



The third Indonesian national action plan expanded the scope of activity and progress in land transparency and public procurement. Progress, however, was stalled due to shifting internal priorities for implementation of the action plan. This limited overall effect of the action plan on opening government practice. Going forward, prioritizing public facing policy reforms in response to citizen-driven movements could lead to more meaningful changes in government practice.

Open Government Partnership (OGP) is a voluntary international initiative that aims to secure commitments from governments to their citizenry to promote transparency, empower citizens, fight corruption, and harness new technologies to strengthen governance. The Independent Reporting Mechanism (IRM) carries out a review of the activities of each OGP-participating country. **This report summarizes the results of the period of May 2014 to 31 December 2015 and includes some relevant developments up to 31 December 2016.**

Initially, the OGP process in Indonesia was coordinated by President's Delivery Unit for Development Supervision and Control (UKP4), whose role was later taken over by the National Planning Agency (Bappenas) following the 2014 General Election. During this implementation period, the Open Government Indonesia (OGI) initiative was led by UKP4, which coordinated civil society and government stakeholders through an assembly called the Core Team.

During the implementation period, Core Team meetings served as the multi-stakeholder consultation forum. While Indonesian civil society organizations (CSOs) were consulted in the nomination of the seven Core Team civil society representatives, there was very little meaningful consultation and collaboration between government and wider civil society on commitment implementation. Core Team held closed meetings and did not publish full meeting notes. According to interviews, the

Table 1: At a Glance		
	Mid-term	End-of-term
Number of commitments	19	
Number of milestones	60	
Level of completion (commitments)		
Completed	1	3
Substantial	5	6
Limited	10	8
Not started	3	2
Number of commitments with:		
Clear relevance to OGP values	17	
Transformative potential impact	0	
Substantial or complete implementation	6	9
All three (□)	0	0
Did it open government?		
Major	2	
Outstanding	0	
Moving forward:		
Number of commitments carried over to next action plan:	Unknown	

focus of the meetings was more on “mainstreaming” OGP issues and event-organizing rather than evaluating and tracking progress on action plan commitments.

At the time of writing this report (October 2016), Indonesia had not presented a new action plan for its fourth cycle. The fourth action plan was published in late 2016.

Consultation with civil society during implementation

Countries participating in OGP follow a process for consultation during development of their

Table 2: Action Plan Consultation Process		
Phase of Action Plan	OGP Process Requirement (Articles of Governance Section)	Did the Government Meet this Requirement
During Implementation	Regular forum for consultation during implementation?	No
	Consultations: Open or Invitation-only?	N/A
	Consultations on IAP2 spectrum	N/A

OGP action plan and during implementation.

The Open Government Indonesia (OGI) initiative was led by President’s Delivery Unit for Development Supervision and Control (UKP4) and coordinated between civil society organizations (CSOs) and government agencies through an assembly called the Core Team. There are seven CSOs represented in the Core Team and seven ministries.¹

During the implementation period, Core Team meetings served as the multi-stakeholder consultation forum. While Indonesian CSOs were consulted in the nomination of the seven Core Team civil society representatives, there was very little meaningful consultation and collaboration between government and wider civil society on commitment implementation. Core Team held closed meetings and did not publish full meeting notes.

According to interviews, the focus of the meetings was more on “mainstreaming” OGP issues and event-organizing rather than evaluating and tracking progress on action plan commitments.

Maryati Abdullah compared three multi-stakeholder arenas in the extractive industry: coordination and supervision by the Commission for the Eradication of Corruption (KPK), the Extractive Industry Transparency Initiative (EITI), and Open Government Indonesia (OGI). Among these three, Abdullah considered OGI to be the weakest institution, based on the lack of clarity of OGI-participation mechanisms for civil society and the lack of direct co-creation between stakeholders and the government. By contrast, the supervisory authority granted to the KPK through the National Movement to Safeguard Natural Resources was politically supported, as evidenced by the attendance of ministers and director generals at meetings. The attendance of such high-ranking officials created space for civil societies to directly convey their aspirations. Each ministry also provided technical teams to update recent developments, thus enabling monitoring and evaluation by civil societies. While OGI was not expected to command this level of political support, it had a valuable resource from governance projects around the world via its global network.²

The importance of high-level support was also mentioned by Fithya Findie (the Head of National OGI Secretariat), in addition to the institutional challenges faced by OGI. Findie estimates that only 10-30 percent of Ministries are intrinsically motivated to develop open

government within their institutions, whereas the rest consider it a perfunctory target to be met at the minimum passable level.³

¹ The seven CSOs are: Pattiro, Transparency International Indonesia, Seknas Fitra, ICEL, GerAK Aceh (The Aceh Anti-Corruption Movement), JARI Indonesia, and Komite Pemantau Legislatif (KOPEL) Makassar. The seven Government institutions are: UKP4, the National Planning Agency (Bappenas), the Ministry of Administrative and Bureaucratic Reform (KemenPANRB), the Ministry of Communication and Informatics (KemenKomInfo), the Ministry of Foreign Affairs (Kemlu), the Ministry of Home Affairs (KemenDagri), the Central Information Commission (KIP).

² IRM researchers, interviews with Maryati Abdullah, National Coordinator of PWYP Indonesia, 3 June 2016. As a testament to the effectiveness of KPK supervision and coordination, Maryati cites that 1000 permits in the coal sector have already been revoked, saving state revenue of up to 10 trillion (2014) and 25 trillion (2015) in the coal sector. This success resulted in the issuance of the Minister of Energy and Mineral Resources Regulation No. 43 of 2015 regarding Procedure for Evaluation of Mineral and Coal Mining Permit Issuance, which helps to monitor companies in protected forests and other conservation areas. Currently the coordination-supervision authority of the KPK has been extended to the energy sector (oil, gas, and electricity).

³ IRM researchers, interviews with Fithya Findie, Head of the Secretariat of the OGI, 25 April 2016.

Progress in commitment implementation

All the indicators and methods used in Independent Reporting Mechanism (IRM) research can be found in the IRM Procedures Manual, available at (<http://www.opengovpartnership.org/about/about-irm>). One measure deserves further explanation due to its particular interest for readers and usefulness for encouraging a race to the top between Open Government Partnership (OGP)-participating countries: the “starred commitment.” Starred commitments are considered exemplary OGP commitments. To receive a star, a commitment must meet several criteria:

1. It must be specific enough that a judgment can be made about its potential impact. Starred commitments will have "medium" or "high" specificity.
2. The commitment’s language should make clear its relevance to opening government. Specifically, it must relate to at least one of the OGP values of Access to Information, Civic Participation, or Public Accountability.
3. The commitment would have a "transformative" potential impact if completely implemented.
4. Finally, the commitment must see significant progress during the action plan implementation period, receiving a ranking of "substantial" or "complete" implementation.

Based on these criteria, at the midterm report, Indonesia’s action plan contained no starred commitments. At the end of term, based on the changes in the level of completion, Indonesia’s action plan contained no starred commitments.

Commitments assessed as star commitments in the midterm report can lose their starred status if at the end of the action plan implementation cycle, their completion falls short of substantial or full completion, which would mean they have an overall limited completion at the end of term, per commitment language.

Finally, the graphs in this section present an excerpt of the wealth of data the IRM collects during its progress reporting process. For the full dataset for Indonesia, see the OGP Explorer at www.opengovpartnership.org/explorer.

About “Did it open government?”

Often, OGP commitments are vaguely worded or not clearly related to opening government, but they achieve significant political reforms. Other times, commitments with significant progress may appear relevant and ambitious, but fail to open government. To capture these subtleties and, more importantly, actual changes in government practice, the IRM introduced a new variable ‘did it open government?’ in end of term reports. This variable attempts to move beyond measuring outputs and deliverables to looking at how the government practice has changed as a result of the commitment’s implementation. This can be contrasted to the IRM’s “Starred commitments” which describe *potential* impact.

IRM researchers assess the “Did it open government?” with regard to each of the OGP values relevant to this commitment. It asks, did it stretch the government practice beyond business as usual? The scale for assessment is as follows:

- Worsened: worsens government openness as a result of the measures taken by commitment.

- Did not change: It did not change government practice: did not change status quo
- Marginal: some change, but minor in terms of its impact over level of openness.
- Major: a step forward for government openness in the relevant policy area, but remains limited in scope or scale
- Outstanding: a reform that has transformed 'business as usual' in the relevant policy area by opening government

To assess this variable, researchers establish the status quo at the outset of the action plan. They then assess outcomes *as implemented* for changes in government openness.

Readers should keep in mind limitations. IRM end of term reports are prepared only a few months after the implementation cycle is completed. The variable focuses on outcomes that can be observed on government openness practices at the end of the two-year implementation period. The report and the variable do not intend to fully assess impact because of the complex methodological implications and the timeframe of the report.

General overview of commitments

As part of OGP, countries are required to make commitments in a two-year action plan. End of term reports assess an additional metric, 'did it open government?' The tables below summarize the completion level at the end of term and progress on this metric. Note that for commitments that were already complete at the midterm, only an analysis of 'did it open government?' is provided. For additional information on previously completed commitments, please see the Indonesia IRM midterm progress report.

Indonesia's 2014 action plan is focused on four key areas: Strengthening Open Governance Infrastructure to Support Better Public Services; Improving Quality of Openness in Basic Public Services; Accelerating Open and Good Governance Practices in Corruption-Prone Areas; and Improving Quality of Openness in Common Public Interest Areas.

The IRM researchers would like to emphasize that the detailed version of the action plan (which contains exact milestones and targets) has never been submitted by the Indonesian Government to the OGP Support Unit. In 2015, some of the action plan was modified (some targets were lowered, some were raised); however, several of these adjustments were not reported to the OGP Support Unit. The IRM researchers based evaluations on the original 2014 milestones, except when officially modified or withdrawn.

As an implication of the failure to communicate and publish the detailed milestones, the actual detailed action plan was not available for public scrutiny.

Errata on Milestone & Commitment Completion Levels at the Midterm

Since publication of the midterm report, significantly more information has become available. The IRM researchers have adjusted midterm completion levels for some milestones and commitments in the end of term report. The IRM Procedures Manual (<http://bit.ly/1XSBGNF>) provides guidance on IRM methodology regarding completion. Adjusted commitments are clearly marked and the revised coding is explained in the narrative section below. Changes can be attributed to the following:

- Lack of information resulting in a miscoding of "Unclear" rather than "Not Started;"
- Confusion between relevant documents resulting in higher coding than otherwise assumed;

- Corrections and supplementary information provided by stakeholders during later interviews.

The IRM and IEP take these discrepancies seriously and have taken an active role in ensuring that the assessment and level of completion are as accurate as possible going forward.

The following commitments' and milestones' completion levels were revised following the introduction of additional evidence and application of IRM methodology regarding completion:

Table 3

Commitment/Milestone Title	Midterm Completion	Revised Midterm Completion Coding	Did Revision Affect Overall Commitment Completion Level?
Milestone 3.4: Encouraging public participation in monitoring the quality of public services	Unclear	Limited	No
Milestone 3.5: Improving the quality of public services to encourage public satisfaction	Unclear	Limited	No
Milestone 4.4: Integrated emergency services	Substantial	Not started	No
Milestone 6.2: Improving the quality of public services in the scope of the Police	Limited	Not started	No
Milestone 8.2: Regional Information System and Commodity Prices	Complete	Limited	No
Milestone 12.4: E-procurement for upstream oil and gas	Complete	Not started	No
Commitment 13: Improve public participation in Development Planning	Unclear	Not started	No
Milestone 15.2: Establish list of public information on the environment	Unclear	Not started	No
Milestone 15.3: Public participation in environmental policy formulation	Unclear	Not started	No
Commitment 19: Community Empowerment to Develop the Creative Sector	Unclear	Limited	Yes

Table 4. Overview: Assessment of Progress by Commitment

Commitment Overview	Specificity				OGP Value Relevance (as written)				Potential Impact				Completion		Midterm		Did it Open Government?					
	None	Low	Medium	High	Access to Information	Civic Participation	Public	Accountability & Technology & Innovation for Transparency & Accountability	None	Minor	Moderate	Transformative	Not Started	Limited	End of Term		Worsens	Did Not Change	Marginal	Major	Outstanding	
															Substantial	Completed						
1. Strengthening Transparency Infrastructure of Public Bodies		✓			✓			✓							✓			✓				
2. Strengthening Infrastructure of Central and Local Information Commission			✓		✓					✓				✓					✓			
3. Strengthening Institutional and Human Resources Infrastructure for Public Services				✓	✓	✓		✓					✓						✓			
4. Improve Quality of Openness in Health Services				✓	✓	✓	✓	✓			✓			✓					✓			
5. Improve Quality of			✓		✓					✓			✓						✓			

Openness in Education Services													✓							
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Commitment Overview	Specificity				OGP Value Relevance (as written)				Potential Impact				Completion		Midterm		End of Term		Did it Open Government?				
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Innovation & Transparency & Accountability	None	Minor	Moderate	Transformative	Not Started	Limited	Substantial	Completed	Worsens	Did Not Change	Marginal	Major	Outstanding		
6. Accelerate Open and Good Governance Practices in Law Enforcement				✓	✓			✓			✓				✓	✓				✓			
7. Accelerate Open and Good Governance Practices in Goods and Services Procurement				✓		✓	✓	✓			✓					✓				✓			
8. Accelerate Open and Good Governance Practices in Business Development and Investment Sector				✓	✓	✓	✓	✓			✓			✓				✓					

9. Accelerate Open and Good Governance Practices in Land Affairs	Specificity				OGP Value Relevance (as written)				Potential Impact				Completion				Midterm				Did it Open Government?			
	None	Low	Medium	High	Access to Information	Civic Participation	Public	Accountability & Technology & Innovation for Transparency & Accountability	None	Minor	Moderate	Transformative	Not Started	Limited	Substantial	Completed	Worsens	Did Not Change	Marginal	Major	Outstanding			
			✓		✓			✓			✓			✓							✓			
10. Accelerate Open and Good Governance Practices in Management of Migrant Workers	Specificity				OGP Value Relevance (as written)				Potential Impact				Completion				Midterm				Did it Open Government?			
	None	Low	Medium	High	Access to Information	Civic Participation	Public	Accountability & Technology & Innovation for Transparency & Accountability	None	Minor	Moderate	Transformative	Not Started	Limited	Substantial	Completed	Worsens	Did Not Change	Marginal	Major	Outstanding			
				✓	✓	✓		✓			✓				✓				✓					

Commitment Overview	Specificity				OGP Value Relevance (as written)				Potential Impact				Completion		Midterm		Did it Open Government?							
	None	Low	Medium	High	Access to Information	Civic Participation	Public	Accountability & Technology & Innovation for Transparency & Accountability	None	Minor	Moderate	Transformative	Not Started	Limited	Substantial	Completed	Worsens	Did Not Change	Marginal	Major	Outstanding			
			✓		✓			✓			✓			✓							✓			
11. Accelerate Open and Good Governance Practices in Hajj Management	Specificity				OGP Value Relevance (as written)				Potential Impact				Completion				Midterm				Did it Open Government?			
	None	Low	Medium	High	Access to Information	Civic Participation	Public	Accountability & Technology & Innovation for Transparency & Accountability	None	Minor	Moderate	Transformative	Not Started	Limited	Substantial	Completed	Worsens	Did Not Change	Marginal	Major	Outstanding			
			✓		✓			✓			✓			✓							✓			
12. Accelerate Open and Good Governance Practices in Natural Resources Management	Specificity				OGP Value Relevance (as written)				Potential Impact				Completion				Midterm				Did it Open Government?			
	None	Low	Medium	High	Access to Information	Civic Participation	Public	Accountability & Technology & Innovation for Transparency & Accountability	None	Minor	Moderate	Transformative	Not Started	Limited	Substantial	Completed	Worsens	Did Not Change	Marginal	Major	Outstanding			
			✓		✓			✓			✓		✓	✓							✓			

13. Improve Public Participation in Development Planning	✓				✓				✓				✓				* ✓				✓			
																	✓							
																	✓							
																	✓							
14. Improve Public Participation in House of Representative and Regional	✓				✓				✓				✓				✓				✓			
																	✓							
																	✓							
																	✓							
15. Improve Public Participation in Environmental Preservation	✓				✓				✓				✓				* ✓				✓			
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																	✓							
																	✓							

Commitment Overview	Specificity				OGP Value Relevance (as written)				Potential Impact				Completion		Midterm		Did it Open Government?								
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability & Technology	Innovation for Transparency & Accountability	None	Minor	Moderate	Transformative	Not Started	Limited	Substantial	Completed	Worsens	Did Not Change	Marginal	Major	Outstanding				
16. Community Empowerment to Handle Poor Society and People with Disabilities and Special Needs	✓				✓				✓				✓		✓		✓								
																						✓			
																						✓			
																						✓			

<p>17. Community Empowerment to Support Environmental Sustainability</p>					
<p>18. Community Empowerment to Strengthen Agriculture Sector</p>		<p>Unclear</p>			
<p>19. Community Empowerment to Develop Creative Sector</p>		<p>Unclear</p>			

Editorial Note: Due to discrepancies in the application of Independent Reporting Mechanism (IRM) methodology in the midterm report, IRM researchers have adjusted the midterm completion levels of some milestones and commitments in the end of term report. Adjusted commitments are clearly marked and explained in the narrative sections below.

Theme 1: Strengthen Open Governance Infrastructure to Support Better Public Services

1. Strengthen Transparency Infrastructure of Public Bodies

Commitment Text:¹

Ministries/agencies understand that the responsibility to provide information services to the public is an essential effort to improve service quality. The Coordinating Ministry of People's Welfare through their website will publish a List of Public Information (DIP) along with the Standard Operating Procedures (SOP) for Public Information Services. Ministries/agencies will then provide public information as stated in the DIP for the benefit of the greater public.

Milestones (2014):

1. **Publication of SOP** for Public Information Service and the List of Public Information at the Coordinating Ministry for People's Welfare website.
2. Availability of **public information** in accordance with the list on the Public Information website of the Coordinating Ministry for People's Welfare.
3. The publication of implementation and **utilization data** for public information on the Coordinating Ministry for People's Welfare website.

Responsible Institution: Coordinating Ministry for People's Welfare (Kemenko Kesra)

Supporting Institution(s): None

Start Date: 28 May 2014.....

End Date: 31 December 2015

Commitment Overview	Specificity				OGP Value Relevance (as written)				Potential Impact				Completion		Midterm End of Term		Did it Open Government?				
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability & Technology	Innovation for Transparency & Accountability	None	Minor	Moderate	Transformative	Not Started	Limited	Substantial	Completed	Worsens	Did Not Change	Marginal	Major	Outstanding
1. Overall		✓			✓			✓		✓					✓		✓				
1.1. SOP publication		✓			✓			✓								✓					

1.2. Public information list	✓	✓		✓	✓	
1.3. Utilization data	✓	✓	✓	✓	✓	✓

Commitment aim:

This commitment sought to improve access to information regarding public services by standardizing and centralizing public service information available on the Coordinating Ministry for People’s Welfare’s website. The commitment milestones are to clarify available services and procedures, list publicly available documents in an accessible place, and monitor and publish how users are utilizing this information.

Status

Midterm: Substantial

Milestone 1.1: The Standard Operating Procedures (SOP) for public information services was published on the website as of 30 June 2011.² The website also lists 30 categories of information on the decisions and activities of the ministry and its agencies in a pdf-format table. This table also lists the relevant office of inquiry, the available formats or media for each category of information, and the formats available. Less than one-third of these categories offer online access, and the pdf features no links for those that do.³

Milestone 1.2—to publish a list of available information and documents was substantially completed. Of the 30 types of information on the Ministry’s List of Public Information (DIP), 13 were accessible through the website or in soft copy and 17 were available only in hard copy. Of the documents available in hard copy, the financial report summary had not been updated since 2012,⁴ and the summary on the complete report of public information access, which consists of five types of information, was not displayed.⁵

Milestone 1.3—to publish information on how public information at the Ministry of People’s Welfare’s site (*Kemenko Kesra*) is being utilized had not been started. Ministry officials did not respond to several requests for interview by Independent Reporting Mechanism (IRM) researchers.

End of term: Substantial

Milestone 1.1 was completed at midterm.

Milestone 1.2—to publish list of available information on ministry procedures and decisions in accordance with the DIP was substantially completed.

The content of the DIP for 2015 is similar to the 2014 list⁶ and constitutes 30 categories of information. IRM researchers concluded that 15 information types are available and updated, two of the categories of information are not updated, and one is no longer available.

The target achievement is substantial although the Ministry did not achieve the legally required publication of officials’ wealth data.⁷

Milestone 1.3—to evaluate and publish utilization data for public information on the ministry website was not started.

The Coordinating Ministry for Human Development and Culture (formerly the Coordinating Ministry for People’s Welfare) made no further progress toward Milestone 1.3. The officer in charge claimed that he could not understand this milestone and remarked that evaluation was conducted every year. However, since no evidence was submitted, IRM researchers conclude that Milestone 1.3 was not achieved. In terms of evaluation, the government reformulated the target from conducting evaluation on the publication of information to publishing a yearly report. This change was not communicated to the IRM unit.

Did it open government?

Access to information: Did not change

This commitment as implemented did not change government openness during the relevant period.

IRM researchers found that government openness did not change as a direct result of actions carried out under this commitment. The elements of the three milestones that had been completed were already in place before the 2013-2015 action plan was formed, and elements that would have significantly contributed to greater openness have not been completed. The information available to the public, government accountability, or the mechanisms for civic participation have not substantially changed. This does not discount the progress made since 2008 in reforming the accessibility of information, but since this progress was not a result of the 2013 action plan or during the relevant evaluation period, it cannot be considered in our evaluation.

This commitment built on an existing trend in reform legislation aimed at making government ministries and agencies more transparent and accessible to the public. The commitments would have regularized the process to respond to access-to-information requests (1.1), made key information and data sets available (1.2), and would have made public key data on the disposition of requests (1.3). Although much of the information was made available, much of it was not, and some was in inaccessible formats.

Within this context, the current commitment featured two milestones with potential to significantly enhance open governance infrastructure if fully implemented. These were 1.2, the publication of wealth reports for Ministry officials, and 1.3, which would have made visible the extent to which the public actually makes use of the new information services.

Publicly accessible wealth reports, especially if properly audited, would have provided a powerful tool for the public to hold civil servants responsible for potential abuse of office. Measurement of public utilization of information services would have helped the ministry and others understand a great deal about public demand for information and about the extent to which steps to make information more accessible have succeeded.

Carried forward?

The next action plan was still in the drafting period when the end of term report was written (October 2016).

¹ The Ministry also added another milestone to this commitment: to establish an office responsible for servicing requests from the public for information or documentation from any and all agencies under the Coordinating Ministry's authority. The idea was to centralize information requests in a single service point. However, this office had already been established in 2011, in compliance with a 2008 law requiring all Ministries to facilitate public requests for information (See *Keputusan Menteri Koordinator Bidang Kesejahteraan Rakyat No.17 Tahun 2011 tentang Organisasi Pengelola Informasi and Dokumentasi di Lingkungan Kementerian Koordinator Bidang Kesejahteraan Rakyat* available at <http://bit.ly/1TwiNM2>). In the opinion of IRM researchers, this was likely added as a Milestone to the action plan in order to bolster the score for this commitment. The newly appointed officer we interviewed was not aware of the Milestone change (IRM researchers, *Interview with Saleh*, Head of Public Relations and Library, Law Bureau, Information and Court Proceeding (Kepala Bagian Humas and Perpustakaan, Biro Hukum, Informasi and Persidangan), 14 April 2016.). This new milestone does not result in completion of any of the original Milestones. At the time of writing this report, the milestone of PPID and service standards had only reached a draft version. Based on the interview, the draft is still at the legal department and is still being considered whether to be completed as ministerial regulation or a minister's secretary regulation.

² See <http://bit.ly/1hbbRrL>, *Peraturan Menteri Koordinator Bidang Kesejahteraan Rakyat Nomor 4 Tahun 2011 tentang Standar Prosedur Operasional Layanan Informasi Publik di Lingkungan Kementerian Koordinator Bidang Kesejahteraan Rakyat* (Coordinating Ministry for People's Welfare Regulation No 4/2011 on Standard Operating Procedure of Public Information Service at Coordinating Ministry for People's Welfare)

³ See <http://bit.ly/1ETOBWq>, List of Information required to be provided and regularly published at the Coordinating Ministry for People's Welfare

⁴ See <http://bit.ly/1EfRzrH> *Public Information*

⁵ See <http://bit.ly/1JgFwqR> *2014 Report of Public Information Services*

⁶ Compare the Public Information List for 2014 (<http://bit.ly/1ETOBWq>) and 2015

⁷ See (<http://bit.ly/1UJK0je>) There are 50 government officials (echelon 1 and 2) at the Coordinating Ministry for People's Welfare and they are required to submit annual wealth reports.

2. Strengthen Infrastructure of Central and Local Information Commission

Commitment Text: *In accordance with the Law of Access to Public Information No. 14/2008 (UU KIP), every public institution is obliged to provide information services to society. As a follow up to the Law, Local Information Commissions (KID) need to be established at the provincial and district/city level. In addition, the Information Commission needs technical guidance that sets criteria for requests for public information. KID have yet to be established in all provinces, thus necessary regulations are required to accelerate the process of establishment.*

Milestones/KIPs (2014):

1. The formation of Regional Information Commissions in 24 Provinces
2. Issuance of regulations / guidelines of the Central Information Commission set criteria for applicant information
3. A study on the revision of Indonesian Freedom of Information Law (*Undang Undang Keterbukaan Informasi Publik*)

Responsible Institution: Central Information Commission (KIP)

Supporting Institution(s): None

Start Date: 28 May 2014.....

End Date: 31 December 2015

Commitment Overview	Specificity				OGP Value Relevance (as written)				Potential Impact				Completion				Did it Open Government?							
	None	Low	Medium	High	Access to Information	Civic Participation	Public	Accountability & Technology & Innovation for Transparency & Accountability	None	Minor	Moderate	Transformative	Not Started	Limited	Substantial	Completed	Midterm	End of Term	Worsens	Did Not Change	Marginal	Major	Outstanding	
2. Overall			✓		✓						✓			✓							✓			
2.1. Regional Information Commission in 24 Provinces			✓		✓						✓					✓								
2.2. Guidelines for Central Information Commission			✓		✓					✓			✓		✓									

Applicants																										
2.3. Revised UU KIP Study			✓	✓						✓								✓								

Commitment aim:

The commitment attempted to improve the coverage and efficiency of the Indonesian Freedom of Information (Fol) system and maintain the independence of the Central Fol Commission.

Status

Midterm: Substantial

Milestone 2.1—to form regional Fol Commission in 24 provinces was already included in the 2012 Open Government Partnership (OGP) action plan, with 19 out of 34 provinces with regional Fol Commissions established.¹ At midterm for the current action plan, 27 out of 34 provinces had formed regional Fol Commissions. This milestone was considered complete.

Milestone 2.2 was to create guidelines for Fol applicants meant to reduce “vexatious” requests that burden the Fol Commissions. A guideline was formulated as a decree prepared in late 2013 to deal with vexatious requests—defined as repeated, unjustified use of Fol requests.² In October 2014, a public evaluation was conducted on the draft decree.³

Milestone 2.3 aimed to petition to reform Fol law.⁴ Since 2013, civil society organizations (CSOs) have advocated for reforming the secretariat position through a national coordination meeting.⁵ On 10 November 2014, several commissioners from the Central Fol Commission sent a petition for judicial review of Fol Law to the Constitutional Court.⁶ This petition was under review at the time of the midterm assessment.

