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Original Article

IMPLEMENTATION OF PRESIDENTIAL REGULATION NUMBER 32 OF 2024 ARTICLE 7 ON THE COOPERATION BETWEEN DIGITAL PLATFORMS AND PRESS COMPANIES

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ABSTRACT

Background. Digital platforms such as Google and Facebook now control the dissemination and visibility of news, leaving small and independent publishers economically dependent on them and earning revenue that does not reflect the true value of their content. Indonesia has responded by introducing Publisher Rights through Presidential Regulation No. 32 of 2024, which is grounded in Copyright Law No. 28 of 2014.
Research Purpose. This study aims to analyze Google's approval mechanisms and policies in managing and distributing PorosJakarta.com news content, and to examine how the regulation protects the economic rights of online news publishers, including the challenges of its implementation.
Research Method. This qualitative empirical juridical study collected primary data through in-depth interviews with two informants selected through purposive sampling: the Head of Creator Management at PorosJakarta.com and the Chair of the Publisher Rights Committee (KTP2JB), chosen for their positions and direct involvement in news content distribution and Publisher Rights implementation. Secondary data came from legislation, academic literature, official reports, and institutional documents on Publisher Rights.
Findings. Google's control over content visibility limits publisher oversight and reduces potential revenue. Small publishers still have difficulty accessing royalties because they depend on large platforms, and administrative requirements, such as verification by the Press Council, complicate access to economic rights.
Conclusion. Google's technical-administrative approval mechanisms create an asymmetric relationship between platform and publisher. Presidential Regulation No. 32 of 2024 supports publishers' economic rights, but it requires greater transparency and stronger enforcement.

Keywords: Economic rights, Google, News distribution, PorosJakarta.com, Presidential Regulation No. 32/2024, Publisher Rights

BACKGROUND

Advances in information and communication technology have fundamentally changed how people access information and news[1–3]. Large digital platforms such as Google and Facebook now play a dominant role in content distribution, regulating the visibility of news and influencing advertising revenue, so press companies, especially

small media outlets, struggle to sustain themselves financially[4,5]. The 2024 survey of the Indonesian Internet Service Providers Association (APJII) recorded around 221.56 million internet users in Indonesia, a penetration of 79.5% of the population, and about 74.90% of users go online to obtain information and news[4,5]. Digital platforms have therefore become the main channel for news consumption in the country.

Publishers' dependence on digital platforms creates an economic imbalance. Platforms control distribution, algorithms, and advertising monetization, while small media outlets receive compensation that is not commensurate with the value of the content they produce[6–8]. This makes it difficult for local media to reach audiences fairly, particularly when they compete with larger outlets that have more resources and stronger negotiating power.

From a legal perspective, Indonesia already has a protection framework in Law No. 28 of 2014 on Copyright, which grants creators and copyright holders exclusive economic rights to obtain economic benefit from their works[9–11]. News, as a journalistic work, is an object of copyright protection, and anyone who wishes to use these economic rights must obtain permission from the right holder, usually through a licensing agreement accompanied by royalties[12,13]. The protection of digital works has also become an important concern in the creative economy[14–16]. However, the application of the Copyright Law to the relationship between press companies and global digital platforms is not specifically regulated, which leaves a gap for content aggregation and news snippet practices that can harm small media outlets[17,18].

In response to these challenges, the Indonesian government introduced the concept of Publisher Rights through Presidential Regulation No. 32 of 2024 on the Responsibility of Digital Platform Companies to Support Quality Journalism. The regulation seeks to balance the relationship between digital platforms and press companies by requiring cooperation based on licensing, revenue sharing, or other mutually agreed forms, by ensuring fair treatment, and by regulating content verification mechanisms in line with journalistic standards[19–21]. It also affirms the protection of publishers' economic rights, yet its implementation for small media still faces obstacles, particularly dependence on large platforms, limited bargaining power, and administrative requirements such as verification by the Press Council[22–24].

The number of verified online media in Indonesia has also grown, reaching 1,043 outlets in 2023 compared with 271 in 2010[17]. Nevertheless, violations of journalistic ethics and regulations continue to occur, including the spread of hoaxes, copyright

infringement, and unauthorized content aggregation, which can damage the credibility of information and the financial sustainability of local media[25,26].

platforms. This study aims to analyze Google's approval mechanisms and policies in managing and distributing PorosJakarta.com news content, and to examine how the regulation protects the economic rights of online news publishers, including the challenges of its implementation.

