Independent Reporting Mechanism (IRM): Indonesia Progress Report 2016–2017

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Executive Summary:

Indonesia
Year 1 Report

Indonesia's fourth action plan focused on improving public participation, complaints-handling, public information disclosure, and data governance. While the action plan touched on major open government themes for Indonesia, many commitments involved internal performance indicators. Moving forward, Indonesia should more closely follow OGP's co-creation standards in developing the next action plan by prioritizing fewer, more impactful commitments and institutionalizing the multistakeholder forum. Indonesia should also develop a clear strategy to more effectively incorporate subnational units into the national action plan.

HIGHLIGHTS

Commitment	Overview	Well-Designed? *
4. Enhanced public participation in improving geospatial information management	Develop and disseminate a standard reference for public participation in gathering geospatial information as part of the "One Map Policy."	No
15. Improved quality of public complaints-handling in the environment and forestry sector	Develop a new complaints-handling system for the Ministry of Environment and Forestry, and integrate it into the national LAPOR! system.	No
16. Strengthened village governance in transparency, participation, and responsiveness	Implement pilot projects in select villages on participatory and transparent development planning, and publish village development plans and budgets in public spaces.	No

* Commitment is evaluated by the IRM as specific, relevant, and has a transformative potential impact

PROCESS

> The Open Government Indonesia Secretariat (OGI) determined the major thematic focus of the action plan prior to the start of the action plan's development. The plan's creation involved in-person meetings with invited stakeholders, focus group discussions, and online questionnaires. However, OGI did raise awareness among the public to participate in the co-creation, and the multistakeholder group only met once at the end of the action plan period.

Who was involved?

Civil society		Government		
		Narrow/ little governmental consultations	Primarily agencies that serve other agencies	Significant involvement of line ministries and agencies
	Beyond "governance" civil society			
	Mostly "governance" civil society			✔
	No/little civil society involvement			

Consultation during the development of Indonesia's fourth action plan was limited to a handful of civil service organizations (CSOs) that were involved in OGI, and a select number of ministries and government agencies that were chosen ahead of time. OGI invited five subnational governments to submit commitment proposals for inclusion in the national action plan. However, the themes for the subnational commitments were mostly determined at the national level, and the process to develop the subnational commitments was mostly top-down.

Level of input by stakeholders

Level of Input	During Development
Collaborate: There was iterative dialogue AND the public helped set the agenda	
Involve: The public could give feedback on how commitments were considered	
Consult: The public could give input	✔
Inform: The government provided the public with information on the action plan.	
No Consultation	

OGP co-creation requirements

Timeline Process and Availability	Yes

Timeline and process available online prior to consultation	
Advance notice Advance notice of consultation	Yes
Awareness Raising Government carried out awareness-raising activities	No
Multiple Channels Online and in-person consultations were carried out	Yes
Documentation and Feedback A summary of comments by government was provided	No
Regular Multi-stakeholder Forum Did a forum exist and did it meet regularly?	No
Government Self-Assessment Report Was a self-assessment report published?	Yes
Total	**4 of 7**

Did Not act contrary to OGP process
A country is considered to have acted contrary to process if one or more of the following occurs:
- The National Action Plan was developed with neither online or offline engagements with citizens and civil society;
- The government fails to engage with the IRM researchers in charge of the country's Year 1 and Year 2 reports; or
- The IRM report establishes that there was no progress made on implementing any of the commitments in the country's action plan.

COMMITMENT PERFORMANCE

Indonesia's fourth action plan contained 22 national and 28 subnational commitments, focusing on a variety of themes. While several commitments saw high levels of implementation, the one-year timeline for the action plan limited their potential to open up government practice. Future action plans should adopt a two-year implementation period (as recommended by OGP), and better integrate subnational commitments into the national context.

Current Action Plan Implementation

		Year 1	Year 2
COMPLETED COMMITMENTS	OGP Global Average *	18%	36%
	Action Plan 2016-2017	9 of 45 (20%)	N/A
	Action Plan 2014-2015	1 of 19 (5%)	3 of 19 (16%)
	Action Plan 2012-2013	2 of 15 (13%)	N/A
	Action Plan 2011-2012	5 of 12 (42%)	N/A
TRANSFORMATIVE	OGP Global Average *	16%	

COMMITMENTS	Action Plan 2016-2017	0 of 45 (0%)	
	Action Plan 2014-2015	0 of 19 (0%)	
	Action Plan 2012-2013	1 of 15 (7%)	
	Action Plan 2011-2012	N/A	
STARRED COMMITMENTS	Most in an OGP Action Plan	5	8
	Action Plan 2016-2017	0 of 45 (0%)	N/A
	Action Plan 2014-2015	0 of 19 (0%)	0 of 19 (0%)
	Action Plan 2012-2013	3 of 15 (20%)	N/A
	Action Plan 2011-2012	N/A	

* This indicator is calculated using data from the most recent round of published IRM reports.