End of term: Limited

Milestone 2.1: There were 28 total commissions formed as of December 2015, surpassing the original target of 24 commissions.⁷ The remaining six provinces yet to establish an Information Commission are Nusa Tenggara Timur, Papua Barat, Maluku Utara, Sulawesi Tenggara, Sulawesi Barat, and Kalimantan Utara.⁸ This milestone is considered complete.

Milestone 2.2 aimed to regulate public requests for information under the Commission Regulation *Peraturan Komisi Informasi No.1 Tahun 2013 tentang Prosedur Penyelesaian Sengketa Informasi Publik* (Information Commission Regulation No.1/2013 on Procedure of Public Information Dispute Resolution). However, at the end of 2015, the regulation status was only a draft, prepared by the dispute-handling division of the Central Information Commission (KIP). The draft has never been finalized because since June 2015, no plenary session has taken place.⁹ KIP did not fulfill the Independent Reporting Mechanism (IRM) researchers’ request to obtain the draft. Due to the lack of evidence, this milestone is considered not started.¹⁰

Milestone 2.3 attempted to revise the Indonesian Freedom of Information Law to increase the FOI commission’s independence from influence by the Ministry of Home Affairs. The revision was not included at the Parliament’s National Legislation Program for 2015.¹¹ The revision would have been possible if the Constitutional Court approved the Fol Commission’s

petition for Judicial Review, which would have elevated the KIP Secretariat to the level of a judicial body with the legal mandate adjudicate Fol disputes. The Constitutional Court rejected the petition in August 2015.¹² The Central Fol Commission did not approach the Parliament's 1st Commission to lobby the revision.¹³ This rejection does not constitute an end to legal opportunities to increase the independence of KIP, merely the failure of one strategy. This milestone is considered to have limited completion.¹⁴

Overall, the Fol Commission target achievement is limited.

Did it open government?

Access to information: Marginal

The Indonesian Freedom of Information Law (also known as the Access to Public Information Law) was enacted in 2008 and came into force in 2010 after several years of relentless effort by civil society organizations and Fol supporters. The law, a product of the 1998 reform, was regarded as a cornerstone of transparency in Indonesia.¹⁵ However, there have been problems with the implementation of the Fol Law, including weak institutions, lack of experience, lack of enforcement powers, and lack of independence.¹⁶

During its early years, the caseload of the Central Fol Commission was heavy, creating years of backlog. The formation of provincial Fol Commissions was expected to reduce administrative burdens on the Central Fol Commission and enable applicants to have better access to Fol Commissions.

The three milestones in the commitment attempted to enhance the Indonesian Freedom of Information Infrastructure. It was expected that (i) citizens would gain more access to regional Fol Commissions (by establishing new regional Fol Commissions), (ii) backlogged cases would be reduced using guidelines issued by the National Fol Commission, and (iii) the National Fol Commission would gain more independence and therefore could deliver more impartial judgement and higher quality decisions.

Despite limited progress toward two of the three individual milestones, some significant changes have taken place. Public institutions across the government are adjusting to their responsibility to service Fol requests and slowly increasing their capacity to handle requests appropriately without the need for arbitration by KIP. The annual load of incoming cases for the commission has already reduced to a manageable level. The commission is now slowly working through the backlog of cases from previous years. More and more institutions are completing the obligatory Fol self-assessments. KIP officials see this as an encouraging sign that the concept of transparent government is beginning to take hold in the ranks of civil service. This is no small change, and one the OGP process has contributed to, as well as the establishment of regional Fol commissions to a lesser degree. Overall, IRM researchers rank this commitment as having had a marginal effect on government openness.

Carried forward?

At the time of writing (October 2016), the national action plan is still in the drafting process.

IRM researchers recommend including further commitments aimed at strengthening Fol infrastructure in the next action plan, particularly about the independence of KIP from the Ministry of Communications and Informatics. An independent and empowered commission could have more authority to take an active role in supervising management and circulation of government documents and information, and a greater ability to mitigate risks of conflict

or of public confusion. Regional Information Commissions are currently under the regional government, which also presents a conflict of interest.

¹ See page 8 *Action Plan Central Information Commission*, no.2 Action Plan OGI Non Inpres 2012 <http://bit.ly/1Oj1vjM>

² See <http://www.komisiinformasi.go.id/news/view/fgd-ki-pusat-dilema-menakar-kesungguhan-and-itikad-baik-pemohon-sengketa-informasi> (26/7/2015 9:59 AM)

³ Interview with John Fresly, commissioner of Central Information Commission, 14 July 2015

⁴ See “Recommendations of National Coordination Meeting of all Indonesia Information Commissions”, *Information Dispute Settlement Section*

<http://www.komisiinformasi.go.id/uploads/documents/c04701c42239cd46cb906abcad42f51a19ea8609.pdf> (26/7/2015 3:18 PM)

⁵ See “Recommendations of Rakornas 2013” *Information Dispute Settlement Section*

<http://www.komisiinformasi.go.id/uploads/documents/c04701c42239cd46cb906abcad42f51a19ea8609.pdf> (26/7/2015 3:18 PM)

⁶ See “Demands Independence, Commissioner of Information Commission Sues UU KIP” *Constitutional Court of the Republic of Indonesia*, 11 November 2014,

<http://www.mahkamahkonstitusi.go.id/index.php?page=web.Berita&id=10369#.VbScFX342So> (26/7/2015 3:42 PM)

⁷ The Central Information Commission increased the target for Milestone 2.1 from 24 Provincial Commissions to one in each of the 34 provinces, to be established by the end of 2015. However, the only additional commission established during the commitment period was the Maluku Commission, formed in October 2015. See <http://bit.ly/1WgRWK2> Siwalimanews, *Lima Komisioner KIP Maluku Resmi Dilantik*, 5 October 2015

⁸ Coalition of Freedom of Information Network Indonesia’s statement in commemorating the 6th anniversary of the UU KIP (the Transparency of Public Information Law), 30 April 2016

⁹ Interview with Yhanu Setyawan, FoI Commissioner Division of FoI Dispute Handling (“PSI”), 24 April 2016 and 8 May 2016. Yhanu mentioned that the PSI Division has actually prepared four drafts since June 2015, : draf revisi *PerKI 1/2013* (revision of FoI Commission regulation 1/2013), draf raperKI *Pemeriksaan Setempat* (Draft FoI Commission Regulation on Site Investigation), draf raperKI *Persidangan di Luar Kantor KI* (Draft Regulation on Sessions conducted outside of Office) and draf raperKI *Persidangan Jarak Jauh* (Draft Regulation on Remote Sessions)

¹⁰ List of circular letters of KIP <http://bit.ly/1ZMQhdl>

¹¹ See <http://bit.ly/2756oll> *Priority Legislation for 2015*

¹² See <http://bit.ly/1q7m6kQ> Constitutional Court rejected Judicial review of UU KIP

¹³ Brief report on Komisi I DPR RI meeting, there was no agenda that presented Komisi Informasi Pusat (Central Information Commission) throughout 2015. Komisi Informasi Pusat is the partner of Komisi I DPR RI (See <http://bit.ly/1Tx3SAU>).

¹⁴ In 2015, the Central FoI Commission added another target to the action plan—the publication of an annual report on the activities of Provincial and Municipal Information Commissions. The report consists of 1) brief profiles of each commissioner and secretariat, 2) the number of applications for public information dispute, and 3) the budgets for the local commissions. This target was accomplished, but IRM researchers did not use this target for assessment since it is not included in the initial plan. This target has never been communicated to the IRM unit. IRM researchers, in correspondence with Bambang Hardi Winata, 12 May 2016.

¹⁵ Mohamad Mova Al’Afghani, ‘Welcoming the freedom of information law’ *The Jakarta Post* (Jakarta, 10 April 2010) <<http://www.thejakartapost.com/news/2010/04/10/welcoming-freedom-information-law.html>> accessed 3 January 2011

¹⁶ Mohamad Mova Al’Afghani, ‘FoI commission needs strengthening’ *The Jakarta Post* <<http://www.thejakartapost.com/news/2013/07/16/foi-commission-needs-strengthening.html>> accessed 29 May 2013

3. Strengthen Institutional and Human Resources Infrastructure for Public Services

Commitment Text: *Open government values, such as transparency and public participation, are essential to improve public services. The development of Standard Operating Procedures and Service Standards will engage the public in every public service center. Public participation is also enhanced through the development of an integrated public complaint media throughout all provinces and the issuance of Government Regulations (PP) on public complaints. The public is also expected to be able to use and take advantage of the Open Data Portal that is currently being developed.*

Milestones (2014):

1. Strengthening the Infrastructure for Transparency and Community Participation in Public Services
 - a. 75 percent of national-level Ministries and Agencies enact and publish Standard Operating Procedures (SOPs) and Service Standards (SPs) for public services.
 - b. A Ministerial Circular on SOPs and SPs in each public service post (which involves the public in its enactment) is issued.
 - c. Pilot Projects in 5 Ministries or Agencies in the making of SOP and SP – involving the public – in trade, industry and forestry sector Ministries/Agencies
2. The development of public participation through optimization of public complaints media
 - a. The online LAPOR system is connected and utilized as a medium of public complaints in 25 provincial / district / municipal governments
3. One-roof data publication through the Open Data Portal
 - a. Establishment of an Open Data portal system, integrated in 20 Ministries/Agencies.
 - b. Evaluation on the use of Open Data by the public at 20 Ministries/Agencies.
4. Encouraging public participation in monitoring the quality of public services
 - a. Integrated Public Service Complaint Infrastructure in 4 provinces/regencies/city as Pilot Project
 - b. Implementation of pilot project on the integration of public service complaints in 4 provinces / district / city
 - c. Evaluation on the use of such public services complaints.
5. Improving the quality of public services to encourage public satisfaction
 - a. The implementation of public service innovation competition.
 - b. Enactment of the strategy on the publication of the results of SINOVIK competition
 - c. Publication of SINOVIK result
 - d. Commitment from 5 Ministries/Agencies/Regional Government to replicate SINOVIK result
 - e. Report on the use of unit cost in service standard based budgeting by the Central Government
 - f. Publication of SPs by 70 percent of local government entities

Responsible Institutions: Ministry of Administrative and Bureaucratic Reform (KemenPAN & RB), President’s Delivery Unit for Development Supervision and Control (UKP4)

Supporting Institution(s): None

Start Date: 28 May 2014

End Date: 31 December 2015

Commitment Overview	Specificity				OGP Value Relevance (as written)				Potential Impact				Completion		Midterm	Did it Open Government?							
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability & Technology	Innovation for Transparency & Accountability	None	Minor	Moderate	Transformative	Not Started	Limited	Substantial		Completed	End of Term					
3. Overall				✓	✓	✓	✓			✓				✓					Worsens	Did Not Change	Marginal	Major	Outstanding
3.1. Strengthen Infrastructure for Transparency and Community Participation in Public Services				✓	✓	✓				✓				✓									
3.2. The Development of Public Participation through media				✓		✓	✓			✓				✓									
Optimization of Public Complaints														✓									
3.3. Publication of				✓	✓		✓			✓				✓									

Data through the Open Data Portal system										✓					
3.4. Encouraging Public Participation in monitoring the Quality of Public Services		✓							✓		✓	*			
3.5. Improving the Quality of Public Services to Encourage Public Satisfaction			✓	✓						✓	*			✓	

Editorial Note: Following the introduction of additional evidence, Independent Reporting Mechanism (IRM) researchers have adjusted the midterm completion levels of Milestones 3.4 and 3.5 to more accurately align with IRM method for determining completion. These changes did not affect the overall midterm completion level for Commitment 3. See 'Status' section below for explanation of coding changes. For more information on IRM methodology regarding completion, please see the IRM Procedures Manual (<http://bit.ly/1XSBGNF>).

Commitment aim:

This commitment aimed to enhance transparency and community participation in public services by:

1. Strengthening the institutional infrastructure of public services through publication of Standard Operating Procedures (SOPs) and Service Standards (SPs).
2. Encouraging community participation in the creation of SOPs and SPs through a Ministerial Circular and five specific pilot projects in ministries and agencies related to trade, industry, and forestry.
3. Launching and encouraging utilization of two online systems for data, complaint management, and accessibility. The Online Service for Public Complaints and Suggestions (LAPOR) system (3.2) is for tracking and responding to public complaints, and the Open Data Portal (3.3) is for archiving and publication of data from all institutions of government.
4. Encouraging public participation in monitoring the quality of public services conducted through pilot projects implementing Integrated Public Service Complaint Infrastructure in four local government bodies using the LAPOR system.

5. Holding a public service innovation competition, publishing the winning ideas, and extracting commitments to implement those ideas from a target of five specific government bodies.
6. Reporting on the use of unit cost accounting in SP-based budgeting by the central government.

Status

Midterm: Limited

Milestone 3.1: The Ministry of Administration and Bureaucratic Reform (KemenPANRB) revealed that a 2013 assessment of public service units¹ found 63 ministries and agencies and 154 units had already enacted Standard Operating Procedures and Service Standards, but had not necessarily published them. The 2013 assessment was based on 2012 guidelines² that did not include provisions on the publication of SOPs or SPs.

Independent Reporting Mechanism (IRM) researchers calculated that based on the number of Documentation and Information Management Offices (PPIDs), there were at least 163 ministries/agencies at the national level,³ which means that 123 ministries/agencies would have had to enact and publish SOPs or SPs to meet the 75 percent target rate. However, the KemenPANRB Report to the President's Delivery Unit for Development Supervision and Control (UKP4) stated that only 63 ministries/agencies had done this, which fell below the 75 percent target rate. Therefore, IRM researchers found this milestone to have only limited completion.

Milestone 3.2: The goal of this milestone was to expand coverage and use of the online public complaint platform LAPOR to 25 provincial, district, or municipal-level governments. The platform's full name translates to Online Service for Public Complaints and Suggestions.

At the national level, 81 government agencies and 44 state-owned enterprises were connected to the platform by the end of the midterm evaluation period.⁴ At the regional level, however, only five local governments were connected to LAPOR,⁵ though two of the regional governments, Greater Jakarta and Bandung, had been connected to the platform since 2013. This amount was still far from the target, thus the IRM researchers found limited progress toward this milestone.

Milestone 3.3: By the end of 2014, 26 governmental bodies (23 ministries and agencies, the Province of DKI Jakarta, and the Cities of Bandung and Bojonegoro) were connected to the Open Data Portal. However, IRM researchers found that by July 2015, only 20 agencies were connected to the platform.⁶ Due to the change in administration, UKP4 had yet to conduct an evaluation on Open Data Portal and the effectiveness of voluntary, proactive data-uploading by government agencies. Therefore, IRM researchers found that progress on this milestone is limited.

Milestone 3.4: The goal of this milestone was to conduct four pilot programs at the local level on public participation in monitoring public services. As stated above, the LAPOR platform had been established in five local government systems, fulfilling the first step toward the milestone. This milestone was initially coded as unclear in the midterm report, since IRM researchers were not able to independently verify that any pilot programs were conducted. However, since the LAPOR platform was established during this time period, IRM researchers have revised the coding for this milestone to limited.

Milestone 3.5: The purpose of this milestone was to design a program for improving citizen satisfaction with public service delivery capabilities. This milestone was to be realized in three ways:

1. Through an online open competition, called SINOVIK, where the public was challenged to design better public service delivery initiatives;
2. By the publication of a report on the use of unit-cost accounting in service standard-based budgeting by the central government;
3. By achieving the target of 70 percent of local government bodies publishing service standards.

The SINOVIK site⁷ only provided basic information regarding the competition, which took place in 2014-2015. The results of the competition were displayed on a banner on the website, but there was no description of which innovations were implemented by the government, or which of the candidates were selected as winners.

Regarding the completion of the usage report of unit-cost accounting in the service-standard based budget prepared by the central government, the contacted ministry official⁸ denied that this target was part of their action plan. IRM researchers were unable to find evidence of completion for this target.

Regarding the 70 percent target of local government to publish service standards, the KemenPANRB report stated that 16 provincial governments and 236 district governments had already published service standards. However, the report did not specify which local governments had published the service standards reports. IRM researchers found that by July 2014, there were 531 provinces/regencies/cities in Indonesia,⁹ implying 47.5 percent completion rather than the targeted 70 percent.

Due to the lack of verifiable information on targets identified for this milestone, IRM researchers initially coded this milestone as having unclear completion. However, following the introduction of additional evidence of progress made on achieving the 70 percent target for local government to publish service standards, the completion level for this commitment has been revised to limited.

End of term: Limited

Milestone 3.1 was the establishment and publication of SOPs for ministries and agencies. The 2015 target was designed to increase to 100 percent of central government ministries and agencies from 75 percent for 2014. Nevertheless, the government modified the commitment by dropping SOP enactment (but this was not officially communicated to the IRM unit, so IRM evaluated the original target).¹⁰

The Ministry of Bureaucratic Reform (Kementerian PANRB) is still in the process of implementing and cataloging SOPs in government ministries and agencies. Unfortunately, IRM researchers's request to obtain the latest update was not fulfilled. Relevant officials interviewed stated that the government did not directly evaluate whether agencies have published their SOPs.¹¹ The ministry did submit evidence to IRM containing a list of 33 ministries and agencies equipped with SOPs or SPs.¹² However, this fell far short of the targeted 100 percent of the 163 ministries and agencies at the national level.

The milestone also targeted documented public participation in the enactment or amendment of SOPs and SPs in 20 ministries or agencies, increased from the 2014 target of

five ministries or agencies. There is no evidence that this is being carried out. IRM researchers conclude that the milestone had seen limited implementation.

Milestone 3.2 aimed to expand local government coverage of the LAPOR system to 25 government bodies. Since June 2014, the LAPOR platform had been connected to 56 regional governments, consisting of 33 provincial governments (all except North Kalimantan), 16 regencies, and seven cities.¹³ As of 18 June 2015, only three of the 56 regional governments (Greater Jakarta, Indragiri Hulu regency and the City of Bandung) had actually utilized LAPOR.¹⁴ Request for updates on the coverage up to December 2015 went unanswered. IRM concluded that achievement for this milestone is limited.

Milestone 3.3 aimed to connect 20 ministries or agencies to the Open Data Portal and evaluate public utilization of the datasets provided. By 2015 the data.go.id portal had been connected to 24 ministries/agencies,¹⁵ collecting 1,211 datasets.¹⁶ As in the previous year, IRM researchers did not find evidence of evaluation of public utilization of Open Data Portal. Milestone 3.3 is therefore deemed to have limited completion.¹⁷

Milestone 3.4 aimed to conduct pilot projects to implement public service complaint procedures using the LAPOR system. For the end of term milestone, the number of pilot projects was increased to 50 regional governments. Responsibility for implementation was transferred from the Office of Presidential Staff (*Kantor Staff Presiden*) to the Ministry of Administrative and Bureaucratic Reform (KemenPANRB). However, KemenPANRB had limited capacity for implementing a project of such scope, and assigned only three officers to carry out all 50 pilot projects. In the months since the transfer of responsibility, KemenPAN has shifted toward holding larger, conference-style events to socialize the LAPOR system to invitees from the 50 local governments rather than carrying out projects or trainings on site in 50 localities. Attendance at the first of these events was about 80 percent of the targeted level.¹⁸ Overall, IRM researchers rate this milestone as having limited completion.

Milestone 3.5 concerned holding the SINOVIK competition for innovative ideas to improve government services, publishing the results of the competition, and extracting commitments from 10 (increased from five in 2014) government bodies to implement some of the winning ideas. KemenPANRB successfully held the competition, but had not published the winners beyond a selection of the top 99 as of the end of 2015.¹⁹ IRM researchers found no evidence of completion of the 2015 target to extract commitments to implement the winning ideas in 10 public service units. KemenPANRB did not answer requests for interviews.

The milestone also targeted the implementation of unit-cost accounting in the budgeting procedures of 10 regional governments. IRM researchers found no evidence that this is being done.

The final target of this milestone, though out of place, was to achieve the publication of SPs by 100 percent of local governments, increased from 70 percent in 2014. As evidence, KemenPANRB submitted a report stating that 16 provincial governments and 236 district governments had published service standards. However, the report did not specify which local governments had published the reports.²⁰ This shows no change from the evidence submitted for the 2014 target. Of the 531 provinces, regencies, and cities in Indonesia,²¹ the completed portion remained at 47.5 percent. IRM researchers conclude that Milestone 3.5 is limited in its completion.

Did it open government?

Access to information: Marginal

Civic participation: Did not change

The commitment had huge potential to increase openness in terms of (i) enabling a standardized public service, (ii) enabling a trackable online complaint mechanism for public service, (iii) opening government and public data through Open Data Portal and (iv) engaging the public in the reform process through the public service innovation competition.

When Open Data Portal was first launched, the focus was on making existing data accessible to the public. Once the process began, exposure to the data available revealed a more fundamental problem: there was no system in place to allow for evidence-based policy-making and decision-making in government. This realization allowed members of the Office of Presidential Staff, along with the co-located Open Government Indonesia (OGI) Secretariat under the National Planning Agency (Bappenas), to take a step back to refocus the project on improving the integrity of the data itself, making it interoperable across institutions and over time, and collecting data in standardized formats.

Like the sentiments expressed by Central Information Commission (KIP) officials described in Commitment 2 above, the civil servants working on this commitment describe a slow but sure mainstreaming of open government throughout the hundreds of institutions that make up the civil service. While IRM researchers consider this commitment to have had a marginal impact on government openness, IRM researchers also recognize that this slow change in mindset has potential to become transformational, and the projects undertaken here play an important role in that change.

Regarding the commitment's relevance to civic participation, Milestones 3.2 and 3.4 implied that citizens would be engaged in pilot programs monitoring the government's responses to complaints and other public service delivery issues. However, IRM researchers were unable to find evidence that these pilot programs were implemented during the action plan cycle; therefore, this commitment did not change government practice in terms of enhancing civic participation in public service delivery and tracking citizen complaints.

Carried forward?

The draft national action plan for the next Open Government Partnership (OGP) round is currently still in the process of finalization. However, due to the potential of the commitment and the system, which has been built, IRM strongly recommends the commitment to be included in the next action plan.

¹ "Units" are those parts of the bureaucratic structure in charge of public service. Note: The report to UKP4 does not detail the names of the units

² See Decree of the Minister of Administrative and Bureaucratic Reform No. 38 of 2012: Guidelines on Performance Evaluation of Public Service Units, <http://bit.ly/1QzLBn3> << Broken link

³ Observation of Ministry of Communication and Informatics to ministry and agency level PPID offices on 2 January 2013 <http://bit.ly/1MmbHLF>, 17 December 2013 <http://bit.ly/1Y2rL94>, and 1 July 2014 <http://bit.ly/1F8KwBy> that show a total of 163 Ministries and agencies at the national level. The Final Version of the OGI action plan is dated 28 May 2014.

⁴ Interview by phone with Gibran- Kantor Staf Presiden (Executive Office of the President), 11 June 2015

⁵ DKI Jakarta Province, City of Bandung, Regency of Bojonegoro, Regency of Indragiri Hulu, and Regency of Gorontalo

⁶ See <http://data.go.id/dataset>

⁷ Website: “Information Services Public Service Innovation,” <http://sinovik.menpan.go.id/>

⁸ KemenPANRB Assistant Deputy of Public Service Policy Coordination, Preparation and Evaluation R. Dwiyoga Prabowo Soediarto

⁹ Monitoring of Ministry of Communication and Information to PPID on 1 July 2014, there were 34 provincial governments, 399 district governments and 98 city governments <http://bit.ly/1F8KwBy>

¹⁰ Different departments at the Ministry of Administrative and Bureaucratic Reform manage the SOP and SP, the former is managed by the Department of Institutions and Governance (*Bidang Kelembagaan and Tata Laksana*) and the latter by the Public Services Department (*Bidang Pelayanan Publik*). Based on the observation conducted by IRM researchers, there was no coordination between these two departments. Activities related to previous OGI action plans were mostly managed by the Public Service Department.

¹¹ Interview with Adrinal Tanjung, Institution Department, PAN RB (Ministry of Bureaucratic Reform), 20 April 2016

¹² See *Jenis-Jenis Pelayanan Publik yang Diselenggarakan Pemerintah Pusat* (Types of services that are provided by the Central Government), no date. This number is different from 63 agencies and 154 units as stated in the progress report. After conducting a review, it appears that KemenPANRB presented a recapitulation of the original letter that was sent to the agencies and Public Service Units. However, based on the assessment, it is possible that the agencies and Public Service Units are considered to have not set the SP and SOP (see *Rekapitulasi Surat Menpan Tentang Hasil Penilaian Pelayanan Publik—Recapitulation Letter of the Ministry of Bureaucratic Reform on Public Service Assessment Result*). Both Ministerial Regulation No. 38/2012 on Guidelines on Assessment of Service Unit’s Performance (<http://bit.ly/1QzLBn3>) and Ministerial Regulation No. 1/2015 on Guidelines on Evaluation of Public Service Officer’s Performance (<http://bit.ly/1XpJgAB>) list SPs and SOPs as indicators for assessment.

¹³ The list of institutions connected to LAPOR can be found here: <http://bit.ly/1s67GD5>. The 16 regencies are: Bekasi, Bogor, Bojonegoro, Buru, Buru Selatan, Gorontalo, Indragiri Hulu, Kepulauan Aru, Maluku Barat Daya, Maluku Tengah, Maluku Tenggara, Maluku Tenggara Barat, Parigi Moutong, Seram Bagian Barat, Seram Bagian Timur and Tangerang. The seven cities are Ambon, Bandung, Bekasi, Bogor, Depok, Tangerang Selatan, and Tual.

¹⁴ Statistik Status Penanganan Pengaduan Instansi <http://bit.ly/1TaASTF>

¹⁵ There are 31 organizations that consist of 24 agencies, 2 regional governments (DKI Jakarta, Bandung), 1 BUMN (PT KAI), 1 work unit (EITI), 1 institution that was dissolved (UKP4), 1 unit (LAPOR) and 1 other institution. <http://bit.ly/1UYSRO0>

¹⁶ See <http://data.go.id/dataset>

¹⁷ Dataset utilization for the data.go.id portal consists of ten [visualizations/infographics](#) and three [applications](#) from eight institutions. The institutions are: the Financial Services Authority (Otoritas Jasa Keuangan), the Central Bureau of Statistics (Badan Pusat Statistik), the Ministry of Justice and Human Rights (Kementerian Hukum and HAM), the Ministry of Health (Kementerian Kesehatan), the Ministry of Education and Culture (Kementerian Pendidikan and Kebudayaan), the National Development Planning Bureau (Bappenas), TNP2K, Bank Indonesia, one Work Unit (EITI), 1 institution that has since been dissolved (UKP4), and one regional government (DKI Jakarta).

¹⁸ Interview with Fithya Findie of Open Government Indonesia and Ferdy Alfarizka Putra, Muhammad Gibran Sesunan, and Robertus Theodore of the Office of Presidential Staff, 7 October 2016.