RESEARCH METHOD

This study employed a qualitative approach within an empirical juridical research design[27–30]. The study addressed two research questions: (1) how the implementation of Presidential Regulation No. 32 of 2024 can provide legal protection for online news licensing, and (2) what the approval mechanisms and policies of Google are in managing and distributing PorosJakarta.com news content. The research focused on the application of Article 7 of the Regulation in the cooperation between digital platforms and small media, with PorosJakarta.com as a single case of a small online outlet in Jakarta that interacts intensively with Google. As a qualitative study, it did not test statistical variables; rather, its analytical focus was on Google's approval mechanisms and platform policies in managing and distributing PorosJakarta.com news content, as well as the protection of publishers' economic rights. Primary data were collected through in-depth interviews with two informants selected using purposive sampling, namely Moh Gunawan, Head of Creator Management at PorosJakarta.com, and Suprapto Sastro Atmojo, Chair of the Committee for the Responsibility of Digital Platform Companies to Support Quality Journalism (KTP2JB). The informants were selected based on their professional positions, experience, and relevance to the research objectives. The inclusion criteria were: (1) direct involvement in the management and distribution of online news content, including practical experience in utilizing digital platforms, particularly Google; and (2) institutional knowledge of and involvement in the implementation of Publisher Rights, particularly concerning the supervisory, facilitative, and recommendatory functions of the KTP2JB.

The interviews were conducted online through Zoom Meeting, with Moh Gunawan on 20 February 2026 and Suprapto Sastro Atmojo on 13 February 2026. The interviews were guided by interview guides containing questions concerning platform-publisher cooperation, Google's content approval and distribution mechanisms, algorithmic visibility, traffic and monetization, and the protection of publishers' economic rights under Presidential Regulation No. 32 of 2024. Secondary data were obtained from academic

literature, legislation, official reports, institutional documents, and other relevant publications. Documentary data also included Google Search Console performance data covering the period from 20 November 2025 to 18 February 2026, screenshots of Google Discover and Google's AI Overview, and programmatic advertising revenue records from the Promedia Teknologi Indonesia dashboard for January 2025.

Ethical Considerations. Both informants agreed to participate in this research following prior communication and coordination. Institutional research permission was obtained from the Faculty of Law, Universitas Negeri Semarang, through two official research permission letters: No. B/3166/UN37.1.8/KM.07/2026 for PorosJakarta.com and No. B/3172/UN37.1.8/KM.07/2026 for the Committee for the Responsibility of Digital Platform Companies to Support Quality Journalism (KTP2JB), both issued on 10 February 2026. The participation of both informants was based on their agreement to be interviewed.

This approach made it possible to analyze, in depth and in context[27–30], how approval mechanisms, content distribution policies, and the protection of publishers' economic rights are implemented, and thus to gain a comprehensive understanding of the challenges that small media face in the digital ecosystem.

FINDINGS

Presidential Regulation No. 32 of 2024 provides a clear legal framework for press companies to regulate the lawful use and distribution of news content through digital platforms. Articles 7 to 10 emphasize cooperation based on licensing, revenue sharing, and the sharing of aggregated user data, and they establish an oversight committee to monitor platform compliance[19]. Table 1 summarizes these articles and their relevance to this study.

Interviews show that digital platforms occupy a very dominant position in the online media ecosystem. The Chair of the Publisher Rights Committee (KTP2JB) explained that platforms control distribution, algorithms, and advertising monetization, so press companies face structural dependence: "Digital platforms control distribution, advertising, technology, and readers' data… The relationship between platforms and publishers is unbalanced… Press companies tend to accept what the platforms offer, rather than get nothing at all" (personal communication, 13 February 2026). Asked about compliance, the Chair stated that "the level of platform compliance in carrying out its obligations falls into the low category… the obligations regulated in the Presidential

Regulation have not been seriously carried out" (personal communication, 13 February 2026).

