. (12) The same activities are also implemented in collaboration with other parties, such as government agencies, regional apparatus organizations within West Java Provincial Government, regency and city governments in West Java, vertical agencies, and even agencies that provide direct services to the community such as schools, universities, village government, public health center, and non-governmental community groups, such as youth organizations, religious organizations, and other community organizations.
The focus objects for dissemination of Public Information Disclosure by Information Commission of West Java Province are two parties, public and public bodies. The material provided remains the source of laws and regulations on public information disclosure. However, public more focused on material to increase knowledge about information disclosure and ways to obtain information and how to complain if they are dissatisfied with Public Agency information services. This field also evaluates level of implementation of Public Agency Public Disclosure in Province by using Monitoring and Evaluation method with reference to the method used by Central Information Commission, for example, in determining ranking classification of Public Bodies by giving categories of Public Bodies Informative, Towards Informative, Quite Informative, Less Informative, and Not Informative.

3. Model of Political of Public Relations
From the presentation of data result collection and discussion above, political public relations of Information Commission of West Java Province can be described in a model. According to Achmad (2018), model contains information about a phenomenon that made with the aim of studying actual system phenomenon. The model can be an imitation of an actual object, system or event which only contains information that considered important to study. (18) In Communication Studies, there are many models, as well as in public relations studies, there are many models. Grunig and Hunt (Rolos & Wijaya, 2020) categorize public relations models into various types, including press agentry or publicity, public information, two-way asymmetric, two-way symmetric. The existence of a public relations model very important for an institution or organization because model was born from research results so that can become the basis for public relations activities as well as evaluation material for improving further public relations activities. (19)

Of the four Public Relations Models from Grunig and Hunt (Rolos & Wijaya, 2020), namely the press agentry or publicity model, public information, two-way asymmetric, two-way symmetric, in general Political Public Relations Model of West Java Provincial Information Commission more inclined using Model Public Relations Information. Political Public Relations of West Java Provincial Information Commission through four fields, namely the Institutional Sector, the Information Dispute Resolution Sector, the Development of Public Agencies and Information and Documentation Management Officers, as well as Advocacy, Socialization, and Education Sector focuses more on efforts to convey information to citizens and public agencies regarding laws and regulations on Public Information Disclosure, either through socialization, dissemination, or literacy, either through face-to-face communications or by using mass communication media (media communication). (19)

The political public relations model of Information Commission of West Java Province can be described as follows:
However, specifically in two political public relations models, Public Relations Information Model more used in external public relations with second participant (communicate), including West Java Provincial Government, West Java Communication and Information Service, Regional Apparatus Organizations, Regency Government and City Government, Vertical Agencies in West Java, applicants and respondents for information dispute resolution, mass media, community organizations, non-governmental organizations, universities, and others. Internal Public Relations tends to use a two-way symmetric public relations model due to collective collegial nature of Information Commission organization. This model occurs in communication transactions between commissioners of West Java Province Information Commission who hierarchically have equal positions. This was also developed in communication between staff supporting the duties and authorities of West Java Information Commission, namely experts, expert assistant coordinators, and expert assistants. In fact, the spirit of using two-way symmetric political public relations model often also developed in West Java Information Commission external public relations together with the information public relations model. This is departs from organizational characteristics of Information Commission which collegial collective, so that model of political public relations can be called a collegial collective political public relations model.

4. Conclusion
Based on the explanation above, can be concluded that political public relations of Information Commission of West Java Province externally tend to use public relations information model, while internally tends to use two-way symmetric public relations. Therefore, political public relations model of Information Commission of West Java Province is the result of a combination of two models which can be given the name as Collegial Collective Public Relations Model.
References