¹⁹ Top 99 SINOVIK 2015 <http://bit.ly/23MDmJr>

²⁰ See *Dokumen Hasil Penilaian Pelayanan Publik Pemerintah Kota/Kabupaten yang Telah Menyusun Standar Pelayanan* ((Document on Assessment Result of Cities/Regencies Public Service)), no date. This evidence displays the process of creating Service standards in the following categories: Board of Governor, Regional Hospital, Integrated One-Door Service, and School.

²¹ According to the Ministry of Communication and Informatics, on 1 July 2015, there were 34 provincial governments, 399 district governments and 98 city governments <http://bit.ly/1F8KwBy>

Theme 2: Improve Quality of Openness in Basic Public Services

4. Improve Quality of Openness in Health Services

Commitment Text: *Health is a basic need that has become a major public concern. Through this action plan, the government of Indonesia strengthens its commitment to improve quality in healthcare services.*

Milestones (2015):

1. Improving the quality of public services in water supply
 - a. Completion strategy to optimize the utilization of pamsimas.org by the public
 - b. Availability of integrated geospatial maps in location of Pamsimas; and service information of drinking water and clean water
2. Encourage community involvement in improving the quality of health services
 - a. Number of BPRS in districts/cities increased by 10%
3. The development of integrated service infrastructure
 - a. Publication strategies for SIAP, hotline 500567, SMS gateway, email, and website SIAP by Ministry of Health.
 - b. Completion of integrated strategies for public health services complaints.
 - c. Implementation of public communication through SIAP by 300 requests of information and complaints (from 16:00 s/d 08:00) per month.
4. Development of emergency services
 - a. 119 Call Center system integrated among all ambulance services and vertical and regional hospitals in three provinces (DKI Jakarta, Banten and West Java).

Responsible Institution: Ministry of Public Works (KemenPU), Ministry of Health (Kemenkes)

Supporting Institution(s): None

Start Date: 28 May 2014.....

End Date: 31 December 2015

Commitment Overview	Specificity				OGP Value Relevance (as written)				Potential Impact				Completion				Midterm End of Term				Did it Open Government?			
	None	Low	Medium	High	Access to Information	Civic Participation	Public	Accountability & Technology	Innovation for Transparency & Accountability	None	Minor	Moderate	Transformative	Not Started	Limited	Substantial	Completed	Worsens	Did Not Change	Marginal	Major	Outstanding		
4. Overall				✓	✓	✓	✓	✓	✓			✓			✓					✓				

4.1. Clean Water			✓	✓									✓	
4.2. Community Involvement in Health Services		✓			✓	✓			✓				✓	
4.3. Integrated Public Services			✓	✓			✓						✓	
4.4. Integrated Emergency Services			✓		Unclear			✓					✓	

Editorial Note: Following the introduction of additional evidence, Independent Reporting Mechanism (IRM) researchers have adjusted the midterm completion levels of Milestone 4 to more accurately align with IRM method for determining completion. These changes did not affect the overall midterm completion level for Commitment 4. See 'Status' section below for explanation of coding changes. For more information on IRM methodology regarding completion, please see the IRM Procedures Manual (<http://bit.ly/1XSBGNF>).

Commitment aim:

Ministry of Public Works (KemenPU) and Ministry of Health (KemenKes) have committed to strengthen the quality and transparency of the healthcare system through the publication of available clean water data, community involvement in supervising healthcare quality, integration of basic public services, and development of an emergency service system.

Status

Midterm: Limited

Milestone 4.1: In a bid to improve monitoring of access to clean water and sanitation, the government launched an interactive geospatial map through the pamsimas.org website. The map incorporated data on program coverage throughout Indonesia for 2014, showing all 1,948 participating villages. For each village, there were explanations of each program stage and its progress status. In terms of the complaint system,¹ concerned citizens (or local communities) could log complaints through an SMS number or online. Each complaint was published online and summarized in a table along with its progress status. Thus, the system provided some transparency for complaints and disputes.

Milestone 4.2 was intended to create municipal-level commissions to oversee health services. In 2014, Indonesia launched its first compulsory, universal health care system. This

milestone built on an existing regulation (*Peraturan Pemerintah Nomor 49 Tahun 2013 Tentang BPRS, or Government Regulation No. 49/2013 on Hospital Supervisory Bureau*) established in 2013, requiring the creation of supervisory commissions, composed of experts and the public at the ministerial and provincial levels to oversee hospital practices and provide governments with status reports and recommendations. This milestone was marked as in-progress in the Government Self-Assessment Report (GSAR). Independent Reporting Mechanism (IRM) researchers were unable to find any evidence of the creation of commissions at the municipal level.

Milestone 4.3 aimed to develop and implement an integrated “public information, feedback, and complaint system” (*Saluran Informasi Aspirasi dan Pengaduan or SIAP*), a telephone hotline, an SMS gateway, an email address, and website.² According to documents received from the ministry, the integrated system had been operational since July 2014. The commitment language set a target of at least 200 information requests and complaints to be received by the system each month by midterm, and 300 per month by the end of term. Based on the ministry’s report, this number had been surpassed. IRM researchers also found a link³ used by the ministry to manage the SIAP system. The GSAR referred to the Ministry of Health’s website⁴ as evidence of completion, but IRM researchers were unable to find evidence of a complaints system on the website. Nevertheless, the website contained a flowchart⁵ explaining the complaint system, which must be provided through the ministry’s inspectorate general. IRM researchers considered the flowchart to be too complicated to be a useful resource for the general public. Overall, this milestone is considered to have limited completion.

Milestone 4.4 aimed to develop an emergency call system in three provinces: Greater Jakarta, Banten, and West Java. According to a report from Ministry of Health to the President’s Delivery Unit for Development Supervision and Control (UKP4), the emergency call system already operated in Tangerang City and South Tangerang City at the start of the commitment period. These two cities are in Banten province. The first Jakarta call center launched on 1 March 2013.⁶ In the midterm report, this commitment was initially coded as substantially complete. However, IRM researchers have since determined that the implementation in two of the three provinces took place before the beginning of the action plan assessment period. The subsequent lack of progress during the assessment period led IRM researchers to revise the coding of this milestone to not started.

End of term: Limited

Milestone 4.1 was completed in 2014 and remains complete.

For the other three milestones, the responsible official was transferred to another post and replaced. The ministry also altered these three milestones to lower their ambition, but did not officially communicate this to IRM. They have been assessed based on the original commitment language.

Milestone 4.2: As noted in the midterm assessment, existing Department of Health regulations had already mandated the establishment of supervisory bureaus at the provincial level⁷. In spite of progress made on the altered version of the commitment,⁸ this milestone was evaluated based on its original target, that is, establishment of the city/regency Hospital Supervisory Body (BPRS). Based on this, Milestone 4.2 is deemed as not started.

Milestone 4.3 had been adjusted internally, amounting to a drastic reduction of scope. The implementation of the integrated service complaint strategy in all ministerial Technical Implementation Units (UPTs) was altered to become “the socialization of the service complaint strategy in three Vertical Hospitals and three UPTs.” According to IRM estimates, there are at least 148 UPTs from the Ministry of Health distributed in every directorate and agency.⁹ The responsible officer commented that the SIAP system for service-related complaints had been implemented in six hospitals (Dharmais Cancer Center, Cipto Mangunkusumo Hospital, Anak Ibu Harapan Kita Hospital, Harapan Kita Heart Hospital, Persahabatan Hospital, Fatmawati Hospital) and three UPTs (Jakarta Technical Center for Environmental Health, Health Office of the Port of Tanjung Priok, and Health Office of Soekarno Hatta Airport).¹⁰ By December 2015, SIAP had been integrated with the Online Service for Public Complaints and Suggestions (LAPOR) platform, and the ministry had achieved the target of servicing 300 information requests and complaints through SIAP per month outside of working hours, except for December 2015.¹¹ However, because the original milestone targeted the integration of all UPTs into the SIAP system, the achievement of Milestone 4.3 is limited.

Milestone 4.4: The launching of “119” call centers in eight provinces had changed to target building an emergency system in five provinces, and the integration of the “119” call center with private hospitals, the fire department, and the National Bureau for Disaster Management (BNPB) in the Greater Jakarta area was altered to target an integrated “119” call center between hospitals in three provinces.

The Ministry of Health provided evidence of “119” call centers in four provinces: Greater Jakarta (the Provincial Health Service), West Java (Kota Bandung), Banten (Tangerang District, South Tangerang City), and Central Java (Boyolali District, City of Magelang, Klaten District, Batang District, Wonosobo District, and the City of Surakarta).¹² IRM researchers found no evidence of integration of “119” call centers in private hospitals, fire brigades, the Disaster Management Authorities in DKI Jakarta, Bogor (Regency and City), Depok, Tangerang (Regency and City of Tangerang Selatan), and Bekasi (Regency and City). As such, Milestone 4.4 has limited implementation.

Did it open government?

Access to information: Did not change

Civic participation: Marginal

Public accountability: Marginal

The commitment attempted to enhance openness in health services by (i) opening a data and complaint system in community water services, (ii) enabling participation by establishing hospital supervisory body, and (iii) establishing public information and a complaint system.

Milestone 4.1, which established a data and complaint system for community water supply, was completed and had a significant impact on open government and anti-corruption. At the subnational level, there was strong evidence that the online system affected people’s lives. However, because water management policy is part of the autonomy given to local governments, actual impacts vary widely by district and city. If a district wanted to make use of the Pamsimas website, they needed approval from the local legislature.

Regarding the creation of hospital supervisory bodies, two defining problems blocked potential impact. The first was the transition of government after the 2014 election. As President Widodo made structural and personnel changes in the Ministries of Health and Home Affairs, practical reform efforts were put on hold. The second problem was jurisdictional: the initiative originally aimed to create supervisory bodies at the local government level, comprised primarily of civil society participants. However, the project was undertaken by the Ministry of Health while local government hospital administration was under the jurisdiction of the Ministry of Home Affairs. The Ministry of Health had no authority to give mandates to local governments, and coordination between ministries was even more difficult than usual due to the transition of government. As a way to get around the lack of cooperation between ministries, the Ministry of Health chose to establish supervisory bodies at the provincial level instead of the local level. This removal from the local level undermined the effectiveness of the supervisory bodies as a platform for civil society participation. Little real impact has resulted, even from the eight provincial supervisory bureaus established.

The establishment and integration of emergency call centers is important, but it was not directly relevant to open government in either its original or altered version. Here again, a lack of coordination between the Ministry of Health, which has authority over national level hospitals, and the Ministry of Home Affairs, which has authority over local governments, had impeded the effectiveness of this milestone.

Carried forward?

It is not known if this commitment will be taken over by the next Open Government Partnership (OGP) cycle, since the draft action plan is currently in process of finalization.

5. Improve Quality of Openness in Education Services

Commitment Text:

Improving the quality of education is one of the 11 National Priorities of the government of Indonesia. The action plan includes promoting financial transparency in the management of State Universities/Colleges (PTNs). New ideas for innovations to improve the quality of education were received via public sourcing through the 'SOLUSIMU' competition. One proposal to be executed through OGI is to develop an information portal containing course materials for teachers and lecturers. Another innovation for education is the development of an information portal on the availability of laboratory equipment at PTNs which can be used by the public.

Milestones/KIPs (2014/2015):

1. Promote financial transparency within universities and colleges
 - a. Review ministerial regulations requiring publication of PTN financial statements through website (summary) and library (full report).
 - b. Socialization of financial transparency regulations at all PTNs
 - c. Pilot project to implement this financial transparency measure at 10 PTNs in 2014, 50 in 2015.
2. Increasing the quality of lecturers/teachers through online learning using video or other visual materials
 - a. Completion of online portal for teaching materials, and uploading of 500 high-quality visual learning materials in a format accessible to teachers in remote and disadvantaged areas

3. Encourage research activities and applied technology applications
 - a. The development of an Integrated University Laboratories website (I-LAB-U) as an information portal for university laboratory tools available to students or the public, along with an online application for the borrowing of lab tools
 - b. Technical guidance on the implementation of I-LAB-U for the public.

Responsible Institution: Ministry of Education and Culture

Supporting Institution(s): None

Start Date: 28 May 2014.....

End Date: 31 December 2015

Commitment Overview	Specificity				OGP Value Relevance (as written)				Potential Impact				Completion				Midterm		End of Term		Did it Open Government?				
	None	Low	Medium	High	Access to Information	Civic Participation	Public	Accountability & Technology	Innovation for	Transparency & Accountability	None	Minor	Moderate	Transformative	Not Started	Limited	Substantial	Completed	Worsens	Did Not Change	Marginal	Major	Outstanding		
5. Overall			✓		✓							✓		✓						✓					
5.1. Promote Financial Transparency in Higher Education			✓		✓							✓		✓											
5.2. Increase Quality of Lecturers through Visual Material			✓		✓							✓		Withdrawn											
5.3. Access to Research Activities and Technology			✓		✓								Withdrawn											

Commitment aim:

The commitment aimed to improve the quality and the openness of the higher education system in Indonesia by enforcing regulations on financial transparency, making better materials available to teachers, and improving public and student access to laboratory tools.

Status**Midterm: Not started**

Milestone 5.1 aimed to increase financial transparency and oversight through publication of state universities' and colleges' (PTN) financial statements. Independent Reporting Mechanism (IRM) researchers could not find evidence of completion for this milestone, which would review and promulgate existing regulations on financial transparency.

Milestone 5.2, making teaching and training resources available to teachers, and **Milestone 5.3**, making research facilities open to the public, were officially withdrawn. The Directorate General of Higher Education sent a formal letter dated 3 June 2015 Number 3032/E1.2/KP/2015 to the National Planning Agency (Bappenas) informing them that Milestones 5.2 and 5.3 would not be completed.

End of term: Not started

The remaining milestone of this commitment targeted compliance with financial transparency regulations in at least 50 of the 121 state universities¹³ by 2015. Specifically, this would be evidenced by publication of abridged financial reports online and full reports in hard copy in each university library. The financial transparency regulation is related to the official policy of Operational Assistance for Universities (BOPTN).¹⁴ An official from the Ministry of Research, Technology and Higher Education questioned who proposed this action plan and commented that there had never been any meeting to discuss either the enactment of the Ministerial Regulation on Financial Transparency of Universities or any pilot project.¹⁵

Did it open government?**Access to information: Did not change**

The new administration posed the primary barrier to progress in education governance: the migration of the Directorate General of Higher Education from the Ministry of Education and Culture to the Ministry of Research and Technology. Adjustment to the new arrangement dominated most of 2015, just as anticipation of the coming change dominated most of 2014. In general, the financial information of most public universities is obscure. While there are some cases of corruption, especially at state universities, the larger issue was efficiency.¹⁶ University administrations were accustomed to big subsidies, and had long escaped accountability for how their resources had been managed.

The commitment attempted to enhance transparency in higher education by reminding these institutions of their legal obligations. Since the commitment targets were not completed, there has been no real change in government openness.

Carried forward?

At the time of writing the action plan is still in the drafting process.

Higher education is a priority for Indonesia and is a good area for efforts to open government. Some future commitments that might contribute to transformative outcomes include:

- Proactive publication of university finances coupled with redress mechanisms and complaint mechanisms;
- Published materials (including audits) that are readable by the educated layperson.

¹ "Homepage," *Water Supply and Community –Based Sanitation (PAMSIMAS)*

http://new.pamsimas.org/index.php?option=com_k2&view=item&layout=item&id=21&Itemid=137

² "Homepage," *Health Ministry of the Republic of Indonesia* <http://www.depkes.go.id/>

³ http://180.250.85.253/kemkes_new/chart_report_graph

⁴ "Homepage," *Ministry of Health of the Republic of Indonesia* <http://www.depkes.go.id/>

⁵ "09 Loket –Public Complaint and Public Servic," *Health Ministry of the Republic of Indonesia*, 13 July 2014,

<http://www.depkes.go.id/article/view/13010100012/pengaduan-masyarakat-dan-pelayanan-publik.html>

⁶ "Kemenkes Watch the Launch of SPGDT DKI Call Center 119," *Health Ministry of the Republic of Indonesia*, 7 March 2013,

<http://www.depkes.go.id/article/view/2250/kemenkes-saksikan-peluncuran-spgdt-dki-call-center-119.html>

⁷ The milestone has now been internally altered to accord with the standing regulation targeting establishment of the provincial Hospital Supervisory Bureau (BPRS). The altered version of the commitment strays from the underlying goal of involving local communities in healthcare oversight by establishing the overseeing body at a higher level more removed from local actors. Nevertheless, progress toward the altered milestone has been significant. The Provincial Hospital Supervisory Bureau has been set up in Sumatera Utara, Lampung, West Java, Bali, Nusa Tenggara Timur, Maluku, Gorontalo, and Yogyakarta.

⁸ The milestone has now been internally altered to accord with the standing regulation targeting establishment of the Supervisory Bureau for Provincial Hospitals (BPRS). The altered version of the commitment strays from the underlying goal of involving local communities in healthcare oversight by establishing the overseeing body at a higher level more removed from local actors. Nevertheless, progress toward the altered milestone has been significant. The Provincial Hospital Supervisory Bureau has been set up in Sumatera Utara, Lampung, West Java, Bali, Nusa Tenggara Timur, Maluku, Gorontalo, and Yogyakarta.

⁹ There are 49 Port Health Offices, 10 Centers for Environmental Health and Disease Control (See <http://bit.ly/1WJZyng> pages 278 and 288), 14 general hospitals, 19 specialized hospitals under the Directorate General of Public Service (See <http://sirs.buk.depkes.go.id/rsonline/report/>), 7 clinics, 4 workshops (in Balitbang, see <http://bit.ly/1WZVQ96>), 38 Health Polytechnic Institutes (<http://bit.ly/1T57878>), and 5 training clinics (<http://bit.ly/1ZDDzxy>) at the Human Resources Development Institute.

¹⁰ Interview with Rarit Gempari, 18 April 2016

¹¹ 2015 OGI Report Ministry of Health to OGI National Secretariat

¹² See Letter of the Director of Health Development, Reference No. PR.02.08 / III.6 /1679/2015, appendix on Achievement Data for the Open Government Action Plan 2015, dated 15 December 2015. The same appendix also identifies a non-119 call center operating in seven provinces, namely Jakarta (UPT Ambulance), East Java (Tulungagung District), Yogyakarta, Nusa Tenggara Barat (Mataram), Bangka Belitung (Bangka District), South Kalimantan (Hulu North River District, Batola District), South Sumatra (Provincial Health Office).

¹³ University Data Searching <http://bit.ly/1rHiw2n>.

¹⁴ See Page. 9 Indonesia Action Plan 2014-15 <http://bit.ly/1T7GLO4>

¹⁵ Interview with Budhi Mulyawan, 18 April 2016. It should be noted that during the process of creating this action plan, Directorate General of Higher Education was still a part of Ministry of Education and Culture. The involved Planning Bureau came from the Secretariat General of Ministry of Education and Culture. After President Joko Widodo took office, Directorate General of Higher Education became part of Ministry of Research, Technology and Higher Education.

¹⁶ Interview with Danardono Siradjudin, Office of Presidential Staff, 14 October 2016. Indonesia Corruption Watch estimates that corruption in the education system has cost the Government over USD 93 Million over the last ten years. See <http://www.antikorupsi.org/id/content/mencegah-korupsi-anggaran-pendidikan>.

Theme 3: Accelerate Open and Good Governance Practices in Corruption-Prone Areas

6. Accelerate Open and Good Governance Practices in Law Enforcement

Commitment Text:

The government of Indonesia is determined to eradicate corruption; one way to contribute to this goal is through monitoring the activities of the National Police. A variety of solution-based innovations to improve the quality of policing areas include: transparency in resolution of public complaints, development of online facility for traffic violations settlement, and provision of information to prevent accidents.

Milestones/KIPs (2014-2015):

1. Follow-up of reports / complaints from the public
 - a. Establishment of an online platform for publication of information on the handling of public complaints.
 - b. Publication of a database of resolved cases (protecting the identity of plaintiffs)
 - c. Execution, by the National Police Commission and Commission of Public Prosecutors, of a public campaign on complaint management cases.
2. Improving the quality of public services in the scope of Police
 - a. Development of Si-KATTON (an Online System to track and resolve traffic violations, file missing vehicle reports, and catalog vehicle registrations) through coordination between the Supreme Court, the Attorney General's Office, and the Police.
 - b. Implementation of an online driving license (SIM) service able to track applicant status by the provincial police (Polda) of West Kalimantan, Central Kalimantan, South Kalimantan, East Kalimantan, Maluku, North Maluku, and Papua.
 - c. Implementation of SOP for SIM services, training and certification for SIM test administrators.
 - d. Implementation of an online service for vehicle registration (STNK), ownership certificate (BPKB), and vehicle statistics by the Polda of West Java, Banten, Central Java, Yogyakarta, Greater Jakarta, East Java, Bali, Kepulauan Riau.
 - e. Implementation of payments for driver's license, vehicle registration and proof of ownership through a listed bank or banks, the information and procedures for which are published online.
 - f. The publication of regulations governing driver training and testing systems in place that have been recognized by the government.
 - g. Evaluation of SIM procedures and mechanisms, with recommendations.
3. Monitoring public service in traffic management
 - a. Publication of CCTV footage in the public service in the 1 provincial police (polda) website.
 - b. Implementation of control system for traffic flow through CCTV in 17 Polda (Greater Jakarta, Central Java, West Java, East Java, Yogyakarta, Bali, South Sumatra, Riau, Jambi, West Sumatra, Lampung, East Kalimantan, South

Sulawesi, West Kalimantan, South Kalimantan, Southeast Sulawesi and West Nusa Tenggara).

4. Prevention of traffic accident fatalities

- a. Published online data on traffic accident fatalities in 11 Polda in 2014 (Greater Jakarta, Central Java, West Java, East Java, Banten, Yogyakarta, North Sumatra, West Kalimantan, South Sulawesi, Bali and Riau), and 15 Polda in 2015.
- b. Traffic accident "black spots."
- c. Accident data integrated with relevant Ministries.
- d. Completion of strategic planning of accident prevention at the national level among relevant ministries.

Responsible Institution: National Police of Indonesia (POLRI)

Supporting Institution(s): Ministry of/National Development Planning Agency, Ministry of Transportation, Ministry of Public Works, and Ministry of Health

Start date: 28 May 2014

End date: 31 December 2015

Commitment Overview	Specificity				OGP Value Relevance (as written)				Potential Impact				Completion		Midterm	Did it Open Government?			
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Innovation for Transparency & Accountability	None	Minor	Moderate	Transformative	Not Started	Limited	Substantial		Completed	End of Term	
6. Overall				✓	✓			✓							✓				✓
6.1. Follow-up of Reports /Complaints from the Public			✓		✓									✓					
6.2. Improving the Quality of Public Services in the Scope of Police			✓		✓			✓					✓						

Services	Green				Orange				Purple				Blue				Grey											
6.3. Monitoring Public Service in Traffic Management			✓	✓				✓			✓									✓								
6.4. Prevention of Traffic Accident Fatalities			✓	✓								✓																

Editorial Note: Following the introduction of additional evidence, Independent Reporting Mechanism (IRM) researchers have adjusted the midterm completion levels of Milestone 6.2 to more accurately align with IRM method for determining completion. These changes did not affect the overall midterm completion level for Commitment 6. See 'Status' section below for explanation of coding changes. For more information on IRM methodology regarding completion, please see the IRM Procedures Manual (<http://bit.ly/1XSBGNF>).

Commitment aim:

This commitment targeted a variety of innovations to improve the quality of policing in areas including: transparency in resolution of public complaints, development of an online facility for traffic violation settlements, and provision of information to prevent accidents.

Status

Midterm: Substantial

Milestone 6.1: The follow-up of reports/complaints from the public was required by National Police Chief Regulation No. 2 of 2012 regarding Procedures for Handling Citizen Complaints in the Indonesian National Police. The implementation itself involved the Office of the Inspector General (*Itwasum*), Profession and Security Division (*Divpropam*), the Bureau of Supervision and Investigation, and the Criminal Investigation Department (*Rowassidik Bareskrim*).

The Divpropam summary of data published on the web showed information regarding the follow-up of complaints; however, there was no information for whether a complaint had been settled. Independent Reporting Mechanism (IRM) researchers considered the target as having limited completion, since not all of them used the quarterly format as intended by the milestone.

Milestone 6.2: The National Police Traffic Corps (Korlantas) assumed that an online oystem to track and resolve traffic violations, file missing vehicle reports, and catalog vehicle registrations (Si-KATTON) was too complex; therefore, they replaced it with Electronic Law Enforcement (ELE) in 2015. The ELE system uses closed circuit television (CCTV) to monitor traffic violations, matching license plates of violators with the vehicle owner in the registration database in order to administer penalties. For vehicle theft, Korlantas was developing a lost-and-found service for vehicles.¹ However, the action plan intended by Si-KATTON also covered the theft of vehicle registration, driver’s license and related documents, not only vehicles. In the midterm report, this milestone was coded as limited completion, but

since the Si-KATTON program was replaced unilaterally by the Korlantas in favor of the ELE program, which does not fulfill all Si-KATTON's features, and the ELE program was not implemented until 2015, IRM researchers have revised the coding for this milestone to not started.

Milestone 6.3: As for the target on driving license services, this milestone targeted all police departments in Kalimantan, Maluku, Northern Maluku, and Papua. IRM researchers did not find evidence of training for driver's license evaluators, though there was evidence of a certification program for driver's license assessors.² IRM researchers were unable to find information on vehicle ownership certificates on the website. IRM researchers were not able to find any evidence of online services for STNK (vehicle registration) and BPKB (vehicle ownership).

Vehicle data on Polri's website only showed records through November 2014. The information was not easily accessible, and data was not available on the regions targeted.⁴ IRM researchers did not find any evaluation concerning the driver's license application. Overall, IRM considered this milestone to be limited in its completion.

Milestone 6.4: At the time of writing the midterm report, the supervision system of traffic was integrated through CCTV in seven regional police departments with some regional police districts also monitoring through CCTV. However, Korlantas Polri had not received any reports from regional police districts (Polda) regarding the development of supervision of CCTV; therefore, they did not have final data on the traffic system.⁵

The traffic monitoring CCTV initiative was conducted before 2014. At the end of 2014, Korlantas was developing National Traffic Management Center (NTMC) TV, which was connected to the CCTVs. This application can be downloaded for free by the public. Integrated Road Safety Management System (IRSMS) was first launched in October 2013.⁶ It should be noted that a 'fatal accident' is defined as an accident that results in the death or serious injury of more than five people.⁷ The data and graphic of IRSMS did not show the allocation based on Polda work areas.⁸ The public was unable to obtain information on when the data was last updated.

End of term: Substantial

Milestone 6.1:⁹ As in the midterm assessment, there was no published information on complaint resolutions. The milestone is regarded as having limited completion.

Milestone 6.2: The implementation of the online Si-KATTON system in two pilot regions was not started because the Si-KATTON system was rejected by the National Police Traffic Corps in favor of a simpler Electronic Law Enforcement (ELE) system (see the midterm assessment above).

Milestone 6.3: On 6 December 2015, the National Police launched an online driver's license (SIM) application system at 45 service units in major cities.¹⁰ At this stage, the system was still integrating the data between the online and service unit;¹¹ thus, applicants must directly visit the service unit office in order to obtain the service.¹² There were publications of schedules for mobile driver's license (*SIM Keliling*)¹³ and mobile vehicle registration (*STNK Keliling*).¹⁴ There were no online services for proof of vehicle ownership (BPKB). IRM researchers found no evidence of publication on any official website of the obligation to pay SIM, STNK, and BPKP fees through banks, as opposed to in cash directly to police officers. However, the target to conduct certification procedures for SIM test administrators was implemented.¹⁵ The

target on the regulation and simplification of procedures for applying for a driver's license cannot be verified. Overall, IRM researchers consider Milestone 6.3 to be limited in terms of implementation.

