



Indonesia Open Government National Action Plan 2016-2017

Jakarta, October 2016



OPEN
GOVERNMENT
INDONESIA

OPEN GOVERNMENT INDONESIA ACTION PLAN 2016-2017

A. Introduction

The 2016-2017 Open Government Indonesia Action Plan (OGI Action Plan) is the fourth Action Plan formulated following Indonesia's participation in the global Open Government Partnership (OGP).

The 2016-2017 OGI Action Plan marks the first action plan formulated and approved under Joko Widodo's Presidency after taking office in October 2014.

President Joko Widodo has affirmed that government's presence in the society is imperative in building a clean, effective, democratic, and credible governance. The vision is henceforth translated into the five national development agenda: (i) perpetual democratic consolidation to restore public trust; (ii) enhanced role and representation of women in politics and development; **(iii) enhanced government transparency and accountability;** **(iv) enhanced and improved national civil service reform quality;** and **(v) enhanced citizen participation in policy making.** From the five development agenda, agenda (iii), (iv), and (v) laid out the foundation for open government policies, which charts the course for transparent, accountable, responsive and participatory government.

Furthermore, the 2015-2019 National Medium Term Development Plan (*RPJMN*) warrants three primary strategies in elevating government transparency and accountability performance, which are: (i) improvements in performance management system and reporting, (ii) e-government application to support government and development business process, and through (iii) implementation of open government.

Improving quality of public services constitutes a priority in the 2015-2019 National Medium Term Development Plan (*RPJMN*), to advance the national civil service reform and quality improvement effort. Strategies to improve public services will include: (i) effective implementation of Law No. 25/2009 on Public Services; (ii) public services innovation; (iii) enhanced public participation in public services delivery; and (iv) strengthening public services oversight capacities and effectiveness.

Furthermore, to enhance public participation in policy making process, the 2015-2019 *RPJMN* establishes two primary strategies, i.e.: (i) building public information disclosure and public communications; and (ii) encouraging citizen access and utilization of public information.

The pinnacle of the good governance focus is the strategy for mainstreaming good governance, which is a prerequisite for the achievement of short, medium, or long term national development objectives. Governance mainstreaming strategy is divided into 4 (four) primary focus i.e. (i) infrastructure for disclosure, (ii) public participation, (iii) civil service reform, and (iv) public services.¹

In the aforementioned context, disclosure policies act as catalyst in the effort to achieve good governance. The 2016-2017 OGI Action Plan is formulated to drive to

¹ National Medium Term Development Plan (*RPJMN*) Book II, Chapter 1.1.2

the implementation of Indonesian government priorities in enhancing government transparency and accountability performance.

The 2016-2017 OGI Action Plan is expected to contribute to the government's efforts in addressing the 5 (five) primary challenges that Indonesia is facing in achieving an open and accountable government, which are:

- i. Systematic corrupt practices;
- ii. Limited access to public information;
- iii. Limited channels facilitating public participation;
- iv. Public services delivery not reaching optimum quality;
- v. Weak law enforcement system.

As a footnote, apart from the OGI Action Plan which has been launched annually since 2012, in the efforts to achieve clean and accountable governance, there are two other complementary policies developed by the Government of Indonesia, i.e., Roadmap of Civil Service Reform 2010-2014 and 2015-2019² and National Strategy for Prevention and Eradication of Corruption 2012-2025. In order to attain synergy between the two strategies, OGI Action Plan's focus will be limited in addressing challenges (ii), (iii), and (iv).

OGI Action Plan specifically attempts to address the three challenges through:

- i. **Encouraging utilization of disclosed information.** Efforts to promote public institution information accessibility and disclosure (supply side), is to be complemented with efforts to promote utilization of disclosed information. Full (optimum) utilization of public information is believed to be the key for enhanced public information transparency;
- ii. **Promoting public participation in government administration system.** The Action Plan stipulates the formulation of practical references for Ministries/Agencies in conducting public consultation, as part of the efforts to encourage public participation in government administration.
- iii. **Enhancing government's responsiveness to citizens' needs and aspirations.** In order to enhance government responsiveness to public needs, a mechanism is created to facilitate swift response. The Action Plan endeavors to support the integration of Online Citizen Aspiration and Complaints System (*LAPOR!*) into the National Public Complaints Administration (*SP4N*).