Table 1. Analysis of Articles 7–10 of Presidential Regulation No. 32 of 2024

Article	Content	Analysis
Article 7	Regulates cooperation between digital platforms and press companies, including paid licensing, revenue sharing, and the sharing of aggregated user data.	This article is the core of the study because it sets the legal basis for the cooperation that Google and local media such as PorosJakarta.com must follow, and it determines publishers' economic rights.
Article 8	Obligation of digital platforms to provide fair treatment, algorithmic transparency, and certainty in the distribution of economic value.	Serves as the basis for assessing how far platforms comply with the principle of fair treatment toward small media, and the implications for content visibility and revenue.
Article 9	Licensing and content distribution mechanisms by digital platforms.	Relevant for examining the crawling, technical approval, and programmatic advertising monetization practices that Google applies to PorosJakarta.com.
Article 10	Establishment of an oversight committee to facilitate dialogue, negotiation, and dispute resolution between press companies and digital platforms.	Used to assess the effectiveness of oversight of platform compliance, dispute resolution, and the protection of publishers' economic rights.

From the side of PorosJakarta.com, the cooperation mechanism set by Google requires content to pass technical approval, such as crawling and algorithmic evaluation, before it can be distributed. Moh Gunawan, Head of Content Management at PorosJakarta.com, explained that Google distributes content through services such as Google News and Discover rather than buying the content directly: "It was only approved after Google had crawled the site for two weeks. So PorosJakarta's content could enter the Google Index, Google Discover, and Google News" (personal communication, 20 February 2026). After PorosJakarta.com applied as a partner and met the technical requirements, it installed advertising scripts that Google analyzes and distributes: "Google distributes its ads… Google directly distributes them to the Poros website, because PorosJakarta installs the AdSense script… Once approved, yes, Google distributes the ads" (personal communication, 20 February 2026).

The visibility of PorosJakarta.com content in Google Discover and Search directly affects traffic and programmatic advertising revenue (Figure 1). Data from Google Search Console for the three-month period from 20 November 2025 to 18 February 2026 show 30.3 thousand total clicks, 2.38 million total impressions, an average click-through rate (CTR) of 1.3%, and an average position of 12 in web search results (Figure 2). These

indicators show how platform algorithms determine the visibility of content and the number of visitors who reach it, which in turn affects advertising revenue.

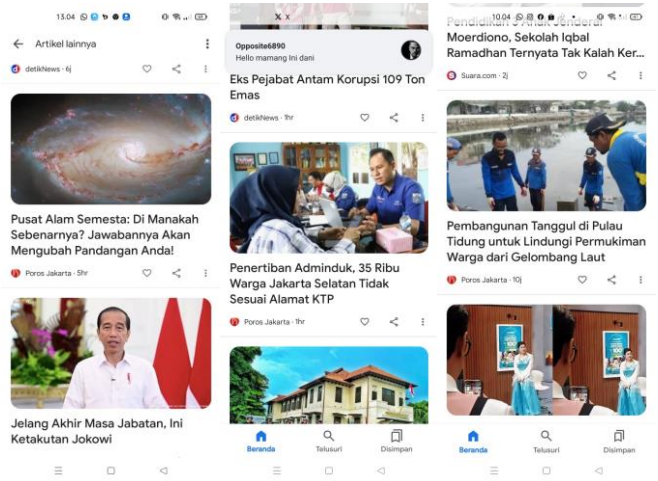


Figure 1. Screenshots of Google Discover showing indexed PorosJakarta.com content. Source: PorosJakarta.com, screenshots provided by the informant.