Milestone 6.3 aimed to publish CCTV footage online in one pilot region. This goal was completed, as footage is now available at <http://ntmc.ibolz.tv/> covering eight areas: Greater Jakarta, West Java, Central Java, East Java, Yogyakarta, Bali, Sumatera Selatan, and the District of Entikong in the Sanggau Regency of West Kalimantan. However, IRM was unable to find evidence of the targeted traffic supervision system in 17 Polda (Greater Jakarta, Central Java, West Java, East Java, Yogyakarta, Bali, South Sumatera, Riau, Jambi, Lampung, East Kalimantan, South Sulawesi, West Kalimantan, South Kalimantan, Southeast Sulawesi, West Nusa Tenggara, West Sumatra). Nevertheless, the completion of Milestone 6.3 remains substantial.

Milestone 6.4 aimed to publish data on traffic accident fatalities online, and to integrate this information with the data systems of relevant ministries. This data has now been published for 31 provinces.^{16 17} Milestone 6.4 is coded as complete.

Did it open government?

Access to information: Marginal

Traffic enforcement has long been a major source of illicit revenue from petty corruption. Citizens have been vulnerable to demands for cash bribes or fees in varying amounts at all points of contact with traffic police. The digitization of the settlement process for traffic violations and of the application processes for SIM, STNK, and BPKP were intended to reduce opportunities for traffic police to manipulate fine and fee amounts and to divert revenue from intended uses. While not included in the original commitment, the ELE system could contribute substantially to increasing transparency and accountability in traffic enforcement if fully implemented. The complaint resolution system in Milestone 6.1 was intended to provide a measure of accountability for police departments across the country, both by exposing the topics of complaints from the public and by providing a way for interested parties to monitor complaint resolution.

Overall, the commitment has marginally increased transparency and access of information to traffic-related services, from vehicle and driver's license registration to publication of the mobile services schedule to CCTV recording and accident data. Complaints are now published online, though resolutions are not, and no campaign was carried out to publicize the change. The progress on digitization and standardization of fees and fines is significant in that fee amounts are published online in major cities; however, the fees are still collected in cash in nearly all cases, leaving the process far from complete both functionally and geographically. The installation of CCTV in 17 provinces only monitors traffic density, without providing additional accountability for police actions.

Carried forward?

Presently, the next action plan is still being drafted.

¹ See Pelayanan Hilang-Temu Kendaraan (Vehicle Lost and Found Service) <http://bit.ly/1FmxXq>

² (Driver license examiner's certification) Phase 1 (9-11 April 2014), phase 2 (23-25 June 2014), phase 3 (19-21 August 2014), phase 4 (29 September –1 October 2014) and phase 5 (28-30 October 2014). See http://lsp-lemdikpol.org/?page_id=73

³This data is a recapitulation data of registered motor vehicles in 31 Polda in all over Indonesia. <http://bit.ly/1VpfVHs>

⁴ See <http://EastJava.polri.go.id> , "The Riau Island Police Force," <http://kepri.polri.go.id/index.php> , www.polri.bali.go.id

⁵ IRM researchers, interview with one of staff – Korlantas Polri in HQ Polri, 16 June 2015

⁶ see "Integrated Road Safety Management System (IRSMS)," *Korlantas Police Corps Traffic Police State Republic of Indonesia*, http://korlantas-irsms.info/irsms_ais?lang=id

⁷ IRM researchers, Interview with one of staff – Korlantas Polri in HQ Polri, 16 June 2015

⁸ Graphic of traffic accidents. <http://bit.ly/1UGCq4W> ,

⁹ IRM researchers found that the government removed the third part of this milestone, which targeted a public campaign on complaint management. The target is thus somewhat lowered compared to original milestone. Since this is not officially reported to OGP, our assessment is based on the original target.

¹⁰ SIM-related services include: Issuance of new SIM cards, SIM card improvement, replacement of damaged or missing SIM cards, service for SIM cards declared invalid. See <https://www.polri.go.id/layanan-sim.php>

¹¹ See Elshinta.com, *Di 34 provinsi, grand launching SIM Online pada Minggu* (<http://bit.ly/25LegBc>) and Liputan6.com, *Layanan SIM Online Resmi Diluncurkan* (<http://bit.ly/1rcts77>)

¹² Only the Jakarta Metro Police developed a full online application service. <http://korlantas.polri.go.id/services/driving-license-registration/>

¹³ See "Sim Roving," *SIMKELILING.COM*, <http://www.simkeliling.com/search/label/Sim%20Keliling>

¹⁴ See

¹⁵ SIM tester certification Budget Year 2015, Stage 1 (9-11 March), Stage 2 (5-7 April), Stage 3 (10-12 June), Stage 4 (25-27 August), and Stage 5 (12-13 October). See http://lsp-lemdikpol.org/?page_id=73

¹⁶ "Accident Type," *Korlantas Police Corps Traffic Police State Republic of Indonesia*, <http://www.korlantas-irsms.info/graph/accidentDiagramData> .

¹⁷ To see further you can visit <http://korlantas.info/site/login> . Users must have login access.

7. Accelerate Open and Good Governance Practices in Goods and Services Procurement

Commitment Text:

Procurement of goods and services is one of the top-5 corruption-prone areas. In this action plan, the public is invited to supervise the process together. We expect that publication of the procurement blacklist will provide a surveillance tool to increase accountability in the procurement of goods and services.

Milestones (2014-2015):

- a. Issue regulations governing the obligation to publish a blacklist online and in real time
- b. Publish the blacklist of companies and individuals
- c. Encourage community involvement in monitoring the implementation of the procurement of goods and services.

Responsible Institution: Agency for Government Goods/Services Procurement Policy (LKPP)

Supporting Institution(s): None

Start Date: 28 May 2014.....

End Date: 31 December 2015

Commitment Overview	Specificity				OGP Value Relevance (as written)				Potential Impact				Completion				Did it Open Government?						
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability & Technology	Innovation for Transparency & Accountability	None	Minor	Moderate	Transformative	Not Started	Limited	Substantial	Completed	Midterm	End of Term	Worsens	Did Not Change	Marginal	Major	Outstanding
7. Overall				✓		✓	✓	✓			✓					✓						✓	

Commitment aim:

This commitment aimed to increase accountability in government procurement by allowing the public to supervise the process through publication of blacklisted companies and personnel.

Status

Midterm: Complete

The obligation to publish blacklisted providers online and in real time was part of Presidential Regulation No. 54/2010 regarding Procurement of Government Goods and Services . The head

of the Agency for Government Goods and Services Procurement Policy (LKPP) first issued technical operational guidelines (LKPP Regulation Nomor 7/2011) for the blacklist in June 2011.¹ The guidelines were updated in August 2014 to include a provision on the blacklist in Procurement of Government Goods and Services (Peraturan Kepala LKPP Nomor 18/2014).²

According to an official interviewed, there were no obstacles to implementing this commitment.³ This is partly because the work plan regarding publishing blacklist regulations was finalized in 2011, and the blacklist website has been operational since 2012.⁴

All parties involved in material and service procurement can view their status in real time, and the public can search the information by the identities of goods and service providers (i.e. name of company/person, name of director, tax number), address, validity period, date of publication, and the decision letter for inclusion on the blacklist. While the information on blacklisted companies and personnel is updated regularly, the searchable fields have not been updated since 2012.

In addition, the information displayed on the website often does not include important data points, including the name of the director, tax number of the director, and tax number of the company. The interviewed government officials explained that this missing data is the result of human error on the part of the budget user at the owner agencies, who send the decision of the winning bidder to the system. LKPP only serves as a data aggregator for information sent by the PA/KPA and does not currently have the capacity to verify blacklist information for completeness.⁵ Overall, since the regulation specifically pertaining to procurement was enacted during the evaluation period and the other goals of the milestone are demonstrably achieved, Independent Reporting Mechanism (IRM) researchers considered this milestone complete. However, note that the goals set were less ambitious than they may seem, as a significant portion were already achieved before the National Action Plan (NAP) under evaluation was issued.

End of term: Complete

The target for this commitment was achieved in 2012. LKPP added another target by creating a tracking website (<http://trackingbl.lkpp.go.id/index.php/>). The site was launched by the end of 2015.⁶ This website informs the public on LKPP's internal processes (including correspondences) for blacklisting. There are nine types of information being displayed: sender's organization (government agency), sender's work unit, provider, letter subject, letter number, letter date, LKPP letter received date, and status. The first three categories of information are often empty.⁷ However, since this was an additional target and was not communicated to the IRM unit, IRM researchers evaluated the milestone's achievement based on its original target. This commitment is considered complete.

Did it open government?

Access to information: Major

Civic participation: Did not change

Public accountability: Did not change

Government procurement in Indonesia is notorious for nepotism and rent-seeking of civil servants and a private sector willing to enable such behavior. This commitment aimed at increasing transparency and accountability in procurement processes by publishing both a blacklist and the blacklisting procedure. This has potential for significant impact on the effort

to mitigate corruption in government procurement. The commitment as planned was completed and contributes significantly to government openness in that the public now has access to more information on which firms have been blacklisted and for which projects. However, there is still room for improvement in that the blacklist does not hold civil servants accountable for their role in corrupt procurement arrangements. Furthermore, blacklists are not shared between localities, so a firm blacklisted in one place can still compete for contracts elsewhere, as in the 2014 case of a firm that was blacklisted in West Java winning a construction contract in West Kalimantan.⁸

A more basic problem is the lack of awareness and low usage of the blacklist website by government officials engaged in procurement. No mechanism currently exists to obligate these officials to ensure that winning bidders have not been blacklisted, even within the same region. One civil society stakeholder argues that all regional blacklists should be integrated into one database together with the existing Electronic Procurement Service (LPSE).⁹ This would be effective since it would automatically block blacklisted users in any procurement process.

Carried forward?

At present the fourth national action plan is still being drafted. This commitment is completed; however, the next action plan could consider integrating all blacklists in the regions and the central government electronic procurement system into one.

¹ See “Technical Operational Guidelines for Blacklisting” *Head of Agency for Procurement Policy of Government Goods/Services*, http://www.lkpp.go.id/v3/files/attachments/5_cSzLifZtHnaCKJXRLaYeVsaxwwTLyySd.pdf (accessed 7/4/2015 3:26 PM)

² See “Black List in Procurement of Goods/Government Services” *Head of Agency for Procurement Policy of Government Goods/Services*, http://www.lkpp.go.id/v3/files/attachments/5_QRgwAOsaCtxwxirfEMiFDGERJQsigoqT.pdf (accessed 7/4/2015 3:28 PM)

³ *Interview with Tjipto Prasetyo Nugroho, 2015-06-08*

⁴ “The National Procurement Portal,” *Agency for Procurement Policy of Government Goods/Services*, https://inaproc.lkpp.go.id/v3/daftar_hitam

⁵ Widiyatmoko, Pius, interview by phone with Tjipto Prasetya Nugroho, LKPP, 23 July 2015

⁶ Interview with Tjipto Prasetyo Nugroho, 11 May 2016

⁷ Observation conducted on 10 May, 2016 to the 372 uploaded lists

⁸ See “Aneh, Sudah Diblacklis Masih Dapat Proyek,” *Lensa Kapuas Investigasi Peristiwa Aktual*, 29 April 2014, <http://lensakapuas.com/aneh-sudah-diblacklis-tapi-dapat-proyek/> (accessed 7/23/2015 12:38 PM)

⁹ IRM researchers, interview with Iqbal, B-Trust, 13 May 2006.

8. Accelerate Open and Good Governance Practices in Business Development and Investment Sector

Commitment text:

This commitment attempts to strengthen supporting infrastructure for entrepreneurship across the country by targeting the extension of the Investor Relations Unit to the provincial level. Up-to-date and accurate information on prices for basic commodity goods will also be made available at the provincial level.

Milestones/KIPs (2014-2015):

1. Improved quality of business licensing services
 - a. Public awareness on the existence of the Investor Relation Unit (IRU)
 - b. A national IRU connected to all provinces
 - c. IRU performance for 2013 completed and published on the BKPM website
2. Development of Monitoring System for Staple Commodity Market (SP2KP)
 - a. Valid, real time, and continuous information on staple commodity prices available at the website of the Ministry of Trade
 - b. Publication of staple commodity prices and current stock volume through the website of the Ministry of Trade and the website of province/regency/city governments
3. Strengthening the role of the private sector to develop practices conducive in terms of interacting with the government
 - a. Establishment of a strategy to educate employees of State Owned Enterprises and business associations on the negative impacts of bribery or "speed money" in business and economic activity
 - b. A report on awareness-raising activities on speed money as a type of corruption, conducted by five large state-owned enterprises, three business associations or chambers of commerce, and the Ministries of Trade and Industry at the national and regional levels
4. Improved quality of service in the One Stop Shop (OSS) project of the Office of Integrated Services (PTSP) through the implementation of an automated system in 30 provincial and 300 district or city governments
5. Increasing the role of youth in development activities through the implementation of Government Regulation No. 41/2011 on the Development of Entrepreneurship, Pioneering, and Provision of Facilities for Youth; and Government Regulation No. 60/2013 on the Composition of Organization, Personnel, and Mechanisms of Venture Capital for Youth Entrepreneurship
 - a. Completion and implementation of strategies and roadmap of action plans to develop the spirit of entrepreneurship in 10 regencies and cities; including an integrated information portal for SME establishment, development, and marketing
6. Increasing the role of youth in development
 - i. Inventory and publication of a youth community database covering various fields of specialization (including contact information) in 33 provinces, on the website www.kemenpora.go.id

- ii. Implementation of a program to develop institutionally independent youth organizations as a vehicle for the creative development of members, and to facilitate collaboration between such organizations.
- iii. Facilitation of training in leadership, management, and program planning for 10,000 youth leaders
- iv. Helped 140 youth organizations facilitated in meeting the qualification standards based youth organizations

Responsible Institution: Investment Coordinating Agency (BKPM), Ministry of Trade, National Development Planning Agency, Ministry for Administrative and Bureaucratic Reform (KemenPANRB), Ministry of Cooperatives and Small and Medium Enterprise, Ministry of Youth and Sports.

Supporting Institution(s): None

Start Date: 28 May 2014.....

End Date: 31 December 2015

Commitment Overview	Specificity				OGP Value Relevance (as written)				Potential Impact				Completion				Did it Open Government?				
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Innovation for Transparency & Accountability	None	Minor	Moderate	Transformative	Not Started	Limited	Substantial	Completed	Worsens	Did Not Change	Marginal	Major	Outstanding
8. Overall				✓	✓	✓	✓	✓			✓			✓			✓				
8.1. Business Licensing Services				✓	✓		✓	✓			✓				✓						
8.2. Regional Information System and Commodity Prices				✓	✓		✓	✓		✓			✓								
8.3. Strengthen Private Sector and Government				✓	✓	✓	✓	✓		✓										

Understanding of the Impact of Bribery																												
8.4. OSS Automation			✓	✓			✓	✓			✓																	
8.5. Implementation of Regulations on Youth in Development Activities			✓			✓	✓	✓			✓																	
8.6 Increasing the Role of Youth in Development				✓		✓					✓																	

Editorial Note: Following the introduction of additional evidence, Independent Reporting Mechanism (IRM) researchers have adjusted the midterm completion levels of Milestone 8.2 to more accurately align with IRM method for determining completion. These changes did not affect the overall midterm completion level for Commitment 8. See 'Status' section below for explanation of coding changes. For more information on IRM methodology regarding completion, please see the IRM Procedures Manual (<http://bit.ly/1XSBGNF>).

Commitment aim:

The commitment aimed to improve transparency, participation, and ease of access to services in the business and investment sector, increasing access to information on commodity stock volumes and prices, and taking steps to increase the role of youth organizations in economic development activities.

Status

Midterm: Limited

Milestone 8.1: In the Investment Coordinating Agency (BKPM), the business licensing service would be integrated into a one-stop service scheme, and there would be creation and socialization of an Investor Relations Unit (IRU) that could be connected to provinces and cities. In September 2015, the IRU system had been built. The information about IRU’s contact center was clearly posted on BKPM’s website and could be easily accessed. But, it was not clear whether the provinces and cities were connected within the IRU or not. Also, the one-stop services had been implemented for certain types of direct investment approvals.¹

Milestone 8.2: The creation of the Development of Monitoring System for Staple Commodity Market (SP2KP) was made in order to provide accurate and reliable information about commodity prices, provide alerts to government, and to provide alternative scenarios of problem solving that can be implemented if a basic commodity crisis happens.² In the

midterm report, this milestone was initially coded as complete because SP2KP had also been created, was functioning well, and could be accessed online at <http://www.kemendag.go.id/en> and on electronic media such as TVRI, RRI, and Radio Bahana. There had been daily, weekly, and monthly reports of basic commodity prices published on the website, and the publication through electronic media had already been done as well. However, live real-time data on prices and periodic data on stock amounts for the 17 staple commodities had yet to be made available. Therefore, Independent Reporting Mechanism (IRM) researchers revised this milestone to be limited completion.

Milestone 8.3: The awareness-raising program about anti-bribery and corruption had not been completed, since it was deemed not related with the function of the responsible institution, the National Development Planning Agency (Bappenas).

Milestone 8.4: The One Stop Shop (OSS) system had been implemented in more than 30 percent of cities and districts in Indonesia.³ According to one civil society organization (CSO) stakeholder, this commitment signified a strong anticorruption effort and had been supported both by the present administration (President Joko Widodo) as well as the previous administration (President Yudhoyono).⁴ However, in a letter signed by R. Dwiyoga Prabowo Soediarso (an official at the Ministry for Bureaucratic Reform [KemenPANRB]), the ministry did not acknowledge responsibility for implementing this milestone. The ministry also sent a letter on 23 March 2015.⁵

Milestone 8.5 on the youth entrepreneurship program was withdrawn by the Ministry of Cooperatives and Small Medium Enterprise (*Kementerian Koperasi dan UKM*).⁶ The ministry suggested that the President's Delivery Unit for Development Supervision and Control (UKP4) find relevant ministries—such as the Ministry of Youth and Sport—to carry out the program.

Milestone 8.6 on the coaching program for youth organizations, a database of youth organizations was publicly available.⁷ However, the information displayed was incomplete, since the names of the officers were not included. IRM researchers could not verify 165⁸ organizations facilitated to fulfill standard qualification of youth organization and could not find evidence of 10,000 officers who obtained training.⁹ IRM researchers considered this commitment to have limited completion.

End of term: Limited

Milestone 8.1: IRU had been connected to all 34 provinces. This was evidenced by personnel assigned for this task as well as the contact number for each province.¹⁰ Therefore, IRM researchers consider this milestone completed.

Milestone 8.2 concerned the publication of commodity prices and stock volumes at the national level. Based on Minister of Trade Decree No.1092/2014, information pertaining stock/availability of certain basic needs were exempted from Freedom of Information disclosure, as such information would enable speculation that may destabilize prices and endanger the national economy. The decree did not mention which specific types of commodities are exempted. IRM researchers found that information on prices and stock amounts for onions (which includes garlic and shallots) was published online, but not other commodities.¹¹ The SP2KP (basic commodity monitoring system) listed 17 basic commodities.¹² This milestone is considered limited in implementation because stock amounts remain unpublished for the other 16 categories.

Milestones 8.3, 8.4, and 8.5 were withdrawn; thus, IRM researchers will only evaluate the remaining milestones. Concerning Milestone 8.3 (strengthen private sector-government relations), Bappenas officials commented that its goals were more suitable for the Ministry of State Owned Enterprise (Kementerian BUMN).¹³ For Milestones 8.2 and 8.6, the target ambition was reduced. However, this was not communicated to the IRM unit, so the evaluation is based on the original milestone.¹⁴

Milestone 8.6 aimed to prepare youth leaders to participate in economic development and entrepreneurship by providing leadership and management training. The Ministry of Youth and Sports only provided evidence of management training in seven provinces¹⁵ with a total of 592 participants. This is still far below the 33 provinces and 10,000 participants target intended by the milestone.¹⁶

The youth organization database has yet to include the names of functionaries; however, the government did assist and facilitate 110 youth organizations to meet the national standard for youth organizations (the target was 140).¹⁷ IRM researchers conclude that implementation of Milestone 8.6 was limited.

Did it open government?

Access to information: Did not change

Civic participation: Did not change

Public accountability: Did not change

Milestone 8.2 aimed to increase public access to important economic information by establishing access to commodity stocks and prices. However, the impact of such access is questionable, as few members of the public are likely to use it, and those stakeholders who have a strong interest in commodity prices already had access to the information via specialized sources.

Despite officially withdrawing Milestone 8.4, the implementation of the one-stop licensing service has reduced the time spent to register a business license by 60 percent and reduced the cost 30 percent, which improved the business and investment sector's climate and made positive or neutral impact to the regional and national state budget.¹⁸ However, according to some civil society stakeholders, the emphasis on streamlining the licensing process has compromised important environmental and social considerations at the local government level.¹⁹

Milestone 8.6 is important to human capital development but not particularly relevant to government openness.

The awareness-raising anti-bribery program to BUMN and private sectors had the potential to create substantial impact, but this activity has not been completed.

Carried forward?

Presently, the fourth national action plan is still being drafted.

¹ See <http://www7.bkpm.go.id/contents/general/117215/our-services#.Ve28RBGqgko>

² "Tentang SP2KP," accessed 14 September 2015, <http://ews.kemendag.go.id/p2kbp/aboutportal.aspx?t=Tentang+SP2KP>.

³ "Measure One Stop Shop Performance in Indonesia," *The Asia Foundation*, August 2007 <https://asiafoundation.org/resources/pdfs/IDmeasuringOSSeng.pdf>, accessed September 2015

⁴ IRM researchers, Interview with Ilham Saenong, 15 October 2015

⁵ See OGI completion table 29 <http://bit.ly/1Gnk81T>

⁶ Based on Tabel Capaian Renaksi OGI 2014_280415_Publikasi.pdf

⁷ http://kemenpora.go.id/pdf/DATABASE_percent20KOMUNITAS_percent20OKP_percent20TAHUN_percent202014_percent20_percent28UKP4_percent29.pdf

⁸ This data is based on GSAR 2014

⁹ According to Leny Kurnia, the standard of youth organization refers to Article 13 of Law No 40/2009 (Youth Law) which states that youth organization at least requires: 1) Membership, 2) organizational structure, 3) Secretarial and Finance Procedure, 4) Articles of Association

¹⁰ OGI BPKM Report to National Secretariat of OGI

¹¹ See "Price and Supply of Onion of Brebes on Location of Main Trading Location" *SP2KP*, <http://ews.kemendag.go.id/bawangmerah/DailyPriceBawang.aspx>

¹² List of basic needs that is displayed online: 1) Rice, 2) Sugar, 3) Cooking Oil, 4) Flour, 5) Soybean, 6) Beef, 7) chicken, 8) eggs, 9) Chili, 10) Onion/Garlic, 11) Milk, 12) Corn, 13) Fish, 14) Salt, 15) Instant Noodle, 16) Peanuts, 17) Cassava.

¹³ IRM researchers, communication with Thohir, Public Relation Division of Bappenas, 18 April 2016

¹⁴ Milestone 8.2 displays the online stock and commodity system which is more ambitious than the publication of commodity prices. Milestone 8.6 implements youth empowerment program in 33 provinces which is more ambitious than targeting the number of organizations and participants.

¹⁵ (Malang- East Java Province (youth organization participants, 75 people), Manado- Sulawesi Utara Province (College students participants, 75 people), Palembang- Sumatera Selatan Province (college student participants, 75 people), Ternate- Maluku Utara Province (college students participants, 75 people), Pontianak- Kalimantan Barat Province (college students participants, 75 people), Kupang- Nusa Tenggara Timur Province (College students participants, 75 people). According to the Ministry of Youth and Sports, an activity on Studi Pembangunan Nasional Kepemudaan (participants: 142 people) was held in Jakarta on August 18-20 2015.

Interview with Jaswadi, 25 April 2016

¹⁶ Ministry of Youth and Sports claimed that they have reached the target in 2014, unfortunately no proof was presented. Interview with Jaswadi, 25 April 2016.

¹⁷ IRM researchers were unable to verify the training aimed to implement the action plan as the condition of each participating organizations pre-training is not explained. Kemenpora (Ministry of Youth and Sport) mentioned that there are several organizations that have met the standard, however the number is not mentioned. Interview with Jaswadi, 25 April 2016.

¹⁸ Streamlining Business Licensing and Registration," *The Asia Foundation*, <https://asiafoundation.org/resources/pdfs/Indostreambizind.pdf> accessed on 8 September 2015 19:16 WIB.

¹⁹ Interview with Ilham Saenong, Transparency International Indonesia, 13 October 2016.

9. Accelerate Open and Good Governance Practices in Land Affairs

Commitment Text:

In many cases, there are still many people who do not know about information and regulations on land affairs such as transition renewal, merging and splitting up land rights. The government of Indonesia is committed to continuously improve the quality of public services in the land sector by providing more comprehensive information to the public on land services information, as well as to encourage business investment through the integration of land policies and regulations

Milestones/KIPs (2014):

1. Improved infrastructure for and quality of land services
 - a. Implement 5 types of public services online:
 - i. Checking Certificate
 - ii. Transfer of Rights
 - iii. Removal from the list of liens (Roya Tanggungan)
 - iv. Improving rights from Right to Build (Hak Guna Bangunan (HGB)) to Right of Ownership (Hak Milik (HM))
 - v. Mortgage
 - b. Implementation of integrated land data with two ministries/agencies/local governments; and publication of online mapping at BPN website for areas of Java and Bali
2. Encourage business investment through the integration of policies and regulations on land in Indonesia in the form of a single document
 - a. Publication of books / documents / files that integrate all regulations regarding the processing of the ownership and utilization of land on five types of services

Responsible Institution: National Land Agency, Ministry of Agrarian Affairs and Spatial Planning

Supporting Institution(s): None

Start Date: 28 May 2014.....

End Date: 31 December 2015

Commitment Overview	Specificity	OGP Value Relevance (as written)	Potential Impact	Completion	Midterm	Did it Open Government?
					End of Term	

	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Innovation & Transparency & Accountability	None	Minor	Moderate	Transformative	Not Started	Limited	Substantial	Completed	Worsens	Did Not Change	Marginal	Major	Outstanding
9. Overall			✓		✓			✓			✓			✓						✓	
9.1a. Improve Infrastructure and Services for Land Affairs			✓		✓			✓			✓		✓			✓					
9.1.b. Land Affairs Data Integration			✓		✓			✓			✓		✓		✓						
9.2. Compile Land Laws and Regulations			✓		✓				✓					✓		✓					

Commitment aim:

This commitment aimed to improve the quality and capacity of land-related services by digitizing licensing and certification processes, integrating National Land Agency data with data from other ministries to avoid complications from conflicting information, and providing a single document for all regulations on land ownership and utilization.

Status

Midterm: Limited

Milestone 9.1a: The National Land Agency (BPN) website has not been updated since 2013. As noted in the prior Independent Reporting Mechanism (IRM) report, there is still no means of filing a grievance. In addition, the online services outlined in the commitment have not been achieved, although the regulations and associated costs are available on the website.