✪Commitment is evaluated by the IRM as being specific, relevant, potentially transformative, and substantially or fully implemented. Prior to 2015, the starred formula included commitments with "Moderate" potential impact.

RECOMMENDATIONS

1. Closely follow OGP guidelines for action plan creation, development, and monitoring.
2. Develop a strategy for localizing open government in Indonesia.
3. Institutionalize the multistakeholder forum through government decree.
4. Include strategic government plans and priorities in the OGP national action plan.
5. Create an open online beneficial ownership registry.

COMMITMENTS OVERVIEW

Commitment Title	Well-designed*	Complete	Overview
1. Formulation of Open Government Strategic Plan and Roadmap	No	No	The OGI Secretariat published the first draft of the Strategic Plan in June 2017, but had not finalized it by the end of the action plan cycle. The OGI Secretariat also published a draft Roadmap and held several focus group discussions on the draft.
2. Guidelines to regularly conduct public consultations	No	No	The Ministry of State Apparatus and Civil Service Reform published a circular (newsletter) in April 2017 on the obligations of government agencies to conduct public consultations, and developed technical procedures that mandates all public service delivery units conduct a public consultation forum.
3. Good governance manual and public consultation forum for	No	No	Bappenas issued a Presidential Decree on Sustainable Development Goals (SDGs) and public participation guidelines in July and August 2017, respectively. However, the IRM was unable to verify the level of civil society and public involvement in the government's

SDGs			decision-making process regarding SDGs.
4. Enhanced public participation in improving geospatial information management	No	No	The Geospatial Information Agency committed to develop and disseminate a standardized reference for conducting public participation in the One Map Policy. The broad scope of public participation issues in geospatial mapping (including land rights of indigenous communities) have delayed the drafting of this reference.
5. Enhanced capacity of Ombudsman to monitor public services	No	Yes	The Ombudsman developed an online complaints-tracking system, allowing citizens to track the status of their complaints.
6. Enhanced credibility of Ombudsman to oversee public service quality	No	Yes	The Ombudsman has published a complaint-handling analysis on its library page, as well as quarterly reports on public satisfaction with the Ombudsman's services for 2017.
7. Improved compliance with Law No. 25/ 2009 on Public Services at the Ministry of Education and Culture	No	No	In 2017, the Ombudsman gave the Ministry of Education and Culture a score of 93.10 out of 100 in compliance with public services, which qualifies it as meeting the "green zone" indicator. However, the Ministry of Education and Culture's compliance with the specific services listed in this commitment is unclear.
8. Improved compliance with Law No. 25/ 2009 on Public Services at the Ministry of Religious Affairs	No	No	In 2017, the Ombudsman gave the Ministry of Religious Affairs a public services compliancy score of 72 out of 100. However, the Ombudsman's report does not specifically analyze the nine services that are part of this commitment.
9. Online LAPOR!-SP4N	No	No	This commitment calls for the integration of the LAPOR! and SP4N public complaint channels. While the Ministry of State Apparatus and Civil Service Reform developed a LAPOR!-SP4N Transition Team Work Plan, the progress of this transition is not yet publically available at the end of the action plan period.
10. Minister of State Apparatus and Civil Service Reform	No	No	By the end of the action plan, the process of integrating non-structural institutions has been initiated, but did not meet the targeted numbers set by the commitment.