In order to address the three challenges, 2016-2017 OGI Action Plan is divided into 4 (four) primary focus:

- i. **Enhanced public participation.** Enhancing public participation efforts are made through three interventions: formulation of open government road map, formulation of guidelines to apply open government principles in the efforts to

² Road Map for Civil Service Reform 2010-2014 and 2015-2019 which can be downloaded from the following links: <http://www.menpan.go.id/jdih/permen-kepmen/permenpan-rb/file/288-permenpan-2010-no-020> and <http://www.menpan.go.id/jdih/permen-kepmen/permenpan-rb/file/4999-permenpan-2015-no-011?start=20>

2. National Strategy for Prevention and Eradication of Corruption 2012-2025 which can be downloaded from the following links:
<http://acch.kpk.go.id/documents/10180/16508/6+Strategi+Pencegahan+dan+Pemberantasan+Korupsi/d04a518-07f9-4dab-90ba-af98b04b48eb;jsessionid=B44DA111A5475DB351F35415DE0E05AB>

achieve Sustainable Development Goals, and formulation of public participation in geospatial information administration standard references.

ii. Governance reform, civil service reform, and strengthening public services

Governance reform at the lowest administration level will be carried out through village administration governance strengthening. Strengthening public services will be achieved through the Citizens Online Aspirations and Complaints Service (*LAPOR*) as a National Public Complaints Administration System (*SP4N*) integrating and utilized by all public institutions in Indonesia, and strengthening Ombudsman oversight.

iii. Enhancing Public Information Disclosure

Enhanced public information disclosure will be achieved through information disclosure utilization pilots in 4 (four) public institutions i.e. Ministry of Education and Culture, Ministry of Research, Technology and Higher Education, Ministry of Health, and Provincial Government of Special Capital Region (*DKI*) Jakarta.

iv. Strengthening Data Governance

Strengthening government administration data governance is an effort made to generate accurate, updated, comprehensive, and open data, accessible to Ministries/Agencies/Offices as precondition to evidence based or evidence informed policy making.

In addition, to bring open government benefits closer to the society, the 2016-2017 OGI Action Plan will also involve sub national governments through series of commitments from five Regional Governments, i.e., (i) Provincial Government of *DKI* Jakarta, (ii) City Government of Bandung, (iii) City Government of Semarang; (iv) City Government of Banda Aceh, (v) Regency Government of Bojonegoro, who have pledged commitment to be part of the Open Sub-National Government Pilot Project.

B. Efforts to Promote Open Government

A number of key/flagship programs are underway since 2012 to promote open government agenda, including:

a) Citizen Online Aspiration and Complaints Service (*LAPOR*)

LAPOR is launched in 2011 as an embryo for integrated public aspiration and complaints system utilized by all Ministries/Agencies and Regional Governments.

At present *LAPOR* is declared as a National Priority Program, with primary output target of the utilization and/or integration of *LAPOR* system into the National Public Complaints Administration System (*SP4N*) or known as *LAPOR-SP4N*, as governed by Ministry of State Apparatus and Civil Service Reform (*PermenPAN RB*) Regulation No. 3/ 2015 on Road Map for National Public Complaints Administration System. Until September 2016, *LAPOR* is connected to 100 Ministries/Agencies, 45 Regional Governments, 83 State Owned Enterprises and 131 Indonesian Embassies and Consulates abroad.

b) Ona Data Indonesia Initiative

Accurate, updated, comprehensive, open and publicly accessible data or often known as ‘high integrity’ data is a precondition to quality development administration and for citizen participation in development administration.

One Data initiative is an initiative by Government of Indonesia to generate high integrity data. Relations between data and development is like two sides of the same coin; thus without integrated national development management, it would not be possible to generate high integrity development data.

The One Data Initiative is carried out through government data governance reform based on 3 (three) primary principles: one standard data, one metadata, and one data portal (data.go.id).