Milestone 9.1b: IRM researchers found no evidence of data integration or publication of online mapping. This milestone was considered not started.

Milestone 9.2: According to the government self-assessment, the website was completed. Additionally, the government self-assessment stated that 1,400 task forces received copies of a volume of compiled land regulations. Requests for interviews from IRM with relevant government officials went unanswered, and no evidence documenting distribution or training was supplied.

End of term: Substantial

Milestone 9.1 was completed. BPN had published almost all required information¹ concerning land services as stipulated under Head of Land Agency regulation 1 in 2010 on Service Standards and Regulation of Land Affairs (*Standar Pelayanan dan Pengaturan Pertanahan*) online.²³ Information displayed included the prerequisites, procedures, processing time, and cost of each type of service. Online services available to the public included cost simulation,⁴ online checking of land certificates,⁵ and online document tracking.⁶ The ministry had also developed a service portal aimed at citizens living far from the local land office called Online Village,⁷ so village citizens did not need to travel to land offices personally for services.

Integration of land data was conducted in cooperation with the Ministry of Finance, which utilized the data to optimize state revenue.⁸ BPN also coordinated land services with the Ministry of Home Affairs using National Identity Number (*Nomor Induk Kependudukan*). According to interviews, several provincial, city, and regency administrations made use of the Land Agency's map.⁹ The public can access the agency's online map of land plots through <http://peta.bpn.go.id/>.¹⁰ Although the map covers all of Indonesia, areas of Sumatera, Jawa, and Bali have not been fully covered. The map still features significant inaccuracies, but local land offices accept and consider petitions by landowners for corrections.¹¹ Overall, Milestone 9.1b has been substantially achieved.

Milestone 9.2: The evidence submitted by the government for Milestone 9.2 was a single document compiling all regulations related to land services. Ministry representatives claimed to not understand the origin and intention of this milestone, having received conflicting guidance at different times from the Open Government Indonesia Secretariat.¹² However, Land Agency Regulation 1/2010 on Service Standards and Regulation of Land Affairs (*Standar Pelayanan dan Pengaturan Pertanahan*) was not included in the compilation.¹³ As the regulation is available elsewhere, Milestone 9.2 is considered substantially complete.

Did it open government?**Access to information: Major**

Land use and licensing administration in Indonesia has been increasingly opaque during the post-Suharto era. Overlapping jurisdictions, both between ministries and agencies at the national level and between district, provincial, and national level authorities have made effective enforcement of land-use restrictions problematic. For example, the Ministry of Forestry may grant a logging concession covering both a high conservation-value area protected by the Ministry of the Environment and an existing mining concession granted by the Ministry of Energy and Mineral Resources. In the same area, the ancestral lands of an indigenous group may be protected from industrial development by the provincial government, while a nearby city government grants a license for an overlapping palm oil plantation. The different ministries, agencies, and regional governments involved use separate official base maps, often at differing scales and levels of detail, recording these concessions and rights of use or ownership without coordinating data with other relevant institutions. A major effort has been under way since the second term of President Susilo Bambang Yudhoyono to unify and standardize the spatial data used by all institutions of government. This effort, known as the One Map initiative, has made substantial progress toward establishing a single base map at the 1:50,000 scale for use by all ministries and regional governments. Using this base map, government bodies may then overlay spatial

data on a total 85 relevant themes to be integrated in a single, publicly available portal at tanahair.indonesia.go.id. The initiative, at first led by the President's Delivery Unit for Development Supervision and Control (UKP4) under Yudhoyono, is now the responsibility of the Geospatial Information Agency (BIG, formerly known as the National Coordinating Agency for Survey and Mapping or *BaKoSurTaNaI*).

From the perspective of BPN, the One Map initiative is not as relevant as it could be for technical reasons. For the agricultural, commercial, and industrial zoning purposes of BPN, where differences of a single meter matter significantly, the 1:50,000 scale used by the One Map project is simply not precise enough. For this reason, BPN has made no effort to integrate its online map and data, which utilizes a 1:1000 scale, with the One Map portal. Although this lack of cooperation may result from legitimate technical barriers, it undermines the clarity and ultimate transparency that the administration aims to achieve with the One Map project. BIG representatives have described BPN as resistant to their efforts at coordination.¹⁴

Against the broader context described above, Commitment 9 could be considered over-focused on development of BPN services and capacity, at the expense of furthering the overall integration agenda and perpetuating some of the challenges to enforcement associated with having disparate jurisdictions over spatial data. Moreover, the implementation of the online services is still less-than-reliable, as several of the web services are prone to technical failure, and Land Office services remain slow or unreliable in many areas.¹⁵

A further criticism concerns the relevance of the Online Village portal, which ostensibly targets rural residents as beneficiaries but ignores the difficulty that such residents often face in accessing and using the internet.

The commitment represents a practical, relevant effort to make land services more transparent and accessible to the public. As implemented in the period up to December 2015, the commitment enables various online land-related services and makes available spatial and zoning data, processes, mechanisms, and cost of services to the public. The mechanisms for civic participation are improved in that landowners and stakeholders may use the online information to inform requests for correction at local land offices, and this in turn contributes to visibility and accountability of the agency at local and national levels to spatial decisions. As such, the commitment has contributed significantly to the openness of government.

Carried forward?

Presently, the government is still finalizing the draft action plan.

¹ For some services, information on service fees are not available, such as: surveying costs for land acquisition and inventory, area surveying and measurement at the request of the agency or the public, surveying to create a complete topographical map (**Land Measurement Services Group**), consolidation of public lands, technical considerations of land stewardship (**Land Regulatory and Structuring Services Group**)

² "Land Service," *National Land Agency*, <http://site.bpn.go.id/o/Layanan-Pertanahan.aspx>.

³ There are six groups of services: Services for first-time registration of land (18 services), land registration data maintenance services (35 services), general land registration and information services (7 services), plot measurement services (4 services), land governance and management services (5 services) and acquisition management services (1 service). Compare to National Land Agency regulation No.1 of 2010: <http://bit.ly/1Twy2VK>

⁴ In nearly all of the 70 services available, users are able to estimate the costs of service for their individual cases using the site's online cost simulator <http://site.bpn.go.id/o/Layanan-Pertanahan.aspx>.

⁵ Available via downloadable mobile applications, **Sentuh ATR** and **Sentuh BPN** <http://bit.ly/1OTGuBQ>

⁶ Document tracking is available online at <http://informasi-berkas.bpn.go.id/infoberkas/default.aspx> and via the mobile applications **Sentuh ATR/BPN**.

⁷ Online Village is an online portal for land-related services: <http://loket.bpn.go.id/> See *Layanan Pertanahan Dimudahkan dengan Adanya 'Desa Online'*, August 2015 <http://bit.ly/1TAUvDu>

⁸ See Memorandum of Understanding between the Ministry of Finance and the Ministry of Agrarian and Spatial Planning/National Land Agency No. MoU-09/MK.03/2015, No. 8.1/SKB/V/2015 on *Tax Revenue and Agrarian and Spatial Planning Policy Optimization*, 20 May 2015 and the subsequent Memorandum of Understanding between the Ministry of Finance, Director General of Taxation and the Secretary General of the Ministry of Agrarian Affairs and Spatial Planning No. KEP-116/PJ/2015, No. 8.2/SKB-100/V/2015 on *Tax Revenue and Agrarian Affairs and Spatial Planning Policy Optimization*, 20 May 2015

⁹ IRM researchers, interview with Tanti Wahyuni and Kurnia, 13 April 2016

¹⁰ The online map was first made available to the public in 2010, starting with coverage of the Greater Jakarta area.

¹¹ Online map inputs are based on surveys carried out by the local land offices. Interview with Tanti Wahyuni and Kurnia, 13 April 2016.

¹² Interview with Tanti Wahyuni and Kurnia, 13 April 2016.

¹³ The compiled documents include 4 Laws, 19 Regulations, 1 Presidential Decree, 2 Presidential Decisions, 1 Presidential Instruction, 4 rulings from the Ministry of Agrarian Affairs and Spatial Planning, 2 rulings from the Ministry of Home Affairs, 2 Instructions from the Ministry of Agrarian Affairs and Spatial Planning, and 5 rulings from the Head of the National Land Agency. The Agency has printed 1400 copies of the compiled volume and distributed them among land offices across the country.

¹⁴ Interview with Nabiha Shahab, One Map researcher and former UKP4 staff, 12 October 2016.

¹⁵ Interview with Nabiha Shahab, One Map researcher and former UKP4 staff, 12 October 2016.

10. Accelerate Open and Good Governance Practices in Management of Migrant Workers

Commitment Text:

The problem faced by migrant workers is the lack of infrastructure to respond to migrant workers' complaints quickly in order to provide needed protection for working overseas. Information on vacancies from the official migrant worker agency, preparation procedures, as well as complete migrant workers information will be published through the website of the National Agency for the Placement and Protection of Indonesian Workers (BNP2TKI). These innovations are expected to increase transparency and accountability in the management of public services for migrant workers, including transparency on the progress of complaint resolution.

Milestones/KIPs (2014/2015):

1. Online publication of:

- a. Statistical data about Indonesian Migrant Worker (TKI) placement by country;
- b. Data about TKI return;
- c. Data of problematic TKI;
- d. Information about all the things that must be prepared by migrants when returning to Indonesia and procedures when arriving at Indonesia airport.
- e. Integrated online services between private worker placement agencies (PPTKIS) and BNP2TKI (Central and Regional).

2. Website jobsinfo.bnp2tki.go.id as TKI job vacancies portal which connects PPTKIS and TKI candidates, consisting of:

- a. Publication of statistical data based on type of job positions and state locations;
- b. Publication of applicant data for each job vacancies.
- c. 50 companies open and announce job vacancies at jobsinfo.bnp2tki.go.id
- d. More than 3,600 job vacancies at jobsinfo.bnp2tki.go.id

3. Publication of reports on complaints and follow-up of complaints received in the BNP2TKI website and provision of information and dissemination of BNP2TKI to the workers (including information service complaints, and follow-up)

Responsible Institution: National Agency for Placement and Protection of Indonesian Workers (BNP2TKI)

Supporting Institution(s): None

Start Date: 28 May 2014.....

End Date: 31 December 2015

Commitment Overview	Specificity	OGP Value Relevance (as written)	Potential Impact	Completion	Midterm	Did it Open Government?
					End of	

	None				Low				Medium				High				Access to Information				Civic Participation				Public Accountability				Innovation for Transparency & Accountability				None				Minor				Moderate				Transformative				Not Started				Limited				Substantial				Completed				Term				Worsens				Did Not Change				Marginal				Major				Outstanding			
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Innovation for Transparency & Accountability	None	Minor	Moderate	Transformative	Not Started	Limited	Substantial	Completed	Worsens	Did Not Change	Marginal	Major	Outstanding																																																																			
10. Overall				✓	✓	✓	✓	✓			✓				✓				✓																																																																					
10.1. Statistical Data on TKI				✓	✓						✓					✓																																																																								
10.2. TKI Job Vacancies Portal				✓	✓		✓					✓				✓																																																																								
10.3. Publication of Reports on Complaints and Follow-Up Complaints Received				✓		✓						✓		✓																																																																										

Commitment aim:

This commitment aimed to enhance transparency of services and redress mechanisms for migrant workers by uploading statistical data on Indonesian migrant workers abroad (known as TKIs), the creation of a verified jobs platform, and the creation of complaint platform to address TKI abuse.

Status

Midterm: Substantial

The three milestones in this commitment were quite ambitious, and they should have been separated into three different commitments. One sub-commitment that originally included the formation of a Indonesian Private Worker Placement Agency (PPTKIS) representative office in one foreign country was dropped, as it was considered to fall outside the competency and authority of the National Agency for the Placement and Protection of Indonesian Workers (BNP2TKI).¹

Milestone 10.1: The statistical data on worker placement was made available on the BNP2TKI website.² The data on TKIs’ return from overseas, on complaint cases, and problem

cases was also available.³ The midterm target for this milestone was thus considered complete. The target integrating online services between PPTKIS and BNP2TKI (central and regional) was less specific, making it difficult to evaluate. The milestone should have further detailed the types of integration to be made.

Milestone 10.2 targeted the establishment of a job vacancies portal. During the action plan implementation period, there were 59 companies advertising jobs; thus, the 50 companies target was surpassed. The number of jobs advertised was around 7 to 8 thousand, surpassing the target. Independent Reporting Mechanism (IRM) researchers consider that all targets pertaining to the jobsinfo website to have been completed.

Milestone 10.3: The complaint platform for migrant workers was made available.⁴ However, only aggregate case statistics were published without a mechanism for monitoring individual cases. Given this, IRM researchers considered this milestone to have limited completion.

End of term: Substantial

As mentioned above, the target to establish a representative office for recruiting companies in one foreign country was dropped, as it was considered to fall under the authority of the Ministry of Manpower rather than BNP2TKI.

Milestone 10.1: In addition to the targets completed by the midterm assessment, the integration of online services for migrant workers was conducted through the Computerized System for Indonesian Workers Abroad (SISKOTKLN).⁵ The integration connects workers and candidates to information and services from several stakeholders, including the targeted PPTKIS. Integrated government bodies include six ministries and agencies, five Indonesian representative offices (embassies, consulates, and trade offices), 12 provincial governments, and 300 regencies and cities.⁶

Milestone 10.2 was completed at the midterm assessment and remains completed. As of the end of 2015 there were 417 companies and 11,838 job vacancies on the jobsinfo.bnp2tki.go.id website.

Milestone 10.3: IRM researchers found that the government wished to lower their ambition by removing Milestone 10.3 on the publication of complaints and their resolutions. However, this was not officially communicated to IRM, so the milestone was evaluated as originally stated.

As noted in the midterm assessment, a complaint services website had been established, but as of December 2015, only displayed summary statistics of complaint reports received and processed.⁷ The monitoring of complaint follow-up continues to operate as an internal BNPTKI mechanism without further public disclosure. However, Indonesian migrant workers or their families may request a follow-up report using a toll-free call center with 24/7 service, by e-mail, SMS, letter, or in-person at one of 48 BNP2TKI offices.⁸ The system also lacks a mechanism for handling emergency calls, which requires a different response from regular calls.⁹ This milestone is considered to have limited completion.

Did it open government?

Access to information: Marginal

Civic participation: Did not change

At the end of 2014, according to government statistics, there were over 429,000 Indonesian migrant workers overseas, 42 percent of which considered to be informally employed (often working as household assistants).¹⁰ These workers are highly vulnerable to abuse. They are often overworked, underpaid, or mistreated.

In 2015, BNP2TKI processed 3,615 cases involving migrant workers, including 602 deaths while abroad, 542 requests to be sent home, and 488 reports of wages being unpaid.¹¹ The problem was complex from the government standpoint due to the lack of protection or authority for enforcement in countries where workers are stationed.

In pursuing this commitment, BNP2TKI has established access to information on job vacancies, published data on Indonesian migrant worker locations, and published a summary of complaint reports by year. This improved public access to information, especially for those considering working abroad, to understand the risks involved. However, the actual process and performance of complaint resolution remains obscure, including the total number of complaints or petitions received. Furthermore, the lack of internet access among the most vulnerable populations—such as workers abroad in disempowered situations or potential workers in rural or impoverished areas of Indonesia—remains a more fundamental problem. The use of these mechanisms has not been effective in practice due to delay in responses from officials. Important complaint issues include wage cuts and claim payments. Indonesian workers often do not get any explanation for wage cuts, which they experience after commencing work in the host country. They also do not receive sufficient information regarding insurance claim coverage and claim procedures. As a result, many workers do not file claims when they could. The system also lacks a mechanism for handling emergency calls, which require a different response from regular calls.¹²

One civil society stakeholder commented that the program also lacks socialization, so only government officials at the ministry and village apparatus are aware of the risks and the services available.¹³ Nevertheless, the commitment contributes marginally to open government by enhancing access to information.

In terms of opening government practice to more opportunities for civic participation, IRM researchers initially considered Milestone 10.3 relevant to civic participation because it aimed to make the complaint system more transparent and accountable. The participation element would be coming from plaintiffs in this case. However, this assumption appears to be inappropriate, since the milestone did not aim to create or enhance the complaint resolution mechanism itself, only to publish case volume and results. The milestone saw limited completion, but even if it had been completed, it is difficult to see how it would enhance civic participation in the end.

Carried forward?

Presently, the action plan is still in the drafting process. Publishing complaints that are already happening increases openness. Involving TKI in the process of designing relevant policies would increase community participation and representation.

¹ *Interview with officials from BNP2TKI*

² See “Placement Statistics Index,” *BN2TKI*, http://www.bnp2tki.go.id/stat_penempatan/indeks

³ “Placement Statistics Index,” *BN2TKI*, http://www.bnp2tki.go.id/stat_kepulangan/indeks for returning workers; http://www.bnp2tki.go.id/stat_kepulangan/indeks for problem cases.

⁴ “Call Center Complaints System,” *BN2TKI Crisis Center*, <http://halotki.bnp2tki.go.id/ccms/>

⁵ The integrated portal can be found here: <http://siskotkln.bnp2tki.go.id/>. See also BNP2TKI Regulation No PER-26/KA/XII/2013 on Implementation Guidelines of Computerized System of Indonesian Migrant Workers Abroad (<http://bit.ly/1X8tqdg>). This regulation replaces the previous regulation in 2011.

⁶ Interview with Yunafri, 28 April 2016. Ministries and agencies integrated include the Ministry of Manpower and Transmigration, the Ministry of Foreign Affairs, the Ministry of Law and Human Rights, the Ministry of Health, the Ministry of Home Affairs, and the Indonesian Professional Certification Authority. Indonesian representative offices include the Indonesian Embassies in Singapore, Malaysia, and Brunei Darussalam; the Consulate General in Hongkong; and the Indonesian Office for Trade and Economy in Taiwan.

⁷ See “Call Center Complaints System,” *BN2TKI Crisis Center*, <http://halotki.bnp2tki.go.id/ccms/>

⁸ Interview with Yunafri, 28 April 2016

⁹ Interview with Nisma, *Serikat Buruh Migran Indonesia* (Indonesian Migrant Worker Union), 11 May 2016.

¹⁰ “Placement Statistics Index,” *BN2TKI*, http://www.bnp2tki.go.id/stat_penempatan/indeks

¹¹ “Call Center Complaints System,” *BN2TKI Crisis Center*, <http://halotki.bnp2tki.go.id/ccms/>

¹² Interview with Nisma, *Serikat Buruh Migran Indonesia* (Indonesian Migrant Worker Union), 11 May 2016.

¹³ Interview with Nisma, *Serikat Buruh Migran Indonesia* (Indonesian Migrant Worker Union), 11 May 2016.

11. Accelerate Open and Good Governance Practices in Hajj Management and Marriage Services

Commitment Text:

Management of hajj is perceived to be another area of public service with high exposure to corruption. To alleviate fears of corruption, the government of Indonesia continues to make management of hajj more transparent, easily accessible and understood by citizens. Moreover, the government of Indonesia also encourages transparency and accountability in the Office of Religious Affairs (KUA) specifically in marriage information services.

Milestones/KIPs (2014):

1. Hajj management is done in a transparent and accountable manner
 - a. Hajj and Umrah information published on the website, integrated with Open Data / SIP PPID accompanied by explanation in the form of infographics (additional information service module).
 - b. Publication of hajj cost information for individual participants
2. Promote transparency and accountability of public services in the Office of Religious Affairs (KUA)
 - a. The publication of marriage service information including the procedures, costs and timing services through posters and a website; the availability of complaints systems in the Office of Religious Affairs in regencies and municipalities across Java, Sumatra, and Bali (2014); and Kalimantan, Sulawesi, and Nusa Tenggara (2015).
 - b. Integration of the Ministry's website for Marriage Affairs (simkah.bimaislam.com) with the Civil Registry System.
 - c. The implementation of the Marriage Management Information System at simkah.bimaislam.com.

Responsible Institution: Ministry of Religious Affairs

Supporting institution(s): None

Start Date: 28 May 2014.....

End Date: 31 December 2015

Commitment Overview	Specificity				OGP Value Relevance (as written)				Potential Impact				Completion				Midterm				End of Term				Did it Open Government?			
	None	Low	Medium	High	Access to Information	Civic Participation	Public	Accountability & Technology	Innovation for	Transparency & Accountability	None	Minor	Moderate	Transformative	Not Started	Limited	Substantial	Completed	Worsens	Did Not Change	Marginal	Major	Outstanding					

11. Overall			✓		✓			✓			✓							
11.1. Transparency and Accountability in Hajj Management			✓		✓						✓							
11.2. Transparency and Accountability of KUA				✓	✓			✓				✓						

Commitment aim:

The commitment aimed to alleviate corruption by making the management of hajj more transparent, easily accessible, and understood by citizens. In addition, the government of Indonesia also encouraged transparency and accountability in the Office of Religious Affairs (KUA), specifically in marriage information services.

Status

Midterm: Limited

Milestone 11.1 sought to publish hajj information in open data format, integrated with the Documentation and Information Management Office (PPID). The milestone also included utilizing infographics. Independent Reporting Mechanism (IRM) researchers were unable to relate the information provided on the ministry’s website with the action plan. The link provided for hajj goes to the news section of the ministry’s website, which contains nothing relevant to publishing hajj information in open data format. IRM researchers were also unable to locate additional infographics on the website. The Ministry of Religious Affairs did not answer requests for interviews. This milestone was considered to have limited completion.

Milestone 11.2 sought to publish information pertaining to marriage services at local KUAs, create a system for receiving and responding to complaints, and connect online municipal marriage services to the Civil Register System.¹ IRM researchers were not able to find any evidence to support integration with the Civil Register. Additionally, IRM researchers were unable to confirm publication of the targeted information or establishment of a reporting/complaint system as KUA officials did not answer requests for interviews. However, one civil society stakeholder noted that various posters on gratis marriage service (if conducted in KUA office) had been on display in several regions.²

Simkah (the Marriage Management Information System) is accessible to the public.³ The Simkah system was intended to enable online marriage registration; however, this does not appear to be functional. The system does provide a functional marriage certificate search and a directory of KUA locations and services as well as few other minor features. This milestone was considered to have limited completion.

End of term: Substantial

Milestone 11.1: The Ministry of Religious Affairs provided evidence of login features used by hajj candidates using their 'portion number' (a number obtained after a candidate has paid some portion of their hajj costs), which is used to track the expected departure time and the remaining fees to be paid.

The 2014 target concerned integration with the Open Data Portal. The ministry submitted evidence in the form of datasets at the www.data.go.id portal. From the eight datasets provided, IRM researchers consider only one to be relevant, namely the hajj waiting list.⁴ General hajj and *umrah* (non-seasonal pilgrimage to Mecca also known as the 'small hajj') information is provided through the <http://haji.kemenag.go.id/v2/> website. IRM researchers conclude that Milestone 11.1 has been completed.

Milestone 11.2: The government lowered the ambition of this milestone by reducing the number of KUAs involved. This change was not communicated to the IRM unit; thus, progress is evaluated using the original targets. Originally, KUAs in all 30 provinces (4,892 KUAs) were included in the target.⁵ This was reduced by including only 16 provinces (1,416 KUAs) as follows:

- North Sumatra (332 KUAs),
- Jambi (111 KUAs),
- Bengkulu (110 KUAs),
- Bangka Belitung (30 KUAs),
- Banten (166 KUAs),
- Yogyakarta (80 KUAs),
- Central Kalimantan (79 KUAs),
- South Kalimantan (100 KUAs),
- North Kalimantan (NA),
- Central Sulawesi (116 KUAs),
- Southeast Sulawesi (109 KUAs),
- West Sulawesi (52 KUAs),
- Gorontalo (60 KUAs), and
- Nusa Tenggara Timur (71 KUAs).⁶

The Ministry of Religious Affairs submitted evidence of posters displaying marriage service information in various places, including information on mechanisms, costs, and opening hours. An assessment of this commitment based on its original targets (30 provinces) found that there was no change between midterm and end of term.

In relation to the 2014 target—integration with the Office of Civil Registry—the Ministry of Religious Affairs only provided evidence of cooperation with the Yogyakarta KUA (in 2013) and the Bantul Regency (in 2014).⁷ This is far from the initial target of 282 regencies and cities in Sumatera, Java, and Bali.⁸ Milestone 11.2 also included the implementation of an integrated system of marriage registry.⁹ The website had been unavailable during multiple

attempts to visit it during 2016. As of October 2016, the domain is available for sale. IRM concludes that Milestone 11.2 has limited completion.

Did it open government?

Access to information: Marginal

This commitment concerned the transparency of government services in two similar but functionally separate areas: Hajj and marriage. In previous years, KUA and ministry officials in both areas regularly took advantage of people. The two issues will be discussed separately.

Hajj services

The hajj, or pilgrimage to Mecca, is one of the fundamental religious tenets for observant Muslims. As one of the world's most populous Muslim countries, there is high demand for Indonesians to go on hajj at least once in their lives. The hajj services provided by the Ministry of Religious Affairs can be likened to a massive travel agency. The annual quota for hajj visitors from Indonesia imposed by the government of Saudi Arabia is over 200,000, yet Indonesia's waiting list is six years long, on average. To secure their place in a government-operated hajj tour, individuals must deposit approximately US\$2,500 with the Ministry of Religion, where funds are held throughout the waitlist period. The total cost of the government-operated journey is around US\$3,200, a number not far from Indonesia's Gross Domestic Product (GDP) per capita. As of February 2015, the Indonesian government managed a 170.2 trillion IDR (US\$4,855 billion) hajj-related funds.¹⁰

The Ministry of Religion has a reputation for corruption and misuse of hajj funds. In 2006, the then-Minister of Religion was convicted of misappropriating hajj funds, and in 2014, another former Minister was declared a suspect in a case involving misuse of hajj funds.¹¹ The costs associated with Hajj in Indonesia (BPIH) are the most expensive in Asia, but this high cost often does not correspond to the services provided.

This commitment is in part a continuation of the 2013 action plan on Hajj Management and Office of Religious Affairs, which aimed to publish information about hajj costs (BPIH) in addition to hajj queue status, departure, and travel plans. In particular, clear information regarding the level and quality of services delivered and the uses of funds deposited with the ministry would help the public understand the nature of the transaction before entering into it and provide a measure of accountability in delivery of service.

However, up to December 2015, this commitment has made little real impact. While the Saudi government sets the total quota for the country, the Ministry of Religion breaks that number down by province and sells off a portion to high-end private agencies to manage. Actual quota numbers by province are subject to manipulation by ministry officials, and services delivered still fall short of basic expectations (e.g. cramped living quarters and unreliable catering services). This has become a high-profile issue, and there are campaigns underway within the ministry to fix these problems, but the commitment itself has thus far yielded negligible results.

Marriage services

The commitment also sought to combat the petty corruption common to marriage services. As explained in the 2013 Indonesia Special Accountability Report, there was no clarity as to the actual cost and fees associated with marriage registrations and no mechanism for

receiving and addressing complaints was in place. In this case, the commitment has been implemented well and has resulted in a major change of the status quo. Although not implemented in all targeted provinces, posters establishing standard fees (marriage registry is now free if performed at the KUA, and costs about US\$50 if performed elsewhere) have been widely disseminated, allowing direct monitoring and enforcement by the public. According to multiple civil society stakeholders, this change has widely eliminated the previous practice of fee manipulation by officials.