developed into LAPOR-SP4N			
11. Utilize LAPOR!-SP4N as citizen complaints platform	No	No	The Administrative and Bureaucratic Reform, Ombudsman, and President's Executive Office signed an MoU that stipulates LAPOR!-SP4N as the online citizen aspiration and complaints platform in 2016.
12. Greater dissemination of LAPOR!	No	No	The government carried out several activities in 2016 and 2017 to increase usage of LAPOR!-SP4N across the country and across government institutions. The number of public complaints received by LAPOR!-SP4N has continually increased.
13. Improved responsiveness to public complaints and enhanced accountability of LAPOR!	No	No	The Ministry of State Apparatus and Civil Service Reform created a team to forward complaints to relevant government ministries or agencies, and to follow up and monitor the responses received. However, there have been obstacles to affectively monitor complaints resolution.
14. Increased interconnectivity of SOEs to LAPOR	No	No	By September 2017, the Ministry of State Owned Enterprises fully integrated all 118 Indonesian SOEs into the LAPOR!-SP4N system, and continues to follow up on the complaints it receives through LAPOR!-SP4N.
15. Improved quality of public complaints handling in the environment and forestry sector	No	No	The Ministry of Environment and Forests planned to develop and administer a new complaints system, and integrate this system into the LAPOR!-SP4N. Due to the nature of the complaints received, the Ministry decided not to fully integrate its independent complaints system into LAPOR!-SP4N. Citizens can now file complains using either system.
16. Strengthened village governance in transparency, participation and responsiveness	No	No	The Ministry of Home Affairs committed to design and implement pilot projects in 30 selected villages, including guidance for participatory and transparent development planning, and publishing budgets at various public facility. While the projects have begun, technical obstacles have hindered the publication of budgetary information in public spaces in many villages.
17. Enhance public information disclosure by the Ministry of Health	No	No	The Ministry of Health aimed to improve information disclosure to the public. By the end of the reporting period, the Ministry had developed a digital communications strategy and increased the number of website visitors and social media page followers.

18. Enhance public information disclosure by the Ministry of Education and Culture	No	No	The Ministry of Education and Culture committed to improve its public information disclosure. By the end of the reporting period, the Ministry fully implemented its digital communications strategy and surpassed its benchmarks for increasing webpage visitors and social media followers.
19. Enhance public information disclosure through pilot projects	No	No	The Ministry of Research, Technology, and Higher Education developed Public Information Lists for 14 delivery units, but it is unclear if the number of website visitors and social media followers increased during the reporting period.
20. Public information disclosure at higher education institutions	No	No	The Ministry of Research, Technology, and Higher Education piloted the Ministerial Regulation on Public Information Management at six public universities. However, the Ministry did not provide additional information on the percentage of public universities that have implemented this regulation.
21. Enhancing budget transparency information system	No	No	While the Ministry of Finance launched a budget data portal in 2016, the available data is not yet integrated with the budget implementation data from each ministry, government agency, and local government.
22. Strengthening of inter-government agency data governance	No	No	The seven pilot projects envisioned for this commitment as part of the One Data Policy were cancelled due to disparate degrees of commitment among the ministries and government agencies involved.
City Government of Banda Aceh			
23. Open Data implementation	No	Yes	All 41 Work Units in Banda Aceh integrated their data into the open data portal by 2017.
24. Strengthening of public complaints channels	No	No	All Work Units are now required to have an administrator responsible for following up on complaints received. However, integration of the two Banda Aceh complaints-handling channels into LAPOR! was delayed.
25. Enhanced information disclosure at village levels (*Gampong* (*desa*))	No	No	According to the city government, all village governments have posted their budgets in public spaces. Additionally, 62 of 90 village governments had developed official websites by the end of the action plan period.
City Government of Bandung			
26. Increase in the number of	No	No	By the end of the action plan period, the City Government uploaded 1,046 datasets to the data portal, but fell short of its goal 1500

open data			datasets. Additionally, users are required to submit detailed personal information in order to use the portal.
27. Improve public services	No	No	By the end of the reporting period, many Work Units had not provided their service standard information and it is unclear what percentage of Work Units have been awarded "green zone" service indicator status.
28. Transparency in the Regional Government Budget System	No	No	While the City Government published its 2016 and 2017 budgets online, the 2016 budgets for two Work Units were unavailable. Also, the goals and objectives of grants, as well as the e-budgeting applications, are not available.
29. Transparency in the Regional Government Budget System	No	No	The City Government began to integrate the Bandung Integrated Resource Management (BIRMS) with the National Procurement Office's General Procurement Plan System, and began to incorporate e-contracting into BIRMS.
30. Enhanced LAPOR! application	No	No	All of Bandung's public complaint channels have been integrated into the national LAPOR! system, including 151 rural government complaint channels. While the LAPOR! dashboard was developed, it was not fully operational at the end of the reporting period.
31. Increased public satisfaction of complaints handling services	No	Yes	The City Government carried out a survey to determine the causes for delayed responses in LAPOR! complaint handling, assessing the difficulty of complaint responses and the low performance of relevant Work Units addressing the complaint.
32. Enhanced disclosure of citizen proposals to Regional House of Representatives (DPRD) Members	No	Yes	Information on citizen proposals made during recesses of the Regional House of Representatives (DPRD) between 2015 to 2018 is available on the Bandung open data portal, including the member of the DPRD who received the proposal, the relevant Work Units, the place of the program, the proposed budget, and the status of the proposal.
33. Greater public participation in disseminating development	No	No	PPID Sub-Pembantu (information desks) are now operational at 53 junior high schools in Bandung. However, there is no information on how many PPID Sub-Pembantu were developed at elementary schools. The City Government organized several workshops aimed at improving public information