In order to ensure sustainability of Indonesian data governance reform, the government is currently formulating the legal framework and technical procedures, in the form of a Presidential Regulation, which will provide guidelines for government agencies. As of September 2016, there have been 32 central and regional governments connected to data.go.id.









































c) Transparency in Budgeting Process

Good budget governance is a reflection of accountable government administration.

One of the preconditions to Indonesia’s participation in Open Government Partnership is transparency and public participation in national budgeting. Indicators referred to by the OGP is the biannual index of budget transparency released by the International Budget Partnership (IBP)³, a non-profit organization working on open budget surveys and facilitating the global open budget movement.

Rate of Indonesia’s budget openness since 2008 to 2016 is illustrated by the table below.

³ IBP released Open Budget Index since 2006. Eight IBP indicators demonstrate budget system openness of a country, referring to the accessibility of the eight documents: 1) Fiscal policy and macro economic policy principles; 2) Simple version of Draft National Budget (RAPBN) and National Budget (APBN); 3) Fiscal Note (Nota Keuangan), Draft National Budget (RAPBN), and Work and Budget Proposal of Ministries and Agencies (RKA-KL); 4) National Budget Law (UU APBN) and Budget Line Items (DIPA); 5) Budget disbursement reports, monthly or quarterly; 6) Biannual budget report; 8) Audit Report from the Supreme Audit Board (BPK).

Document	2006	2008	2010	2012	2015
Fiscal and economic policy principles					
Proposed National Budget (RAPBN)					
Fiscal Note and National Budget Law (UU APBN)					
Proposed Budget (RAPBN) and National Budget (APBN), Simple Version					
Monthly/Quarterly Disbursement Report					
Biannual Budget Report					
Budget Final Report					
Audit Report by Supreme Audit Board (BPK)					
OBI Score	42	54	51	62	59

Source: <http://www.internationalbudget.org/wp-content/uploads/OBS2015-CS-Indonesia-English.pdf>

Notes:

	Not Published
	Internally Published
	Published

In general, Indonesian budget openness system according to IBP is in constant upward trend. In South East Asia, Indonesia ranks second (after the Philippines, scoring 64/100). Even with the increasing trend since 2006, more efforts are needed to improve transparency, public participation, and oversight aspects of the budgeting process in Indonesia.

d) Establishment of Public Information Service Desk (*PPID*) and Formulation of Public Services Standards – Implementation of Law 14/2008

Law 14 /2008 on Public Information Disclosure mandates all public information to be open and accessible to all public information users. The Law also stipulates that to deliver streamlined, swift, and appropriate services, every Public Agency has to appoint a Public Information Service Desk Officer (*PPID*).

Following Public Information Disclosure Law effective entry into force in 2010, implementing regulations are issued, inter alia the Government Regulation 61/2010 and Information Commission Regulation Number 1 Year 2010 on Public Information Service Standards, which require all public institutions to establish Public Information Service Desk (*PPID*). Apart from *PPID*, public institutions are required to set public information standards to support public information activity services. The public information service standards involve, inter alia, standards for information gathering, information provision, documentation, and determination of information classification.

The OGI Action Plan underpins government instruments to accelerate implementation of the Public Information Disclosure Law.

Until August 2016, there are 487 institutions or 67,51% Ministries/Agencies/Regional Governments appointing new *PPID* from a total of 708. Meanwhile, there is no valid data available on the number of public agencies developing public information service standards as not all public agencies are publishing their formulated standards.

It needs to be recognized that the Public Information Disclosure Law implementation has not been fully effective. The recognition is evidenced by the fact that not all public agencies have appointed *PPID*; only few public agencies are providing information as mandated by the Public Information Disclosure Law; there are still misperceptions on information disclosure; public information disputes - related to information request of information categorized as public information by the PID Law - are still rampant; and the low level of citizen participation in the implementation of PID Law.

In the future, the acceleration of *PPID* establishment in all Ministries/Agencies/Regional Government will be a priority action set forth by the National Action Plan for the Prevention and Eradication of Corruption for 2016-2017.