Overall, the commitment contributed to open government by making service costs, especially for marriage registry, more transparent and enforceable. Between the significant change for marriage services and the negligible effect for hajj services, IRM researchers consider this commitment to have contributed marginally to open government.

Carried forward?

At the present, the national action plan is still in the drafting process. Some of the milestones, which have not been completed, such as infographics, should proceed so that it obtains complete status.

¹ <http://simkah.bimaislam.com>

² Interview with Ilham Saenong (Transparency International), 15 October 2015. A photo of one such poster is available here: http://3.bp.blogspot.com/-xBQ4mbipnP8/VKm6D2FeRII/AAAAAAAAAB9Q/nkMliXfbzPM/s1600/biaya-nikah-10918923_894019250630759_4119513688878170322_o.jpg

³ "Simkah Online," Directorate General of Islamic Guidance, <http://simkah.kemenag.go.id/awal.php>

⁴ see <http://data.go.id/dataset?q=kementerian+agama>

⁵ This number of KUA refers to Direktori KUA (Office of Religious Affairs Directory). See <http://bit.ly/23XVjVG>

⁶ This number of KUA refers to Direktori KUA (Office of Religious Affairs Directory). See <http://bit.ly/23XVjVG>

⁷ See Joint Agreement between Head of Office of the Ministry of Religious Affairs in Yogyakarta and the Mayor of Yogyakarta No. 23 Tahun 2013, No. 06/NKB.YK/2013 on Cooperation in Integration of Data on Citizens of the Yogyakarta Area, 14 May 2013, and Cooperative Agreement between the Government of Bantul Regency and Office of Ministry of Religious Affairs in Bantul Regency No. 03.1/PK/Bt/2014, No. Kd.12.01/6/Pw.01/1885.a/2014 on Data Synchronization and Integration of Civil Administration Information Systems (SIK) with the Marriage Management Information System (SIMKAH) in Bantul Regency, 19 May 2014

⁸ Aceh (Cities: 5, Regencies :18), North Sumatra (Cities: 8, Regencies: 25), West Sumatera (Cities: 7, Regencies: 12), Riau (Cities: 2, Regencies: 10), Kepulauan Riau (Cities: 2, Regencies: 5), Jambi (Cities: 2, Regencies: 9), Bengkulu (City: 1, Regencies: 9), South Sumatera (Cities: 4, Regencies: 13), Bangka Belitung (City: 1, Regencies: 6), Lampung (Cities: 2, Regencies: 13), Banten (Cities: 4, regencies: 4), Greater Jakarta (Cities: 5, Regencies: 1), West Java (Cities: 9, Regencies: 18), Central Java (Cities: 6, Regencies: 29), Yogyakarta (City: 1, Regencies: 4), East Java (Cities: 9, Regencies : 29), Bali (City: 1, Regencies: 8). See the 2014 *Jumlah Kota Menurut Provinsi* (Number of Cities based on Province) (<http://bit.ly/1OCzrrP>) and *Jumlah Kabupaten Menurut Provinsi* (<http://bit.ly/25cQsWk>) (Number of Regencies based on Province)

⁹ <http://simkah.bimasislam.com>

¹⁰ 'Optimalkan Triliunan Dana Haji, Jokowi Bentuk Badan Khusus' <<http://www.cnnindonesia.com/ekonomi/20150607103621-78-58230/optimalikan-triliunan-dana-haji-jokowi-bentuk-badan-khusus/>> accessed 18 September 2015. See also Norimitsu Onishi, 'In Indonesia, Many Eyes Follow Money for Hajj' <<http://www.nytimes.com/2010/08/06/world/asia/06hajj.html>> accessed 18 September 2015.

¹¹ 'Indonesian Ex-Minister Jailed over Hajj Corruption' (*ABC News*, 7 February 2006) <<http://www.abc.net.au/news/2006-02-07/indonesian-ex-minister-jailed-over-hajj-corruption/794250>> accessed 18 September 2015; Indonesia correspondent George Roberts and wires, 'Indonesian Minister Suspect in Corruption Case' (*ABC News*, 24 May 2014) <<http://www.abc.net.au/news/2014-05-24/an-indo-pilgrimage-corruption/5475546>> accessed 18 September 2015.

12. Accelerate Open and Good Governance Practices in Natural Resources Management

Commitment Text:

Indonesia has vast natural resources for both renewable and non-renewable energy. However, management and utilization of natural resources in Indonesia are still vulnerable to corruption, collusion, and nepotism.

Therefore, the government of Indonesia continues to promote open and good governance in the extractive industry among others by applying EITI standards. Information of production volume and spatial information in the extractive industry, renegotiation of the Contract of Work (Kontrak Karya), PKP2B, implementation of Social Responsibility Programs (Tanggung-Jawab Sosial), procurement of upstream oil and gas and mining, will be made available to the public.

Milestones/KIPs (2014/2015):

1. *Transparency in the Management of Natural Resources within EITI Scope*
 - a. *Publication of reconciliation report of extractive industries transparency initiative (EITI) for Indonesia's oil and gas and mining sectors for FY 2010, FY 2011.*
2. *Transparency of information regarding Volume Production of Extractive Sectors (Oil, Gas, and Mining), Oil and Gas Contracts (PSCs), Mineral and Coal (KK, PKP2B and IUP) and granting of mining license (IUP) in each stage.*
 - a. *The publication of revenue and production data of oil and gas as well as minerals and coal in real time and classified according to the producing region and the production unit (unit contract / permit)*
 - b. *The publication of the document of oil and gas contracts (PSC) as well as mining (KK / PKP2B / IUP)*
 - c. *Publication of the licensing process for mining in the mineral and coal sectors, outlining each stage and integrating the national and provincial-level sub-processes.*
3. *Transparency in implementing renegotiations of Contracts of Work (KK/Kontak Karya) and PKP2B as mandated by the Mining Law; implementing and monitoring of downstream post January 13, 2014*
 - a. *The development and publication of the results of the renegotiation of the contract of work (COW) and PKP2B - related to the implementation of the Mining Law (No. 4/2009)*
 - b. *The publication of the development and supervision of the implementation of the obligations of processing and refining of minerals by mining industry per January 12, 2014 - related to the implementation of the Mining Law (No.4 / 2009)*
 - c. *Availability of complaint mechanism and public control related to downstream implementation*
4. *The implementation of e-procurement of upstream oil and gas and mineral/coal using online system (e-procurement) that can be monitored by the public in each stage (50%)*

- a. Availability of complaint mechanism and public control related to downstream implementation
- b. Availability of whistleblower mechanism, integrated with LPSK and KPK
- 5. Publication of information / spatial data to One Map Gas and Mining/Coal through the Ministry website with updated data
- 6. Publication of documents related to the implementation of the Social Responsibility Program (CSR) KKKS Gas and KK / IUP / PKP2B Mining in every stage (from planning to accountability)
- 7. Publish documents related to reclamation and mine closure ranging from planning to accountability (includes information regarding the amount and use of funds or fund Reclamation Guarantee -Minerba- -Migas- ASR)
 - a. Publication of a report on the results of monitoring and evaluation implementation and post-mining reclamation ranging from planning to accountability (includes information regarding the amount and use of funds, Mining Reclamation Guarantee, or ASR-Gas funds)
 - b. Availability of public complaint mechanisms and oversight related to the implementation of reclamation and mine closure
- 8. Improved quality control management permits forest products
 - a. Publication of data and information production and distribution of forest products, and the contribution of forest products (PSDH & DR),
 - b. Operation of the timber tracking system in 120 management units (companies)

Responsible Institution: Coordinating Ministry for Economic Affairs (KemenkoPereko), Ministry of Energy and Mineral Resources (KESDM), Ministry of Forestry (Kemenhut)

Supporting Institution(s): None

Start Date: 28 May 2014.....

End Date: 31 December 2015

Commitment Overview	Specificity				OGP Value Relevance (as written)				Potential Impact				Completion				Did it Open Government?						
	None	Low	Medium	High	Access to Information	Civic Participation	Public	Accountability & Innovation for Transparency & Accountability	None	Minor	Moderate	Transformative	Not Started	Limited	Substantial	Completed	Midterm	End of Term	Worsens	Did Not Change	Marginal	Major	Outstanding
12. Overall			✓		✓			✓			✓			✓						✓			

12.1. Transparency in Natural Resources Management (EITI)			✓	✓					✓				✓							
12.2. Real Time Publication of Oil/Gas/Mineral/Coal Mining Production, Revenue, Relevant Documents			✓	✓									✓							
12.3. Publication of Results of Contract Renegotiation for COW and PKP2B			✓	✓									✓							
12.4. E-procurement for Upstream Oil and Gas			✓	✓		✓		✓					✓	*						
12.5. Publish Information/Spatial Data to One Map Oil/Gas and Mining			✓	✓		✓		✓					✓							
12.6. Publish Social Responsibility Program (TJS/CSR) KKKS Gas and KK/IUP PKP2B Mining Documents in Every Stage			✓	✓				✓					✓							

12.7. Publish Documents on Mine Closures and Reclamation	✓	✓		✓	✓	
12.8. Forest Products Permits Management	✓	✓		✓	

Commitment aim:

The commitment aimed to improve transparency in the extractive industries through the publication of licensing, contracts, environmental compliance, and procurement processes, as well as through the digitization of certain permitting and procurement procedures.

Status

Midterm: Limited

Milestone 12.1 would make available the reconciliation reports for revenues from resource extraction taxes and fees. These compare the stated amount paid by extractive enterprises with the revenue collected by government. As of the end of 2014, these documents were not available on either the international Extractive Industries Transparency Initiative (EITI) website or the Indonesian official website. A scoping study for carrying out the actual reconciliation analysis was available; thus, Independent Reporting Mechanism (IRM) researchers considered this milestone to have limited completion.¹

Milestone 12.2 targeted publication of oil and gas production volume and extraction contracts in the oil, gas, and mining sectors. As of December 2014, the data for oil,² coal,³ and mineral⁴ production from January to July 2014 had been made public by the government.

The Directorate General of Minerals and Coal website provided a useful list of IUP (mining) licenses and the companies awarded, but IRM believed that it was inadequate to fulfill the commitment language, which required publication of the document itself, not just a summary, rendering this milestone limited in completion.⁵

Milestone 12.3 attempted to establish transparency on the renegotiation of mineral export licenses in accordance with the Law 4/2009 on Mineral and Coal Mining and publication of extracting firms’ obligation to build smelters domestically in Indonesia. The Government Self-Assessment Report (GSAR) marked access to renegotiation data as incomplete (at the time of midterm report it was still in-progress). The smelter data, however, was published.⁶ Since the scope of the IRM midterm report only covered 2014, and all of this data was publicly available before this time, IRM researchers noted no progress had been made on this milestone.

Milestone 12.4 attempted to build transparency in extractive industry procurement practices through establishment of an online procurement platform.⁷ In the midterm report, this milestone was initially coded as complete, since the e-procurement site was operational. However, as noted in the report, the e-procurement site has been operational since 2013, and there were no new features added during this action plan cycle. Furthermore, according to

the GSAR, there were no procurements undertaken in the oil, gas, mineral, and coal sector during 2014. Because no new data was published and no progress made toward the 2015 milestone during the evaluation period, IRM researchers have revised this milestone to not started.

Milestone 12.5 would integrate extractive industry data into the One Map system for land and forestry partially carried out in previous action plans. The GSAR referred to a website,⁸ but it requires login information to be provided (and no obvious means for obtaining a login), which means that for the time being, the website provides no practical public access to information. For that reason, the commitment was rated as not started.

Milestone 12.6 attempted to create transparency in the oil and gas and the minerals/coal sector by publishing all stages of Corporate Social Responsibility (CSR), from planning to execution. The GSAR report marked this commitment as incomplete, as documents were available only in hardcopy while efforts were underway to enhance the web capacity. This commitment was considered not started.

Milestone 12.7 attempted to create transparency in post-mining activities, including site restoration, by publishing all relevant documents online. This milestone was incomplete, as only hard copies of documents were provided.

Milestone 12.8 attempted to enhance access to information on forest production. According to the GSAR, this milestone was withdrawn. This is similar to action plan 2013 OGI2P1A2, which targeted operationalization of a timber-tracking system in 88 management units (companies).⁹ The relevant ministry official refused to provide information and requested that letters be sent directly by the National Development Planning Agency (Bappenas) (the agency that oversees Open Government Partnership (OGP)).

Despite this lack of cooperation with OGP process, the Ministry of Environment and Forestry had published non-tax revenues such as data and information production *and distribution* of forest products and the contribution of forest products (PSDH & DR)¹⁰ in real time, along with forest management regulations (PUHH). The government calls the online portal the Indonesia Timber Tracking System. The system could track the logs in detail, including the log's legal origin and legal compliance status.¹¹

End of term: Limited

IRM researchers found effort to lower the ambition of this commitment; however, since this was not communicated to OGP, assessment will be made based on the original target.

Milestone 12.1 aimed to publish the backlog of EITI reconciliation reports required as part of compliance with the EITI standard. The ministry attempted to lower the ambition of this target by modifying internal commitment language to allow publication of the EITI report for 2012-2013 without complying with the updated 2013 standard. The reports from 2010 to 2012 have been published satisfactorily. The EITI 2012-2013 report was published in November 2015, but falls short of the 2013 EITI standard in two ways.¹² First, the report did not provide the necessary cadastral data, such as the coordinates for mining concession areas. Second, no information was provided on oil and gas tender participants.

The report also lacked disclosure of beneficial ownership and disclosure of contracts and licenses, which were recommended but not required under the 2013 standard.

One official mentioned that oil and gas tenders have always been closed, and there are parties within the Directorate General of Oil and Gas who wish to continue such practices. Another barrier is that provision of cadastral data to interested parties is a source of non-tax revenue for the ministry, as users currently must pay a certain price to obtain it.¹³ IRM researchers conclude that Milestone 12.1 is substantially complete.

Milestone 12.2 aimed to publish oil and gas production volumes, contract documents, and mining licenses. The target of publishing mining business licenses for every stage of production was reduced to providing access to this information for local governments.

As discussed in the midterm report, these targets were only carried out until 2014, and there is still no classification of production volume by region or production units. Information on state revenue was only for the mining sector, and it was last updated in 2014.¹⁴ Regarding publication of contracts, ministry officials cited that mining and oil and gas contracts are considered exempted from Freedom of Information (Fol) disclosures, so the government is not legally obliged to make them available.¹⁵ Monitoring of mining licenses is now facilitated via government websites,¹⁶ but only regional governments have access.¹⁷ This milestone therefore has limited implementation.

Milestone 12.3 aimed to facilitate public monitoring of the renegotiation of the 2009 Mineral Export Ban and of downstream mining services. Implementation took the form of a press release.¹⁸ IRM researchers consider this format of publication to be inadequate to allow effective public monitoring of renegotiations. The government created a mining call center to accommodate complaints and requests for further information, but this has experienced technical problems that render it ineffective. The overall achievement for this milestone is limited.

Milestone 12.4 aimed to increase transparency in procurement through establishment of e-procurement, a mechanism for public complaints and to facilitate internal whistleblowers. The whistleblower mechanism originally targeted integration with the Witness and Victim Protection Agency (LPSK) and the Corruption Eradication Commission (KPK). However, the Ministry of Energy and Mineral Resources reduced the goal to simply conducting an internal whistleblower evaluation.

The public complaint mechanism for oil and gas and mining tenders was conducted through a call center in each directorate general (oil and gas as well as mining).¹⁹ On 28 September 2016, the Ministry of Energy and Mineral Resources signed a Memorandum of Understanding (MoU) with LPSK regarding protection for complainants, witnesses, and perpetrating witnesses who collaborate in the effort to prevent and eradicate corruption. The ministry plans to achieve a similar MoU with the KPK in 2016. This milestone is considered substantially achieved.

Milestone 12.5 targeted completion in 2014, but still has no significant development. The One Map for Minerals website is inaccessible, and the oil and gas One Map website could not be found by IRM researchers.²⁰

Milestone 12.6 had no target for 2015; however, its 2014 target was still not completed. The milestone targeted publishing documentation of social responsibility activities in the mining sector in the form of planning and implementation reports on community development and empowerment.²¹ For the oil and gas sector, community development forms a part of the cooperation contract²² and also forms a part of the required SKK Migas (Special Task Force

for the Upstream Sector) report to the Minister of Energy and Mineral Resources on the implementation of cooperation agreements.²³ IRM researchers found no effort to publish this document. The contacted ministry official stated that the ministry had concentrated its effort on the 2015 targets.²⁴ Accordingly, the status of this milestone has not changed since the midterm report: not started.

Milestone 12.7 was the publication of monitoring and evaluation results on implementation of reclamation and post-mining activities, including information on the Reclamation Guarantee Fund and Abandonment and Site Restoration (ASR) Funds, and establishment of a complaint mechanism. This goal was reduced to instead target publication of collected ASR fund mechanisms and mechanisms for utilizing mine-reclamation funds, erasing the monitoring and evaluation element.

According to ministry officials, documents pertaining to reclamation and post-mining activities are stored in the Directorate General of Minerals and Coal, Sub-directorate for Environmental Protection.²⁵ IRM researchers found no effort to publish such documents as intended by the 2014 target. Similarly, the Directorate General did not publish results of monitoring and evaluation (a 2015 target).²⁶ Regarding ASR in the oil and gas sector, IRM researchers only found information concerning funds available (last updated in 2014)²⁷ but no documents on monitoring and evaluation.²⁸ The complaint mechanism for reclamation and post-mining activities used a call center, but this was not yet functional as explained above. This milestone is marked as limited.

Milestone 12.8 was intended to carry forward a 2013 commitment, which aimed to include a total of 120 companies in the timber tracking system. This milestone was withdrawn.

Did it open government?

Access to information: Marginal

Indonesia's extractive industries and the institutions that regulate them are notoriously corrupt, with an estimated US\$4.2 billion in illicit revenues generated annually. These revenues are stolen by a network known popularly as the "Oil and Gas Mafia", which some observers claim includes members in the highest levels of government in the sector.²⁹

This commitment aimed to establish transparency in the extractive industries, primarily by enabling access to production and revenue data in various sectors, disclosing important documents and information (contracts, negotiation, post mining plans, etc), and establishing a single, publicly available, authoritative cadastral map.

Disclosure of cadastral data is important because it would allow the public to know precisely where the borders of concession areas are. This would enable overlay of concession areas with other spatial data to avoid conflicts and allow accountability for where extraction takes place. There have been multiple cases of firms overstepping their boundaries, mining or drilling outside of licensed concession areas. Civil society groups have begun to monitor this using aerial drones, but such monitoring depends on having accurate spatial data on concession boundaries. The disclosures called for in this commitment could have significantly contributed to the ability of civil society to hold both government and extractive companies accountable to the law. The limited or lacking implementation of most of the above milestones means that it remains difficult to tell whether the situation has actually improved.

The successful publication of oil, gas, and mineral production volumes represents progress in that the information allows some increase in accountability for government revenues. However, public access to the contract documents themselves is important to verify the rights and obligations of the companies and the government toward local communities and to allow civil society to monitor for abuse.

Regarding the ongoing renegotiations of the 2009 Mineral Export Ban, the general press releases made available were the only measurable result of the commitment. These have little effect on openness or accountability, as there is no way for civil society to monitor whether the public interest is being properly or accurately considered in the negotiation process. Mining companies have a strong interest in resuming the export of unprocessed minerals, and this would lead to a needed increase in tax revenue for the government. However, the perception of instability likely to result from a reversal of a high-profile policy would do lasting damage to Indonesia's attractiveness to investors. Under the ban, at least 27 smelters have been built domestically, with many more in the pipeline. If the ban is lifted, these investments would lose most of their value. These important negotiations are taking place behind closed doors, and the ministry's press releases add little genuine transparency.³⁰

The new e-procurement system along with President Widodo's One Stop Service initiative has substantially changed the way procurement works, but according to civil society observers, it is not clear yet whether it is actually effective. The complaint management system has increased accountability particularly for cases where businesses lose unfairly, but the local communities in and around concession areas still have no voice in the process.

The overall impact is difficult to assess. One area of substantial improvement is the ability and willingness of the ministry to revoke extraction licenses based on past performance of firms.³¹ Moreover, KPK now provides task forces for coordination and supervision. These positive developments are not a direct result of the OGP action plan, but it would help make its implementation more effective. Civil society groups agree that oversight is improving, though it is not clear by how much. The OGP initiative is one of many enabling variables in the reform process.³²

Unfortunately, most milestones under this commitment have been executed only partially or not at all. As such, this commitment has contributed only marginally to open government.

Carried forward?

The next action plan is currently in the drafting process. Several milestones receive either not started or limited status, especially with respect to the publication of key legal documents pertaining extractive industry. This has been a major issue, since there is always some anxiety on the part of the bureaucracy in publishing such documents, despite decisions of the FoI Commission and practices in other countries which suggest the contrary. This effort needs to continue under the next action plan.

¹"Scoping Study on the Reconciliation of Oil, Gas, and Mining Financial Flows 2012-2013," *EITI Indonesia*, <http://eiti.ekon.go.id/en/scoping-2012-2013/?aid=859&sa=1>

² <http://kip.esdm.go.id/pusdatin/index.php/data-informasi/data-energi/minyak-and-gas-bumi/produksi-minyak-bumi-and-kondensat-indonesia>

³ <http://kip.esdm.go.id/pusdatin/index.php/data-informasi/data-energi/data-batubara/data-produksi-and-ekspor-batubara>

⁴http://kip.esdm.go.id/pusdatin/images/pusdatin/pengolahan_data_mineral/statistik_mineral/produksi_mineral_per_komoditas.pdf

- ⁵ "Presentation / Map Materials," Directorate General of Minerals and Coals, <http://minerba.esdm.go.id/public/38776/paparan/-peta/-dll/>
- ⁶ "Presentation / Map Materials," Directorate General of Minerals and Coals, <http://minerba.esdm.go.id/public/38776/paparan/-peta/-dll/>
- ⁷ "LPSE ESDM," E-Procurement System of Ministry of Energy and Mineral Resources <http://eproc.esdm.go.id/eproc/lelang>
- ⁸ "Minerba" Energy and Mineral Resources, <http://maps.minerba.esdm.go.id/home/>
- ⁹ see also Indonesia Special Accountability Report 2013
- ¹⁰ PSDH are levies imposed in lieu of the intrinsic value of forest products harvested from state forests. DR stands for "reforestation funds."
- ¹¹ See "Web Training," System of Administration of Forest Products, http://puhh.dephut.go.id:7777/itts/home_default
- ¹² EITI Reports 2012-2013 <http://bit.ly/1NtS4ml>, Interview with Aryanto Nugroho, 26 April 2016.
- ¹³ Interview with Ronald Tambunan, EITI Secretariat, 16 May 2016.
- ¹⁴ See Penerimaan Negara dari Pertambangan <http://bit.ly/1TCGUsg>
- ¹⁵ Interview with Isa Budiawan, 26 April 2016. Requests for the legal basis for keeping such documents secret did not elicit a response.
- ¹⁶ See <http://kip.esdm.go.id/pusdatin/index.php/monitoring-iup>
- ¹⁷ 2015 Achievement Report of OGI Ministry of Energy and Mineral Resources to OGI National Secretariat
- ¹⁸ See Press Release <http://bit.ly/1TMypuA>. For press coverage related to the negotiations: *PT Freeport Indonesia Dan Pemerintah Sepakati Rencana Pembangunan Smelter Di Timika Timika* (PT Freeport Indonesia and Government agree on Smelter-building Plan in Timika) <http://bit.ly/2275S9t>, *PT Freeport Sepakati Perubahan KK Menjadi IUPK* (PT Freeport agrees to changing of Contract of Work (KK) to Special Mining Business Permit (IUPK)) <http://bit.ly/1XqzvlJ>, *Sepuluh Amandemen PKP2B Ditandatangani* (10 Amendments of PKP2B are signed) <http://bit.ly/1smdXLm>, and *Penandatanganan Amandemen 9 Kontrak Karya Dan 12 PKP2B* (Signing of the Amendment of 9 Contract of Works and 12 Coal Contracts of Works) <http://bit.ly/24RnA2j>
- ¹⁹ Call Center Migas: Halo Migas 1500335 <http://www.migas.esdm.go.id/>
- ²⁰ See "Minerba" Energy and Mineral Resources, <http://maps.minerba.esdm.go.id/home/>
- ²¹ See articles 106-109 of Government Regulation No. 23 / 2010 on the Implementation of Mineral and Coal Mining Business Activities. See <http://bit.ly/1U3IzKH>
- ²² See Law 22/2001 on Oil and Gas, article 11 paragraph 3(p): Development of surrounding communities and protection of the rights of indigenous peoples. <http://bit.ly/1XwM5Bp>
- ²³ See Ministry of Energy and Mineral Resources Regulation No. 9 of 2013 on *Organization and Working Procedures of the Special Unit for the Implementation of Upstream Oil and Gas Business Activities*, article 3(f): monitoring and reporting to the Minister of Energy and Mineral Resources regarding the implementation of cooperation agreements. <http://bit.ly/22IRWTh> According to Ministry official Isa Budiawan, social responsibility reports are available at [laporan tahunan SKK Migas 2014](http://laporan.tahunan.SKK.Migas.2014), however, IRM researchers were unable to locate them.
- ²⁴ Interview with Isa Budiawan, 26 April 2016.
- ²⁵ IRM researchers, korespondensi dengan Susanna Renna, Sekretariat Ditjen Minerba, 25 May 2016
- ²⁶ Rincian dokumen terkait reklamasi and pasca tambang berikut evaluasinya (penilaian keberhasilan) terdapat di Peraturan Menteri Energi and Sumber Daya Mineral No.7 Tahun 2014 tentang *Pelaksanaan Reklamasi and Pascatambang pada Kegiatan Usaha Pertambangan Mineral and Batubara*. See <http://bit.ly/1TRewDv>
- ²⁷ See "Statistics," <http://www.skkmigas.go.id/statistik/statistik-asr>
- ²⁸ Berbagai dokumen terkait ASR dijelaskan dalam Pedoman Tata Kerja No.040/PTK/XI/2010 tentang *Abandonment and Site Restoration*. See <http://bit.ly/1Oa33SO>
- ²⁹ See "Migas Mafia, Who are They?" *Kompas.com*, 22 September 2014 <http://bisniskeuangan.kompas.com/read/2014/09/22/074414726/Mafia.Migas.Siapakah.Mereka>.
- ³⁰ Interview with Maryati Abdullah, Publish What You Pay, 13 October 2016.
- ³¹ Interview with Ilham Saenong, Transparency International Indonesia, 13 October 2016.
- ³² Interview with Maryati Abdullah, Publish What You Pay, 13 October 2016.

Theme 4: Improve Quality of Openness in Common Public Interest Areas

13. Improve Public Participation in Development Planning

Commitment Text:

The government of Indonesia plans to increase transparency of public participation in the formulation of national and regional development plans, through online and offline approach. This action plan is a result from one of the ideas in 'SOLUSIMU' competition. The proposal is to create a public open forum between citizen and government to exchange ideas and discuss new innovations to support national and regional development.