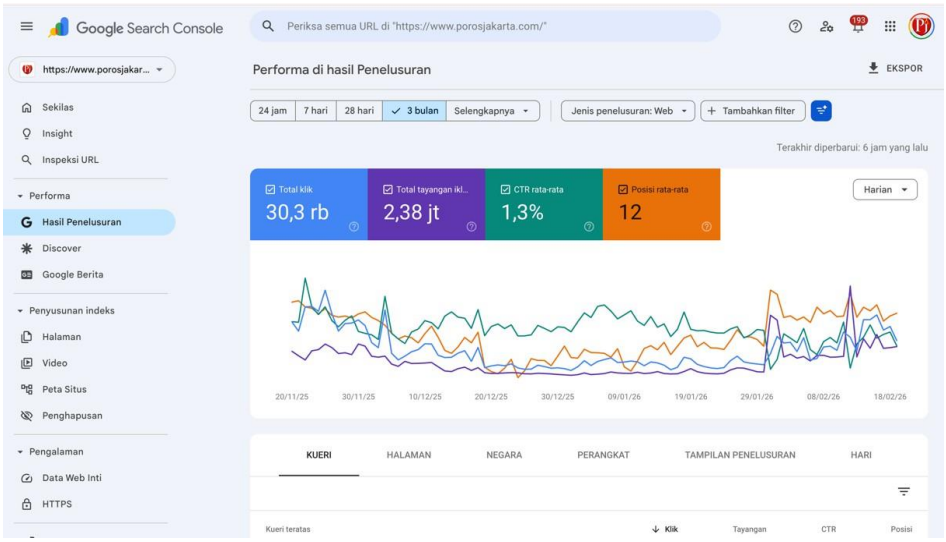


Figure 2. Performance of PorosJakarta.com content in web search results in Google Search Console (three-month period). Source: Google Search Console, PorosJakarta.com account, screenshot provided by the informant (data retrieved 21 February 2026).

Another significant issue is the effect of AI-generated summaries produced by Google, which allow users to obtain the core of a piece of content without clicking through to the PorosJakarta.com site (Figure 3). Because users receive the key information without visiting the cited site, traffic falls and programmatic advertising revenue declines, which directly affects publishers' economic rights.

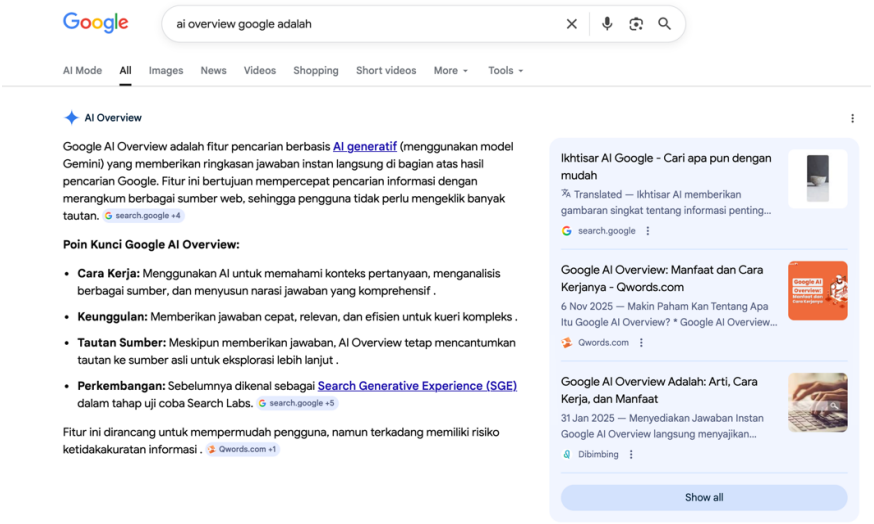


Figure 3. Screenshot of AI Overview displaying a summary of specific content. Source: researchers' screenshot (13 March 2026).

DISCUSSIONS

The findings show that, at the normative level, Presidential Regulation No. 32 of 2024 can provide legal protection for online news licensing. Article 7 makes licensing, revenue sharing, and data sharing the basis of cooperation; Article 8 strengthens fairness through transparency and equal treatment; Article 9 addresses distribution and licensing mechanisms; and Article 10 provides an oversight instrument through the committee[19]. For PorosJakarta.com, the regulation is a normative basis for demanding compensation for the use of its content, for increasing transparency in distribution, and for strengthening its economic rights. This is in line with earlier studies that discuss Publisher Rights as a means of protecting conventional and national media in the digital era[22,23].

In practice, however, this protection remains limited. The approval given by platforms is largely technical and administrative, such as crawling, indexing, and integration of the advertising system, rather than a substantive negotiation between equals. Publishers adjust to platform policies in order to maintain traffic and audience, so approval tends to be implicit. The result is an asymmetric relationship in which publishers depend on platform algorithms and policies for traffic and revenue and have limited control over the distribution and economic value of their content[24]. Small media such as PorosJakarta.com are the most affected, because they have little room to negotiate compensation, and the economic imbalance persists.