C. National Action Plan Formulation Process.

The 2016-2017 Open Government Indonesia National Action Plan is formulated for 11 months beginning from November 2015 to October 2016.

A new approach applied in the Action Plan formulation constitutes the creation of small team formulating the action plan, comprising of government and civil society organizations' representatives facilitated by OGI National Secretariat. A number of outputs from the small team are:

- i. Identification of grand challenges faced by Government of Indonesia in promoting open government agenda;
- ii. Identification of methodologies to gather input, which will be carried out through two approaches: online and offline. Offline through various FGD at national and sub national level accompanied with dissemination of questionnaires. Online involves questionnaires disseminated through OGI social media which includes website, Facebook, and Twitter;
- iii. Identification of regional government to be visited for the purpose of subnational open government pilot project. The three regions selected to visited include: Special Region of Aceh Provincial Government, City of Makassar, and Bojonegoro Regency. The three regional governments are also selected for representing the west, central and eastern regions and the three government administration levels at the sub national level; and
- iv. Agreed timelines of the Action Plan development that was then uploaded in OGI website (<http://opengovindonesia.org/renaksi-ogi-2016-2017/tahapan-penyelesaian-renaksi-ogi-2016-2017/>)

There are 3 (three) factors considered in the process of formulating the 2016-2017 Action Plan:

1) Evaluation Results of the Government Self-Assessment Report (GSAR) 2014

Data indicated that the 2014-2015 Action Plan non-achievement rate is extremely high (almost 50%) compared to the previous action plan. Based on 2014 GSAR evaluation, one of the reasons behind the commitments non delivery is funding issues. This is caused by the fact that action plan formulation has not been fully integrated with government planning and budgeting cycle. Moving forward, efforts will be made to better align action plan formulation with the national planning and budgeting cycle.

2) Recommendations from Independent Reporting Mechanism (IRM) Progress Report 2014

There are a number of recommendations from the 2014 IRM Progress Report, which underlie the considerations of 2016-2017 Action Plan, including: i) the need to incorporate open government solutions oriented commitments in a number of policy areas such as the One Map Policy, fiscal transparency, and implementation of Village Law; ii) the need to develop online platform to provide opportunities for citizens to monitor progress and take part in the formulation process; and iii) importance of formal institutionalization of the OGI Secretariat structure to ensure OGP Action Plan implementation.

3) OGP Guidelines for Country Commitments Public Consultation

Civil society's demand for inclusive OGI Action Plan formulation has driven the Secretariat to review guidelines produced by the OGP Secretariat. The following are measures to ensure alignment with recommended guidelines:

- i. Invitation and schedule of meetings were circulated or published at the latest 1 week prior to meeting;
- ii. Updated minutes of meeting and consultation materials were uploaded at OGI website at the latest 1 week after meeting;
- iii. Online platform was developed to facilitate public monitoring of formulation and implementation of action plan; and
- iv. Open Government Indonesia work structure was officiated in mid September 2016 through the issuance of Minister of National Development Planning/Head of National Development Planning (*Bappenas*) Decree on Establishment of Strategic Coordination Team for OGI Action Plan

D. 2016-2017 Open Government Indonesia National Action Plan

The 2016-2017 OGI Action Plan comprises of 26 commitments in 14 Central Government Ministries/Agencies and 22 commitments in 5 (five) Sub National Governments. The 2016-2017 Detailed of Action Plan is attached (**ATTACHMENT I**).

E. Monitoring and Evaluation of 2016-2017 National Open Government Indonesia Action Plan

The OGI Action Plan will be reviewed 4 (four) times in a year. OGI National Secretariat will work with each lead organization to break down annual success indicators into quarterly milestones (month 3, 6, 9, and 12) using the "8-Column-

Format” (*Format Delapan Kolom (F8K)*). The quarterly achievements are reported through the Executive Office of the President’s project monitoring application. The schedule for 2016-17 Action Plan reporting cycle will be provided in December 2016.

It is worth noting that as the 2016 Action Plan was only launched in November 2016, therefore the 2016 reporting schedule will only happen once that is at the end of 2016.