Milestones/KIPs (2014):

1. Transparency and Public Participation in the formulation of national and regional development plans
 - a. The issuance of a ministerial regulation / technical reference for the formulation of development plans that involve people actively using online and offline methods

Responsible Institution: National Development Planning Agency (Bappenas)

Supporting Institution(s): Ministry of Home Affairs

Start Date: 28 May 2014.....

End Date: 31 December 2015

Commitment Overview	Specificity				OGP Value Relevance (as written)				Potential Impact				Completion				Midterm		End of Term		Did it Open Government?				
	None	Low	Medium	High	Access to Information	Civic Participation	Public	Accountability & Technology	Innovation for	Transparency & Accountability	None	Minor	Moderate	Transformative	Not Started	Limited	Substantial	Completed	Worsens	Did Not Change	Marginal	Major	Outstanding		
13. Overall			✓			✓					✓			✓						✓					

Editorial Note: Following the introduction of additional evidence, the Independent Reporting Mechanism (IRM) researchers have adjusted the midterm completion levels of Commitment 13 to more accurately align with IRM method for determining completion. These changes did not affect the overall midterm completion level for Commitment 13. See 'Status' section below for explanation of coding changes. For more information on IRM methodology regarding completion, please see the IRM Procedures Manual (<http://bit.ly/1XSBGNF>).

Commitment aim:

The aim of this commitment was to enable public participation in the formulation of national development plans by issuing technical guidance documents for how such participation is to take place.

Status**Midterm: Not started**

The goal of this commitment was to enhance public participation in development planning by creating ministerial guidelines for online and offline participation. In the midterm report, this commitment was initially coded as unclear because Independent Reporting Mechanism (IRM) researchers were unable to verify whether the National Development Planning Agency (Bappenas) created these guidelines. Bappenas officials did not answer requests for interviews. The Government Self-Assessment Report (GSAR) indicated that progress on this commitment was ongoing, but did not provide evidence of draft guidelines. IRM researchers have since revised the coding for this commitment from unclear to not started in keeping with the IRM Procedures Manual guidance on assessing completion.

End of term: Not started

In 2015, Bappenas planned to apply guidelines for public participation in development planning in five regencies and cities. According to the Bappenas Public Relations Office, this commitment continues to be discussed internally.¹ As such, IRM researchers find no evidence of this commitment being implemented.

Did it open government?**Civic participation: Did not change**

Indonesia adheres to a bottom-up planning framework, known as Musrenbang (Forum for Development Planning) from the regions (village levels or district) up to the central level. A legal mandate for this was established in the law of public services No. 25/2009 and law 25/2004 on National Development Planning System for public participation in development planning. In practice, however, there is little opportunity for public participation in development planning. The goal of this commitment was to begin to implement public participation in development planning by creating ministerial guidelines for online and offline participation. If implemented, this commitment may contribute to major change in governance process. The commitment was not started, and thus, nothing has changed.

Carried forward?

IRM strongly recommends the commitment to be carried over to the next action plan.

¹ IRM researchers, communication with Thohir, Bappenas Public Relations Office, 18 April 2016.

14. Improve Public Participation in House of Representative and Regional Representative Council

Commitment Text:

The House of Representatives (DPR) and the Regional Representative Council (DPRD) are Indonesia's national and regional legislative bodies. The public has the form of representation of the public's aspiration in the parliament level. Public has the right to know about the activities done by DPR/DPRD. The government of Indonesia is committed to improve transparency and accountability of DPR and DPRD by publication of institutional information and work mechanism of DPR/DPRD. Public can also find out information about the meetings of DPR/DPRD and provide immediate comment.

Milestones/KIPs (2014/2015):

1. Improved performance of the institution of Parliament and Parliament through the publication of information to the public
 - 1) Completion of the website of House of Representatives that contains information on: institutional data (organization, duties, and membership), attendance data and participation DPRD / DPR on every meeting taking place, a report on the proceedings, public comments on each meeting, report on how meeting was conducted, publication of results of the sessions to the public.
 - 2) Integration of the DPR website with DPRD in 5 provinces and 50 Districts and Cities (2015)
2. Promote transparency and accountability of the Parliament Institutions
 - 1) Publication of criteria concerning closed sessions
 - 2) The publication of the new provisions concerning documentation and publication model of decision-making (including by way of voting) that ensure ease of access, standardized and timely publication

Responsible Institution: Secretariat General of the House of Representatives

Supporting Institution(s): None

Start Date: 28 May 2014.....

End Date: 31 December 2015

Commitment Overview	Specificity				OGP Value Relevance (as written)				Potential Impact				Completion		Midterm		Did it Open Government?						
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability & Technology	Innovation for Transparency & Accountability	None	Minor	Moderate	Transformative	Not Started	Limited	Substantial	Completed	End of Term	Midterm	Worsens	Did Not Change	Marginal	Major	Outstanding

14. Overall	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
14.1. Publish Parliament Information	✓	✓				✓		✓		
14.2. Transparency and Accountability in Parliament Institutions	✓	✓	✓			✓	✓			

Commitment aim:

This commitment attempted to enhance transparency and public participation in parliamentary processes by publishing institutional procedures and data.

Status

Midterm: Substantial

Milestone 14.1 aimed to publish current data on parliamentary decisions and membership online. The legislative Public Relations Bureau interpreted this commitment as posting links to existing documentation on the House of Representatives (DPR) website,¹ although in a May 2015 meeting, the National Development Planning Agency (Bappenas) made clear that the intention of the commitment goes beyond link-sharing.² At the time of the midterm report, link-sharing occurred only at the national level (DPR).³ Information on attendance at parliamentary sessions was available in the meeting notes documents.⁴ However, not every parliamentary commission published meeting notes,⁵ and when published, some notes were not updated.⁶ The public faced difficulties in finding attendance and absentee lists, since schedules or agendas could not be found⁷ or were not updated.⁸ Information on parliamentary sessions was broadcasted on parliament TV.⁹ The public can access the livestreams at <http://tvparlemen.com/> and at a dedicated youtube channel.¹⁰ Public broadcasts have been available since 2013. However, uploaded videos cannot be categorized based on DPR’s sections and consist also of activities of parliament’s members. Public comments pertaining to individual sessions were not posted on the website, and there was no channel to do so. Publications on sessions had been carried out in each section of DPR, although in some cases they are incomplete.

Milestone 14.2: DPR’s house rules contained some provisions on closed sessions in Articles 246, 247, and 248 (DPR Regulation No. 1 / 2014 concerning House Rules).¹¹ However, there was no provision concerning criteria on when closed sessions could be held. Also, the strict guidelines on closed sessions were not included in the plan to reform DPR House Rule.¹²

As of mid-2015, closed sessions are solely determined by members present during the session. A DPR Public Relations Officer told Independent Reporting Mechanism (IRM) researchers that the criteria for holding closed sessions was already available,¹³ however, IRM researchers were unable to verify this. This milestone was considered not started.

End of term: Substantial

Milestone 14.1: By the end of 2015, the DPR website had been linked to the websites of 21 provincial houses of representatives¹⁴ and 90 websites of city and regency regional parliaments.¹⁵ Since the 2015 target was to link with five provincial DPRs and 50 regency/city DPRs, IRM researchers conclude that the target was completed.

Milestone 14.2: IRM researchers found no evidence of management and document workflow between the DPR Secretariat apparatus, the Document and Information Management Official (PPID), the DPR archives department, and DPR's web management department. DPR's Public Relations officials mentioned that such a workflow and mechanism exists, but not under the auspices of the Public Relations Office.¹⁶

The DPR Public Relations Office has yet to publish the criteria for closed meetings and mechanisms for documentation and publication of decision making, which was a 2014 target. Civil society stakeholders consider it vital for the public to understand the attitude of parliament members and party factions (*Fraksi*) in performing their legislative and other functions. Concerning closed meetings, one stakeholder suggested a revision of DPR's House Rule, Article 17 of the Indonesian Freedom of Information (FoI) Law in determining eligibility for closed meetings.¹⁷ Milestone 14.2 is thus not started.

Did it open government?**Access to information: Marginal**

The scope of the institutions covered in the commitment is confusing, so the actual impact is hard to measure. Organizationally, any reform policy (including publication of information and transparency activities in this action plan) undertaken by DPR's Secretariat General will not be binding for the Regional Representative Council (DPRD) or DPD. Thus, the commitment language is not precise, since it should have included DPD Secretariat General in addition to DPRDs.

A further issue is that the mere provision of information may not directly improve institutional performance. The breadth of the information presented also becomes problematic, since the action plan was rather ambiguous.

One civil society stakeholder from the Indonesia Parliamentary Center commented that there had been an increase of transparency in DPR's website. However, there is a lack of coordination among DPR institutions for the publication of information on the website. There is also limited coordination between party faction secretariats and PPID.¹⁸

A spokesperson for the Institute for the Study of the Press and Development commented that commitments to make parliament more transparent, such as the milestone for criteria on closed meetings, cannot rely solely on the parliament's secretariat general (the administrative body) but requires champions—from parliament members personally—that would support and guarantee a breakthrough of the agenda.¹⁹ IRM supports this view. Guidelines on closed sessions are important for the transparency and accountability of DPR, as it prevents sessions from being closed arbitrarily.

Making parliamentary processes transparent is relevant to Open Government Partnership (OGP) values. Unfortunately, some of the targets, such as the rules on closed meetings, did not materialize. Overall, the contribution of this commitment to open government is marginal.

Carried forward?

The next action plan has yet to be finalized. The milestone on the criteria needs to be completed, as it is of strategic importance, and in order to do so, members of parliament need to be involved with the OGP action plan.

¹ IRM researchers, interview by email with Zoel Arief Iskandar, 28 July 2015

² IRM researchers, interview with Zoel Arief Iskandar, Public Relation staff, Public Relations Office of The House of Representatives of the Republic of Indonesia (DPR-RI), 14 July 2015

³ See "Links," *The House of Representatives*, <http://bit.ly/1JD3YXm>

⁴ For example See "Meeting Minutes," *The House Representatives of the Republic of Indonesia*, <http://bit.ly/1Uel9AE>

⁵ For example See "Meeting Minutes – Commission IV," *The House of Representatives of the Republic of Indonesia*, <http://bit.ly/1LWmGg>, "Meeting Minutes – Commission X," *The House of Representatives of the Republic of Indonesia*, <http://bit.ly/1hc5bk2>, "Meeting Minutes – Commission XI," *The House of Representatives of the Republic of Indonesia*, <http://bit.ly/1JCXNT5>

⁶ For example See "Meeting Minutes – Commission V," *The House of Representatives of the Republic of Indonesia*, <http://bit.ly/1OUNMB5>, Meeting Minutes – Commission VI," *The House of Representatives of the Republic of Indonesia*, <http://bit.ly/1lajHec>

⁷ For example See "Meeting Schedule – Commission II," *The House of Representatives of the Republic of Indonesia*, <http://bit.ly/1OGBz23>, "Meeting Schedule – Commission IV," *The House of Representatives of the Republic of Indonesia*, <http://bit.ly/1MDz9Uk>, "Meeting Schedule – Commission V," *The House of Representatives of the Republic of Indonesia*, <http://bit.ly/1SRvFh>, "Meeting Schedule – Commission VI," *The House of Representatives of the Republic of Indonesia*, <http://bit.ly/1OUOIW3>, "Meeting Schedule – Commission VII," *The House of Representatives of the Republic of Indonesia*, <http://bit.ly/1KGcvdz>, "Meeting Schedule – Commission VIII," *The House of Representatives of the Republic of Indonesia*, <http://bit.ly/1VSXska>, "Meeting Schedule – Commission IX," *The House of Representatives of the Republic of Indonesia*, <http://bit.ly/1MZnRXC>, "Meeting Schedule – Commission X," *The House of Representatives of the Republic of Indonesia*, <http://bit.ly/1SRf0sl>, "Meeting Schedule – Commission XI," *The House of Representatives of the Republic of Indonesia*, <http://bit.ly/1MZo2SE>, "Meeting Schedule – Household Affairs Agency," *The House of Representatives of the Republic of Indonesia*, <http://bit.ly/1VSXGaz>

⁸ For example See "Agenda of Events – Inter-Parliamentary Cooperation Body," *The House of Representatives of the Republic of Indonesia*, <http://bit.ly/1HdMGtG>, "Meeting Schedule – Commission III," *The House of Representatives of the Republic of Indonesia*, <http://bit.ly/1eJwE4b>

⁹ Email correspondence with Zoel Arief Iskandar, 28 July 2015

¹⁰ "TVParliament DPR," *Youtube.com*, <https://www.youtube.com/user/TVParlemen/>

¹¹ See "Procedure of DPR RI Year 2014," *The House of Representatives of the Republic of Indonesia*, <http://bit.ly/1PFMoT3>

¹² Read brief report on 17 February 2015 <http://bit.ly/1JbTtsf>, and brief report on 31 March 2015 <http://bit.ly/1hzGNm8>

¹³ Read Laporan Hasil Pertemuan Pembahasan Penajaman Rencana Aksi (Renaksi) Open Government Indonesia (OGI) 2015 with The House of Representatives of the Republic of Indonesia, Report on Consultation meeting on Sharpening Action Plan Wednesday, 13 May 2015- Bappenas.

¹⁴ Until 2015, there are 34 provinces. Look <http://www.dpr.go.id/index/dprd>. Observation conducted on 10 May 2016 shows that 23 *DPRD Provinsi* (Provincial House of Representatives) has website links, but two links do not work See <http://www.dpr.go.id/index/dprd>

¹⁵ As of December 2015, there are 498 regencies and cities (see <http://www.dpr.go.id/index/dprd>). Observation conducted on May 10, 2016 shows that there are 122 websites of regencies/cities, but 32 of them did not work:

[Manokwari](#), [Kaimana](#), [Kota Jayapura](#), [Kota Ambon](#), [Kota Pare-Pare](#), [Kota Manado](#), [Kota Bontang](#), [Tanah Bumbu](#), [Kayong Utara](#), [Tabanan](#), [Tangerang](#), [Blitar](#), [Bondowoso](#), [Sampang](#), [Kota Malang](#), [Kota Probolinggo](#), [Purbalingga](#), [Pati](#), [Kota Magelang](#), [Bogor](#), [Pringsewu](#), [Solok](#), [Kota Solok](#), [Pakpak Bharat](#), [Aceh Tamiang](#).

¹⁶ IRM researchers, Interview with Djaka D. Winarko and Zoel Arief Iskandar, 13 April 2016.

¹⁷ IRM researchers, Interview with Sulastio, Lembaga Studi Pers and Pembangunan, 3 June 2016

¹⁸ Widiyatmoko, Pius, interview by phone, 13 October 2015

¹⁹ IRM researchers, Interview with Sulastio, Lembaga Studi Pers and Pembangunan, 3 June 2016

15. Improve Public Participation in Environmental Preservation

Commitment Text:

The threat of continuous environmental damage, low surveillance of environmental conditions, and the emergence of conflicts between society with government and private sector are among the challenges faced by Indonesia in protecting the environment. The action in this sector aims to enhance public understanding on protecting the environment, and to encourage public participation in environmental policy related decision making.

Milestones/KIPs (2014):

1. *Encouraging public understanding of their right concerning the impact of pollution/environmental damage through timely and accurate information*
 - a. *Publication of Ministry of Environment guidelines regarding disclosable documents related to water and air pollution, including information on the release and transfer of hazardous waste and materials into the environment (soil, water, air);*
 - b. *The publication of the Ministry of Environment guidelines on collection and publication of information about the release and transfer of hazardous waste and materials into the environment (water, soil, air) in accordance with the context and readiness in Indonesia.*
 - c. *MoU of the Ministry of Environment with 10 companies in Jakarta (Ciliwung River Basin) to disclose information regarding pollutants released into the environment; as well as the publication of clear information from The Ministry/Regional Environmental Agency/Regional Government related to Pilot Project in Serang, Banten. Information delivered interactively on the Ministry website.*
2.
 - a. *List of public information based on in-depth research pertaining all documents/information controlled by public bodies, together with document verification and mandate of sectoral rules, published in Ministry website.*
 - b. *Relevant public bodies respond to 80% of FoI Requests*
3. *Encourage public participation in the formulation of policies concerning the environment*
 - a. *The publication of baseline public involvement in the implementation of EIA and Environmental Permit process at the national level;*
 - b. *Availability of user friendly products (e.g. infographics, posters, media public campaign) regarding Community Involvement in the process of EIA and Environmental Permits published to the public in locations that will be / is in the process of making the EIA / Environmental Permit.*

Responsible Institution: Ministry of Environment and Forestry

Supporting Institution(s): None

Start Date: 28 May 2014.....

End Date: 31 December 2015

Commitment Overview	Specificity				OGP Value Relevance (as written)				Potential Impact				Completion		Midterm End of Term	Did it Open Government?					
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Innovation for Transparency & Accountability	None	Minor	Moderate	Transformative	Not Started	Limited	Substantial	Completed	Worsens	Did Not Change	Marginal	Major	Outstanding
15. Overall			✓		✓	✓	✓				✓		✓					✓			
15.1. Inform Public of Rights Regarding Pollution/Environmental Damage			✓		✓		✓														
15.2. Establish List of Public Information on the Environment												*									
15.3. Public Participation in Environmental Policy Formulation												*									

Commitment aim:

This commitment aimed to enhance access to information on pollution, formation of environmental policy and a catalog of relevant publicly available information; to seek commitments from polluting companies to disclose information on pollutants released; and to encourage public institutions in the environmental fields to be more responsive to Freedom of Information (FoI) requests.

Status

Midterm: Not started

Milestone 15.1 attempted to create transparency in the management of hazardous waste and materials by enacting guidelines for documents, which needed to be disclosed, and guidelines on the system for collection and publication of information on hazardous materials. The commitment also sought to secure Memoranda of Understanding (MoUs) between the ministry and 10 companies in Jakarta to disclose information on pollutants released into the environment.

The Government Self-Assessment Report (GSAR) referred to the ministry's law and regulation database (JDIH),¹ but no specific reference was made with respect to the two guidelines above. Thus, it is unclear what steps were taken to fulfill the specific commitments above.

As for the MoUs, the self-assessment referred to ministry's PROPER (Program for Pollution Control, Evaluation, and Rating).² When Independent Reporting Mechanism (IRM) researchers attempted to access PROPER, the database required a login with no obvious option to sign up for an account,³ effectively denying public access to publicly held information. The Ministry of Environment and Forestry, responsible for the MoUs, did not respond to multiple requests for interviews and required that all correspondence be addressed from the National Development Planning Agency (Bappenas) to the ministry. Consequently, IRM researchers were unable to identify which 10 companies entered MoUs with the government.

This commitment was considered not started.

Milestone 15.2 targeted creation of a register of information assets, consisting of a list of documents controlled by public bodies in accordance with the FoI Law, and aimed to conduct a satisfaction survey to evaluate the responsiveness of public institutions to requests for information. The GSAR referred to a list of documents⁴ under the ministry's control. IRM researchers, however, were unable to verify the result of the survey activity. This milestone also set an 80 percent FoI target response rate at the ministry. The GSAR marked all milestones, including this one, as completed; however, IRM researchers found no evidence to verify this claim. The Indonesian Center for Environmental Law (ICEL), an Indonesian civil society organization (CSO), had previously conducted research to compile a list of public information as a strategy to support the ministry in carrying out the action plan.⁵ Since no evidence of implementation was provided, this milestone was considered not started.

Milestone 15.3 attempted to enhance transparency and public participation in Environmental Impact Assessments (EIA). The GSAR marked the commitment as complete; however, IRM researchers were unable to verify such completion. IRM researchers could not find the evidence of an 'implementation baseline' for EIA participation. The other sub-milestone on EIA posters is less specific, as it does not mention how many sites are targeted for the publication of such posters. Moreover, IRM researchers were unable to find any samples indicating the publication of such posters on EIA sites. Relevant officials refused requests for interviews. This milestone was considered not started.

End of term: Limited

Milestone 15.1: Calls for interviews have not been answered. The Yudhoyono-era Ministry of Environment's website (often mentioned in the GSAR) <http://www.menlh.go.id/> ("the old website") is currently being integrated into the new Ministry of Environment and Forestry's website <http://www.menlhk.go.id/> ("the new website").

The new website contains a section on Hazardous Wastes and Materials ([sib3pop](#)), which details information on ownership of hazardous materials and how to register them. However,

IRM researchers found no guideline on collection and publication of information about the release and transfer of hazardous waste and materials into the environment (water, soil, and air) as intended by Milestone 15.1 above. Thus, Milestone 15.1 remains not started.

Milestone 15.2: The new website contains a section on the ministry's Public Information and Documentation Official (PPID), accessible at <http://ppid.dephut.go.id/>. The PPID section on the website displays a pie chart depicting that less than 75 percent of FoI requests are granted (the rest are rejected and the others are pending). However, there is no data on how many FoI requests are submitted to the ministry and how many of that number are responded to by the relevant work unit. Thus, there is no way to evaluate whether the 80 percent threshold has been met. Jointly assessed with the 2014 target, completion of this milestone is limited.

Milestone 15.3: The new website does not contain any information on EIAs. The old website <http://www.menlh.go.id/amdal/> featured a section on EIAs, but this was extremely minimal, and there were no guidelines provided as intended by the milestone. Another link on the old website⁶ contained information on EIAs, but it is not relevant to the milestone and has not been updated since 2012. This milestone remains not started.

Did it open government?

Access to information: Did not change

Civic participation: Did not change

Indonesia has seen rapid industrialization over the past several decades, resulting in increased air, water, and soil pollution. Environmental regulation and enforcement has not kept up. Transparency and participation measures, which in other countries contribute to management of pollutants, have not been effective.

This is not because Indonesia lacks the appropriate laws. A recent study by the Indonesian Center for Environmental Law⁷ shows that there are few exemptions under the Indonesian Freedom of Information Act applicable to environmental matters, and proactive release of information is required under most of the relevant air, land, and water laws. Both the Indonesian Constitution and Freedom of Information Law guarantee access to environmental information. These rights are further protected by Law 14/2008 on Public Information Disclosure, and Law 32/2009 on Environmental Protection and Management Article 62(2).⁸

The problem lies in the implementation and enforcement of transparency laws. The response from the government to the requirements for information submission is still minimal. What little information is provided tends to use advanced or complex language, making it difficult for citizens to understand.⁹

The milestones targeted under this commitment would go some way in addressing the implementation gap by socializing the relevant laws with both officials and citizens. The publication of guidelines (Milestone 15.1) would provide companies and other stakeholders with a reference point as to which documents should be published, in relation to their activities in managing hazardous and dangerous substances and materials. However, this would have only a minor impact for environmental disclosure without further actions to ensure an adequate reporting and enforcement regime for company disclosure of pollutants.

The publication of the required information list (Milestone 15.2) would enable the public to gain an overview of documents and data controlled by the ministry. This step is important

and required by the Indonesian FoI Law. By itself, this action would have a moderate impact by enabling the public to make more relevant FoI requests.

Establishing a baseline for EIA (Milestone 15.3) and making available posters on EIA sites is an important step towards the transparency of EIA. With some minimum baseline for EIA participation established, the government might be motivated to pursue and enhance public participation in EIA. Posters would enable local citizens to request information and participate in EIA processes. However, both commitments have a minor impact, since it would require more steps to ensure that participation in EIA is implemented and meaningful.

Overall, meaningful results under this commitment have been minimal. Moreover, the ministry displays a reluctance to engage with the process in general. As such, IRM researchers consider it to have had no effect on government openness.

Carried forward?

Presently, the national action plan is in the drafting process. However, the milestones listed above are important to establish access and participation in environmental information and planning process, and would bring a significant impact to open government. IRM strongly recommends that the commitment be carried over into the next action plan. It is also important for the Indonesian Open Government Initiative to enhance the responsiveness and ownership of the Open Government Partnership (OGP) action plan at the Ministry of Environment and Forestry.

¹ "Network Documentation and Legal Information," *The Ministry of Environment*, <http://jdih.menlh.go.id/>

² "Proper News," *PROPER*, <http://proper.menlh.go.id/portal/>

³ "Basis Data System," *PROPER*, <http://proper.menlh.go.id/swapantaw/>

⁴ "List of Public Environmental Information," *Ministry of Environment*, <http://www.menlh.go.id/wp-content/uploads/downloads/2014/11/informasi-publik.pdf>

⁵ Widiyatmoko, Pius, Interview by phone with Margaretha Quina, 28 September 2015

⁶ "Featured Programs," *Ministry of Environment*, <http://goo.gl/D9jEgJ>

⁷ "Indonesia," *Environmental Democracy Index*, <http://www.environmentaldemocracyindex.org/country/idn>

⁸ See "Environmental Protection and Management," *Legal Office FAOLEX*, 3 October 2009 <http://faolex.fao.org/docs/pdf/ins97643.pdf>

⁹ See "Implementation of Environmental Information Disclosure Regulations Still Slow," *Hukumonline.com*, 17 December 2014 <http://www.hukumonline.com/berita/baca/lt54916ca8a7c97/implementasi-regulasi-keterbukaan-informasi-lingkungan-masih-lamban>

16. Community Empowerment to Handle Poor Society and People with Disabilities and Special Needs

Commitment Text:

This action plan aims to provide easy access to information on people with special needs and its related support and health infrastructure. The establishment of community based program to support people with mental illness will be endorsed in 10-15 provinces by 2015

Milestones/KIPs (2014/2015):

1. Implementation and publication of information on National Action Plan for the Fulfillment of Rights of the Disabled (2014-2023)
 - a. National Action Plan: Establishment of National Action Plan (NAP) for Rights of Persons with Disabilities 2014-2023.
 - b. Implementation of the NAP for 2014 and 2015.
 - c. Publication of NAP about Rights of Persons with Disabilities in 2014 to 2023.
 - d. Operation of an online information system on the data of persons with disabilities, including how to handle them.
2. Mental disabilities: Protection of persons with mental disabilities through community empowerment
 - a. *Development of community care people with mental disorders in 5 provinces by 2014, 10 provinces by 2015*
 - b. *Public campaign on mental health in 5 provinces by 2014, 10 provinces by 2015*
 - c. *Publication of information about mental health services and people with mental disorder (ODGJ) through the official "SIAP" website of the Ministry of Health*
3. *"My Village Awaits" Development of the poor is widespread in urban areas through a centralized location guidance*
 - a. *Implementation of the pilot project "My Village Awaits" to 35 families (136 People) include debriefing and counseling programs of social and economic independence to be more empowered, through collaborative management of public (TKSK).*
 - b. *Evaluation of the implementation of the pilot project publication "My Village Awaits"*

Responsible Institution: Ministry of Social Affairs (Kemensos), Ministry of Health (Kemenkes)

Supporting Institution(s): None

Start Date: 28 May 2014.....

End Date: 31 December 2015

Commitment Overview	Specificity	OGP Value Relevance (as written)	Potential Impact	Completion	Midterm	Did it Open Government?
					End of Term	

	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability & Innovation for Transparency & Accountability	None	Minor	Moderate	Transformative	Not Started	Limited	Substantial	Completed	Worsens	Did Not Change	Marginal	Major	Outstanding
16. Overall			✓		✓					✓			✓					✓		
16.1. Rights of Persons with Disabilities National Action Plan			✓		✓					✓		✓	✓							
16.2. Protection of Persons with Mental Disabilities			✓					✓				✓							
16.3. "My Village Awaits" Project			✓					✓				✓							
													✓							

Commitment aim:

This commitment aimed to provide easy access to information on support and health infrastructure for people with special needs and to encourage community engagement with mental health issues.