Compared with earlier studies, the findings show both similarities and differences. Like Rohmana et al. [22] and Syafruddin et al. [23], who present Publisher Rights as a

means of achieving fairness and justice for national and conventional media, this study finds that the Regulation gives small outlets a normative basis to demand fair treatment, and Hamdani and Markoni [21] similarly examine the legal protection that the Regulation offers the Indonesian press. The difference is that these studies mainly work at the level of norms and principles, whereas this study adds empirical evidence from a single small online outlet: Google's approval is technical and administrative, and the Search Console data and the effect of AI Overview show how platform decisions translate directly into traffic and revenue. The findings also echo Furgał and Kretschmer [24], who analyze bargaining in the shadow of the press publishers' right: a legal right for publishers does not by itself remove the bargaining asymmetry with platforms. The Indonesian case differs in that the outlet studied here reaches Google's services through technical approval rather than negotiation, so the asymmetry is visible even before any licensing negotiation takes place.

The effectiveness of the regulation also depends on platform compliance, algorithmic transparency, and the implementation of license-based cooperation agreements. The low level of compliance reported by the Chair of KTP2JB shows that, although a legal framework exists, its implementation still relies on platforms and on the institutions that oversee them. Algorithmic transparency, which Article 8 requires, remains difficult for small publishers to access, and administrative requirements such as verification by the Press Council further complicate access to economic rights. This is consistent with institutional economics, which holds that rules work only when their enforcement is effective[31].

AI-generated summaries that display content without a click further weaken publishers' economic rights, because the platform captures the informational value of the content while the publisher loses traffic and advertising revenue. This issue is closely related to the legal responsibility of intermediaries that reuse journalistic content[18] and underlines the need for the oversight committee and transparency obligations to be enforced effectively in the digital era. Overall, Articles 7 to 10 of the regulation form a comprehensive legal framework for the relationship between digital platforms and press companies, but implementation still faces structural challenges: an imbalance of power, limited transparency, and weak enforcement. The success of the regulation therefore depends not only on the completeness of its norms but also on the effectiveness of implementation and on the commitment of the parties to a genuinely fair cooperation.

Limitations and recommendations for future research

This study has several limitations. First, it is a single-case study of one small online outlet, PorosJakarta.com, and its dependence on Google, so the findings cannot be generalized to all press companies, particularly larger outlets that may hold stronger bargaining positions. Second, the interview data come from two informants and reflect their views at the time of data collection (February 2026); the perspectives of Google and of other platforms such as Meta were not included. Third, the Search Console data cover only three months (20 November 2025–18 February 2026) and the AI Overview evidence is a single screenshot, so the effect of AI-generated summaries on revenue is indicated rather than measured. Fourth, the Regulation is relatively new, and its effectiveness may change as platform compliance and the oversight committee develop.

Future research could (1) compare several press companies of different sizes and regions, (2) include platform representatives and use mixed methods to quantify revenue loss from AI-generated summaries over a longer period, (3) extend the analysis to other platforms such as Meta, and (4) evaluate the work of the oversight committee and the content of license agreements as implementation matures.

CONCLUSION

Presidential Regulation No. 32 of 2024, particularly Article 7, normatively provides a clear legal basis for protecting the economic rights of press companies through cooperation based on licensing, revenue sharing, and the sharing of aggregated user data, and it gives publishers the legitimacy to demand compensation for the use of their news content. In practice, however, this protection is not yet fully effective for small media such as PorosJakarta.com, which face a weak bargaining position, limited access to licensing mechanisms, and administrative obstacles such as Press Council verification. Google's approval mechanism is technical and administrative, consisting of crawling, indexing, and integration with the advertising system, rather than a substantive negotiation between equals, and it therefore creates an asymmetric relationship in which publishers depend on platform algorithms and policies for traffic and revenue. Challenges also remain in platform compliance, algorithmic transparency, and enforcement, and they are aggravated by AI summaries that reduce visits to publishers' sites. Stronger oversight, greater transparency, and firmer enforcement are therefore needed so that Publisher Rights can create a fairer and more sustainable digital media ecosystem.

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Conflict of Interest The authors declare no conflict of interest.

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