Status

Midterm: Limited

Milestone 16.1 aimed to design and publish a National Action Plan to promote the rights of persons with disabilities and to publish information about the rights of the disabled online.

The National Action Plan target was the continuation of the National Action Plan for Persons with Disabilities 2004–2013,¹ which marked the second decade of promoting the rights of persons with disabilities. The preparation of this National Action Plan started in June 2013.² However, the plan revealed by the National Planning Agency (Bappenas) in 2014 did not extend to 2022 as intended, but only to 2019.³ No data had been made available for the implementation of the plan at the midterm point.

The online information system was implemented at <http://asodkb.org/>.⁴ The site featured data updated to 2013. In the guidelines, social assistance activities for persons with severe disabilities had been underway since 2006. As of 2013, these activities have helped more than

22,000 people with severe disabilities.⁵ Overall, Independent Reporting Mechanism (IRM) considers this milestone was limited in completion.

Milestone 16.2: The Ministry of Health invited Komunitas Peduli Schizophrenia (KPSI) to sponsor these campaigns.⁶ By the end of 2014, the ministry and civil society had conducted campaigns in Jakarta, Yogyakarta, West Java (Bandung), Central Java (Magelang), East Java (Surabaya), and West Sumatera (Padang).⁷

IRM researchers independently confirmed that the following campaigns took place:

- Jakarta: Screening *Shadow of the Past*, 14 February 2014 at Senayan XXI Jakarta
- West Java: Press conference "Lighting the Hope for Schizophrenia," 27 March 2014 at Trans Studio Bandung⁸

IRM researchers could not verify the remaining mental health campaigns, which were reportedly held in another four provinces. As such, this milestone was substantially completed.

Milestone 16.3: The "My Village Awaits" (*Desaku Menanti*) program was originally proposed by the staff of the General Directorate of Social Rehabilitation, Ministry of Social Affairs, Arif Rohman, for the first 100 working days of Ministry of Social Affairs in 2009.⁹ The work plan for implementation of Desaku Menanti has been completed since 2013.¹⁰ However, the overall implementation of the program began in 2012 through a collaboration of the Ministry of Social Welfare, Social Service and the East Java Provincial Social Welfare Institution (LKS) *Sahabat Harapan Mandiri Sejahtera*.¹¹

This program aimed to restore vagrants and beggars from urban areas to their home villages through social rehabilitation in an integrated manner. The goal was to assist individuals in becoming independent and functional members of society.

The pilot project targeted in this milestone took place in Prodo Village, Winongan, Pasuruan, and East Java. Implementation of this pilot project itself was completed in 2014. But, the milestone aimed to carry out an evaluation of the project and publish its results. Neither the implementation report nor the website of the Directorate General of Social Rehabilitation,¹² which is responsible for this project, revealed any evaluation of this pilot project.¹³ This milestone was substantially complete.

End of term: Limited

Milestone 16.1: At the time of writing, the website asodkb.org, which was cited as evidence of the success of Milestone 16.1, is no longer operational, evidenced by multiple failed attempts to access it over a period of months. As such, the status of this milestone must downgrade to not started.

Milestone 16.2: The targeted campaigns for mental health were conducted during World Mental Health Day in October 2015 in the following provinces: Aceh, Riau, Greater Jakarta, West Java, Central Java, East Java, West Nusa Tenggara, East Kalimantan, South Sulawesi, and North Sulawesi.

There is no evidence that the Ministry of Health developed the intended 'schizophrenia care communities' in the 10 targeted regions (North Sumatera, Riau, South Sumatera, Bengkulu, Greater Jakarta, West Java, Central Java, Yogyakarta, East Java, Bali).¹⁴ The Ministry of Health did not acknowledge requests for interview. Furthermore, IRM researchers did not find any

list of care centers for the mentally disturbed at <http://ppid.kemsos.go.id>. As such, the status of this milestone must be downgraded to limited completion.

Milestone 16.3: The Ministry of Social Affairs website have not yet posted the results of the intended evaluation of the Desaku Menanti program. The Ministry of Social Affairs increased the ambition of the 2015 target by adding 44 new pilot projects in the Gunung Kidul regency in Yogyakarta. The Ministry of Social Affairs implemented these projects, but unfortunately, no evaluation result was published. Nevertheless, this milestone is ranked as substantial.

Did it open government?

Access to information: Marginal

Indonesians living with disabilities face a problem of invisibility, not only in the social sense, but in the institutional sense. Local and national governments fail to document and understand the needs of this often-marginalized population. The government needs to involve disabled populations and the organizations that support them in the survey process. Not everyone understands the meaning of disability or the distinctions between disabilities. For example, sometimes those with glasses or a cleft lip are categorized as disabled in government records.¹⁵

This commitment was designed to increase the visibility of disabled populations and enable broader public and institutional understanding of their needs. The targets aimed to increase access to information and had the potential to accomplish both this and the enhancement of access to relevant services for disabled persons themselves. However, the National Action Plan for the Fulfillment of Rights of the Disabled was formulated within Bappenas with little participation from disabled persons or the organizations dedicated to supporting them. Moreover, the actual implementation of targeted initiatives has been poorly coordinated or unreliable, as in the case of the website described above. The campaigns to raise awareness involved single-day events rather than sustained communication over time. The impact of such events is difficult to estimate, but clearly, they do little to improve mechanisms for civic participation or make government more accountable to this marginalized group. Overall, contribution to open government is marginal.

Carried forward?

The 2016-2017 action plan has yet to be finalized. IRM researchers recommend that if this commitment is included in the new plan, it is reformulated to emphasize greater consultation with the communities it aims to assist. This includes consulting representatives of the various populations, either disabled or suffering from mental health problems. Relevant organizations include the Association of Mental Health (PJS), Mental Health Community (KSJ), Bipolar Care Indonesia, Bipolar Center Indonesia, Indonesia Bipolar, Bipolar Solutions, Brotherhood of Indonesian Drug Victims (PKNI), and Autisma Indonesia Foundation (YAI), etc.

IRM researchers also recommend carrying out an evaluation of the effectiveness of the Desaku Menanti program before including it in subsequent action plans.

¹ See page 22, Agus Diono, *Program Rehabilitasi Sosial Penyandang Disabilitas dan Pergeseran Paradigma Penanganan Penyandang Disabilitas*, Buletin Jendela Data & Informasi Kesehatan, Semester 2 – 2014 <http://bit.ly/1Un4VEg>

² See Berita Harian Bappenas, *Bappenas Bersama Sejumlah K/L Matangkan Draft RAN Disabilitas*, 21 October 2014, <http://bit.ly/1hJgUjT>

³ See “Draft of Presidential Regulation on the National Disaster Management of Indonesia from 2014-2019,” *Legal and Human Rights Law* <http://bit.ly/1NVPTUe>

⁴ See <http://bit.ly/1ie0gsj>

⁵ See Kata Pengantar Pedoman Pelaksanaan Kegiatan Pemberian Asistensi Sosial Bagi Penyandang Disabilitas Berat 2014 (Guidelines of Social Assistance Activity for People with Severe Disabilities 2014)

⁶ On 22 September 2014, Direktorat Bina Kesehatan Jiwa and Komunitas Peduli Skizoprenia signed a partnership contract. Skizoprenia (Directorate of Mental Care and Community care for people with Schizophrenia See <http://bit.ly/1K2cpeN>

⁷ B12 Reports from Minister of Health to UKP4. Correspondence by email with Khalil Gibran on 24 June 2015.

⁸ B06 reports from Minister of Health to UKP4. Correspondence by email with Khalil Gibran on 24 June 2015 Laporan B06 Kementerian Kesehatan kepada UKP4. Korespondensi email dengan Khalil Gibran, 24 June 2015.

⁹ Rohman, Arif, Program Penanganan Gelandangan, Pengemis, Anak Jalanan Terpadu melalui Penguatan Ketahanan Ekonomi Keluarga Berorientasi Desa, 2010 <http://bit.ly/1ECH3ek>

¹⁰ Widiyatmoko, Pius, Interview by e-mail with Dian Setiawan, 15 June 2015

¹¹ See Direktorat Rehabilitasi Sosial Tuna Sosial, *Laporan Pelaksanaan Pengembangan Model Rehabilitasi Sosial Gepeng dan Pemulung Melalui Program Desaku Menanti Provinsi Jawa Timur*, 2014 <http://bit.ly/1JOLKRn>

¹² “Ministry of Social Affairs of RI,” *Directorate General of Social Rehabilitation*, <https://rehsos.kemsos.go.id/>

¹³ See Gerard Quinn, Theresia Degener, *Human Right and Disability: The current use and future potential of United Nations human rights instruments in the context of disability*, 2002, UN New York and Geneva <http://bit.ly/1UgTd3I>

¹⁴ Community Care for People with Schizophrenia have been created before 2014, excluding Bali and Bengkulu.

¹⁵ IRM researchers, Interview with Yuyun Yuningsih, BILIC (Bandung Independent Living Center) on 13 May 2016

17. Community Empowerment to Support Environmental Sustainability

Commitment Text:

Through this action plan, the government of Indonesia seeks to increase public participation in environmental conservation efforts by strengthening the role of communities in preserving mangrove forests. The action plan in this sub-group also aims to implement a community-based waste management system at a pilot traditional market.

Milestones (2014/2015):

1. Encouraging public participation in the preservation and utilization of the environment of coastal areas
 - a. Empowering communities to maintain / preserve the mangrove plants and the introduction of new business related to the development of mangroves in coastal areas in 5 municipalities
2. Encouraging public participation through the development of micro-scale integrated area.
 - a. Classification of regions successful with P4S (Self-Reliant Agriculture and Village Training Center)
 - b. Publication of process, success of, and contact person of P4S through the website
 - c. Optimization of P4S function in encouraging the strengthening of the local economy through the program: empowering communities to form an integrated region (containing dairy farms, inland fisheries, poultry, biogas production, the production of organic fertilizers or pesticides), carried out in 2 pilot areas in 2014, 10 pilot areas by 2015.
3. Empower the public in waste management / waste and the area around the location of waste management
 - a. The issuance of Circular of the Director General of Domestic Trade for waste management in the public market.
 - b. Designation of Pasar Agung in Denpasar, Bali, as a pilot waste management project.
 - c. Implementation of waste management pilot projects in one traditional market in 2014, three traditional markets in 2015

Responsible Institution: Ministry of Environment (KemenLH), Ministry Agriculture (Kementan), Ministry of Trade (Kemendag)

Supporting Institution(s): None

Start Date: 28 May 2014

End Date: 31 December 2015

Commitment Overview	Specificity	OGP Value Relevance (as written)	Potential Impact	Completion	Midterm	Did it Open Government?
					End of Term	

	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Innovation for Transparency & Accountability	None	Minor	Moderate	Transformative	Not Started	Limited	Substantial	Completed	Worsens	Did Not Change	Marginal	Major	Outstanding
17. Overall			✓		✓	✓					✓			✓				✓			
17.1. Public Participation in Coastal Area Protection			✓			✓					✓									
17.2. Public Participation in Micro-Scale Development			✓		✓	✓				✓			✓								
17.3. Public Participation in Waste Management			✓			✓			✓				✓								
																				

Commitment aim:

Through this commitment, the government of Indonesia sought to increase public participation in environmental conservation efforts by encouraging preservation of mangrove areas through sustainable eco-business, providing training in self-reliant agriculture, and improving solid waste management practices in traditional marketplaces.

Status

Midterm: Limited

Milestone 17.1 aimed to empower communities in preserving mangrove forests and introduced new business-related development in coastal areas by conducting pilot projects in five regions: The City of Sorong (West Papua), Regency of Northern Halmahera (Northern Moluccas), Regency of Kotabaru (Southern Kalimantan), Regency of Situbondo (East Java), and Regency of Ogan Komering Ilir (Southern Sumatera). The Government Self-Assessment Report (GSAR) marked Milestone 17.1 as complete. Unfortunately, the Ministry of Environment refused to answer requests for interview, suggesting that any contact should be made directly from the National Planning Agency (Bappenas) to the ministry.¹ Thus, Independent Reporting Mechanism (IRM) researchers were unable to evaluate whether this milestone had been completed.

Milestone 17.2 attempted to build local capacity and public participation for farming by publicizing the process of and creating an online inventory of success stories for Self-Reliant

Agriculture and Village Training Centers (P4S). The GSAR referred to <http://www.pertanianswadaya.com> as evidence of completion. The site featured a summary of Self-Reliant Agriculture and Village Training Center (P4S) classifications for 2014.² However, from the website, IRM researchers were unable to find classification of regions successful with P4S. Interviews also did not provide this information. There was contact information for P4S locations,³ but IRM researchers were unable to find information concerning the pilot project. This milestone was limited in completion.

Milestone 17.3 sought to develop community-based solid waste management in traditional markets by issuing a Ministerial Circular and implementing one pilot project in Denpasar, Bali. The GSAR marked this commitment as complete. However, IRM researchers were unable to verify the existence of a Ministerial Circular or the completion of the Denpasar Pilot Project. Relevant government officials did not answer requests for interviews.⁴

End of term: Limited

Milestone 17.1: The local governments in the five pilot municipalities carried out mangrove-planting activities with thousands of seeds provided by the Ministry of Agriculture.⁵ However, the milestone aimed to introduce new businesses related to the development of mangroves. The project in North Halmahera Regency aimed to establish a Mangrove Information Center for tourists. The Sorong Project plans to create a business for alternative mangrove-based food and beverages. Plans for the other three projects are not clear. Requests for interviews with relevant government officials went unacknowledged. The milestone is considered limited.

Milestone 17.2: As of December 2015, the website <http://www.pertanianswadaya.com> referred to in the Government Self-Assessment Report for the fulfillment of Milestone 17.2 was no longer accessible. The Ministry of Agriculture provided evidence of implementation for the 10 pilot projects in the form of P4S profiles for centers offering training, internships, or incubation packages. The evidence did not mention when in 2015 the projects were carried out. Milestone 17.2 is considered limited in its completion.

Milestone 17.3: The responsible officer from the Ministry of Trade sent a letter to Bappenas on 8 May 2015, letter No. 403/SJ-DAG.8.2/SD/05/2015, to alter the 2015 target from "implementation of community-based solid waste management in three traditional markets" to "50 traditional markets to receive *integrated* empowerment."⁶ This letter was intended to withdraw Milestone 17.3 as the ministry considers it to fall outside its tasks and functions. This proposal was not communicated to the IRM unit. The changes also depart from the target's initial intention with respect to improve the environmental sustainability of waste management practices in traditional markets.⁷ Accordingly, IRM researchers rank this milestone as not started.

Did it open government?

Access to information: Did not change

Civic participation: Did not change

The preservation of mangrove forests is vital to protect shorelines, prevent seawater intrusion into the land, stabilize mud banks, dissipate strong winds, and arrest shoreline erosion. Presidential Decree No. 73 of 2012 on the National Strategy on Mangrove Ecosystem Management (SNPEM) is the latest mangrove management policy, which mandates that

stakeholders formulate a strategic plan in mangrove ecosystem management. While the language of the decree allows for an open and participatory process in creating the strategic plan, Milestone 17.1 has no real focus on the governance aspects of mangrove management. This commitment has contributed to government openness only to the extent that local communities have been included in planning and executing mangrove-friendly business projects, but it is not clear that local communities have been consulted or their input taken seriously.

Similarly, the other activities in this commitment are important, but they are not directly relevant to increasing government openness. Overall, the commitment did not contribute to open government.

Carried forward?

The next action plan is currently in the process of drafting.

¹ E-mail reply from Edy Purwanto Bakri, 30 June 2015

² <http://pertanianswadaya.com/database/klasifikasi?p4s55fbdbc08a16d>

³ See <http://bit.ly/1iQzjm>

⁴ IRM researchers sent written interview request to Widianoro, 9 June 2015

⁵ Situbondo, Kota Baru, Ogan Komering Ilir, and North Halmahera each received 65,000 seeds. Sorong received 18,000 seeds.

⁶ Ministry of Trade Issued Letter to Bappenas, Letter No. 403/SI-DAG 8.2/SD/05/2015 on Open Government Indonesia Action Plan 2015 Ministry of Trade (correspondence with Widianoro on 12 May 2016)

⁷ The Ministry of Trade delivered a report on traditional market empowerment in 50 locations in Indonesia. After reviewing this report, IRM researchers concluded that it emphasized on traditional market management and does not focus on recycling

18. Community Empowerment to Strengthen Agriculture Sector

Commitment Text:

The agriculture sector plays an important role in Indonesia's economy, absorbing about 30% of Indonesian workers. The challenge is that young people are starting to leave the agriculture sector. The Indonesian government is determined to strengthen the agriculture sector by optimizing the functioning of Counseling Centers at the district level, and building the capacity of the younger generation in this sector.

Milestones (2014):

1. The implementation of the program in 10 Agri-Training Camp Training Centers for Agriculture, with the target audience is 30 elementary school or junior high school students per Center for Agricultural Training
2. Encourage the contribution of farmers in improving the quality of agricultural production in the region
 - a. Facilitating the implementation of Agricultural Counselling Centers at the district level as Agricultural Development Posts in 1000 units

Responsible Institution: Ministry of Agriculture

Supporting Institution(s): None

Start Date: 28 May 2014.....

End Date: 31 December 2015

Commitment Overview	Specificity				OGP Value Relevance (as written)				Potential Impact				Completion				Did it Open Government?							
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability & Technology	Innovation for Transparency & Accountability	None	Minor	Moderate	Transformative	Not Started	Limited	Substantial	Completed	Midterm	End of Term	Worsens	Did Not Change	Marginal	Major	Outstanding	
18. Overall					Unclear																			
18.1. Introducing Youth to Opportunities and Techniques in Agriculture					Unclear																			



Commitment aim:

This commitment aimed to encourage young Indonesians to consider a career in agriculture and enhance the productive capacity of existing farmers.

Status

Midterm: Limited

Milestone 18.1: The Agri-Training Camp (ATC) program was reported to have conducted six trainings at Centers for Agriculture in 2014.¹ This ATC program did not meet the quota given by the government in the commitment language that requires 10 ATCs within one year. The overall ATC participants reached 270 persons, which consisted of only junior high school and high school students.² The target number of participants for each training center was 30 students ranging from elementary through senior high school. Completion for this milestone was rated substantial.

Milestone 18.2: The institutional framework was well in place to establish and empower local Agricultural Development Posts. The Research and Development (R&D) Division of the Ministry of Agriculture signed a Memorandum of Understanding (MoU) with the Directorate General of Community and Village Empowerment, Ministry of Home Affairs, as an agriculture technology provider in 2013. The scope of the MoU is to explain clearly and unequivocally that the government is ready to provide technical assistance, mentoring, provision and use of expertise in human resources, training, workshops, or internships for the administrators of regional Agricultural Development Posts, including providing management training and information service training.³ However, Independent Reporting Mechanism (IRM) researchers have found no evidence that the agricultural extension trainings had been conducted. This milestone was considered to have limited completion.

End of term: Complete

Milestone 18.1: After implementation in six locations⁴ (Cinagara, Batangkaluku, Batu, Binuang, Ketindan, Kupang) in 2014, the Agri-Training Camp program was implemented in another four locations⁵ in 2015 (Ciawi, Jambi, Lampung, Lembang), attended by 30 participants for each location. Unfortunately, IRM researchers were unable to verify the composition of participants, whether they consisted of graduates from elementary, junior, and senior high schools.⁶ Milestone 18.1 is ranked as complete.

Milestone 18.2: The Ministry of Agriculture increased the target for this milestone from the facilitation of agricultural extension training of 1,000 Agricultural Development Posts to facilitation of 1,500 such posts. The agricultural extension training was conducted at 1,500 posts across Indonesia and involved 24,000 farming instructors. Each instructor trained 8-16 farming groups, consisting of about 25 farmers for each group.⁷ IRM researchers consider the milestone to be complete.

Did it open government?

Access to information: Did not change

Civic participation: Did not change

Public accountability: Did not change

While increasing the productivity and human capital development of the agricultural sector is important to the government and to the economy, this commitment has little relevance to government openness and transparency. Rather than attempting to empower farmers or potential farmers to participate in the formation of agricultural policy, this commitment sought to simply train a large population of agricultural workers in accordance with the existing agricultural and economic agenda. Although achievements under this milestone are important to the sector, IRM researchers conclude that they have no impact on government openness.

Carried forward?

IRM researchers acknowledge the importance of agriculture and food security. If stakeholders and the government consider it appropriate to include agriculture and food security in the next national action plan, IRM researchers recommend a more purposeful focus on community participation in policy-making for the sector.

¹ Interview Report with Ministry of Agriculture

² Interview Report with Ministry of Agriculture

³ See “MoU with DG PMD to Harden Agricultural Technology Flow,” *Agricultural R&D Agency*, 3 October 2013 <http://www.litbang.pertanian.go.id/berita/one/1547/>

⁴ Took place in (1) Cinagara Animal Health Training Center (2) Batangkaluku Agricultural Training Center, (3) Batu Livestock Training Center, (4) Binuang Agricultural Training Center, (5) Ketindan Agricultural Training Center, and (6) Livestock Training Center Kupang.

⁵ Yaitu: (1) Ciawi Agricultural Management and Leadership Training Center, 30 people, 3-7 June 2015, (2) Jambi Agricultural Training Center, 30 people, 30 June - 6 July 2015, (3) Lampung Agricultural Training Center, 30 people, 28 July – 1 August 2015, (4) Lembang Agricultural Training Center, 60 people, 30 Sep – 4 Oct 2015.

⁶ Based on the Agricultural Training Camp Implementation Guideline, where the participants are vocational school and high school students (See <http://bit.ly/1SXWFhn>). Setting primary school and middle school students as target participants resulted in the unachieved milestone.

⁷ IRM researchers, Interview with Hasan Latu Consina, 13 March 2016

19. Community Empowerment to Develop the Creative Sector

Commitment Text:

Various innovations are carried out to improve community development in the tourism and creative industries sector. This action plan encourages youth in using of special spaces/locations for graphic art creations. Meanwhile, the tourism sector will be strengthened by providing on-line information and mobile applications for tourist activities and services.

Milestones/KIPs (2014):

1. Action Plan for the Ministry of Youth and Sports:
 - a. Publishing Ministry regulations/rules so that local government can dedicate special space for graphic arts and advertising in the city, with strict supervision.
2. Completion of roadmap for batik development through establishing special areas as "Batik Centers"
3. Developing website and mobile application containing information that tourist needs for their tourism activities

Responsible Institution: Ministry of Youth and Sports, Ministry of Tourism and Creative Economy

Supporting Institution(s): None

Start Date: 28 May 2014.....

End Date: 31 December 2015

Commitment Overview	Specificity				OGP Value Relevance (as written)				Potential Impact				Completion		Midterm End of Term		Did it Open Government?					
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability & Technology	Innovation for Transparency & Accountability	None	Minor	Moderate	Transformative	Not Started	Limited	Substantial	Completed	Worsens	Did Not Change	Marginal	Major	Outstanding	
19. Overall					Unclear																	
19.1. Public Participation in Special Space Utilization					Unclear								Withdrawn									

19.2. Strengthen Tourism and Creative Industry Public Services	[Green]				Unclear				Withdrawn				[Grey]			
	[Green]				Unclear				Withdrawn				[Grey]			
19.3. Tourist Activities Website	[Green]				Unclear				Withdrawn				[Grey]			

Editorial Note: Following the introduction of additional evidence, the Independent Reporting Mechanism (IRM) researchers have adjusted the midterm completion level of Commitment 19 to more accurately align with IRM method for determining completion. See 'Status' section below for explanation of coding changes. For more information on IRM methodology regarding completion, please see the IRM Procedures Manual (<http://bit.ly/1XSBGNF>).

Commitment aim:

This action plan encouraged youth to make use of designated spaces and locations for graphic art creations to channel their aspiration and expression. The commitment also aimed to develop the industries connected with the traditional batik textile art form, and to enhance the tourism sector by providing online information and mobile application for tourist activities and services.

Status

Midterm: Limited

Milestone 19.1 would create guidelines for regional-level governments to set up creative working spaces to contain street art to a dedicated area within a city. According to the Government Self-Assessment Report (GSAR), this milestone was withdrawn by a formal letter to the President’s Delivery Unit for Development Supervision and Control (UKP4), submitted on 21 March 2014. The reason for withdrawal was that the milestone’s activities fell outside the scope of the implementing agency, the Ministry of Youth and Sports.¹

Milestone 19.2 called for the government to ensure that batik (a traditional dye painting technique for textiles) was passed on to younger generations by creating a batik center and a portal for batik industry development. The GSAR indicated that Milestone 19.2 was withdrawn by a formal letter submitted to the National Planning Agency (Bappenas) on 12 March 2015. The milestone was withdrawn in the early stages of action plan implementation because the milestone activities were not related to any existing Ministry of Tourism programs.

Milestone 19.3 included the development of a website, a mobile application, and a tourism industry logo for connecting tourists with potential tourism activities. According to the GSAR, the milestone was completed. However, IRM researchers found that the tourism website (<http://Indonesia.travel>) was created in 2009 and pre-dates the action plan. Officials interviewed stated that the development of the mobile application Info Pariwisata was “complicated,” and Independent Reporting Mechanism (IRM) researchers could not find any evidence of a mobile application for tourism in Indonesia.

Overall, implementation is considered limited, evaluated based on the remaining milestones.

End of term: Complete

Only Milestones 19.1 and 19.2 had 2015 targets, but these were withdrawn by both the Ministry of Youth and Sport and the Ministry of Tourism. Thus, IRM researchers only evaluated Milestone 19.3 of the 2014 target which was rated limited during the midterm report.

IRM researchers still find no evidence of progress on the *Info Pariwisata* mobile application. However, an official mentioned an application called *Pesona Indonesia eBrochure* as representing the commitment's implementation.² This application was last updated on 17 December 2015. Together with the updating of the *Indonesia.travel*³ website, Milestone 19.3 is considered complete. Because this is the only official remaining milestone, the commitment overall is also considered complete.

Did it open government?

Access to information: Did not change

Civic participation: Did not change

Public accountability: Did not change

While this commitment is worthy in its own right, it is not relevant to open government. There are areas where opening government could help promote tourism, but this commitment does not address Open Government Partnership (OGP) values and in practice, has had no impact on government openness.

Carried forward?

If tourism emerges as an important sector during public consultations for the next action plan, industry experts should be consulted for best practices in opening government for tourism promotion. In the absence of strong stakeholder interest in open government for the tourism sector, IRM researchers do not recommend continuing this theme in the next action plan.

¹ See surat Kementerian Pariwisata No. Um.001/6/13/Rol/KEM-PAR/2015 tentang *Pembatalan Kriteria Keberhasilan 2014* kepada Direktur Politik and Komunikasi – Bappenas, 12 March 2015. (Ministry of Tourism issued Letter No. Um.001/6/13/Rol/KEM-PAR/2015 on Cancellation of Success Criteria 2014 to Director of Politics and Communication-Bappenas)

² Communication with Eko Saputro, Ministry of Tourism. The Mobile App can be downloaded at <http://bit.ly/1rITBLA>

³ Content of activities (<http://bit.ly/21Me7Yt>), attraction (<http://bit.ly/1YgOzQV>), and trip destination (<http://bit.ly/1TxZH7U>). Each content is made detail for 34 provinces in Indonesia)