information			disclosure at schools.
City Government of Semarang			
34. Regulation on data governance to align with "One Data Indonesia" agenda	No	Yes	The City Government of Semarang completed its assessment of data governance conditions in the five pilot Work Units in 2016 and enacted Mayor Regulation on Data Governance (No. 40/ 2017) in 2017.
35. One data basis for the City Government of Semarang	No	No	The City Government increased data manager capacity for all Work Units and created a "Situation Room" to monitor government applications. Data integration between Semarang and the national "One Data" portal did not occur, as the national data policy was not formalized.
36. Enhanced public information disclosure	No	Yes	The City Government conducted a study to revise Perwal No. 26/ 2012 (on Information Service Desks- PPIDs), which was officially revised by Perwal No. 35/ 2017. A Public Information List was published on the official PPID website for Semarang.
37. Promote public participation in monitoring quality of services	No	No	By the end of the reporting period, one of two Semarang complaints systems (LaporHend) had been integrated into the national LAPOR!-SP4N system. The IRM consultant was unable to confirm if Work Units have followed up on all complaints received.
38. Improved access to information on DPRD institutions and activities	No	No	By the end of the reporting period, most of the relevant data on the Regional House of Representatives (DPRD)'s legislative functions have not been made available.
39. Improved governance of data and information under the authority of DPRD	No	No	While institutional data on the DPRD has been published to its website (such as profiles of the DPRD members and schedules of DPRD activities) the outcomes of DPRD activities regarding budgeting, oversight, and legislations have not been published.
Provincial Government of the Special Capital Region of Jakarta			
45. Strengthen infrastructure for public information disclosure	No	Yes	The Provincial Information Service desk (PPID) in DKI Jakarta developed a Standard Operating Procedure (SOP) and an official website that consolidates information on public services.
46. Enhanced utilization of public information	No	No	The development of the draft communication and dissemination strategy for services of DKI Jakarta Work Units is delayed.

through communications strategy			
47. Enhanced utilization of public information through Jakarta.go.id portal	No	No	The Provincial Government linked the DKI Jakarta open data portal to the websites of most Work Units, though some public information features (such as e-budgeting and e-development) have not been integrated into the portal.
48. Strengthened public services complaints channels	No	No	The Provincial Government began to integrate DKI Jakarta's public complaints-handling systems, but the IRM consultant was unable to confirm the percentage of effective follow-up to public complaints.
49. Strengthen data governance	No	Yes	As of July 2017, 1,573 datasets have been made publically available on Jakarta's open data portal, and there are 114 Work Units producing data for the portal.
50. Public participation in development planning	No	No	Citizens can now submit and monitor development proposals online through the e-Musrenbang website during neighbourhood association meetings. This represents a an improvement to transparency and public participation in development planning.

* Commitment is evaluated by the IRM as specific, relevant, and has a transformative potential impact

ABOUT THE AUTHOR

IRM staff wrote this report with support from independent consultants Ravio Patra and Muhammad Maulana.

The Open Government Partnership (OGP) aims to secure concrete commitments from governments to promote transparency, empower citizens, fight corruption, and harness new technologies to strengthen governance. OGP's Independent Reporting Mechanism (IRM) assesses development and implementation of national action plans to foster dialogue among stakeholders and improve accountability.

I. Introduction

The Open Government Partnership (OGP) is an international multistakeholder initiative that aims to secure concrete commitments from governments to their citizenry to promote transparency, empower citizens, fight corruption, and harness new technologies to strengthen governance. OGP provides an international forum for dialogue and sharing among governments, civil society organizations, and the private sector, all of which contribute to a common pursuit of open government.

Indonesia was one of eight founding member-states of OGP in September 2011, when President Susilo Bambang Yudhoyono formally launched the initiative along with seven other heads of state and ministers in New York City.[1]

In order to participate in OGP, governments must exhibit a demonstrated commitment to open government by meeting a set of (minimum) performance criteria. Objective, third-party indicators are used to determine the extent of country progress on each of the criteria: fiscal transparency, public official's asset disclosure, citizen engagement, and access to information. See Section VII: Eligibility Requirements for more details.

All OGP-participating governments develop OGP action plans that elaborate concrete commitments with the aim of changing practice beyond the status quo over a two-year period. The commitments may build on existing efforts, identify new steps to complete ongoing reforms, or initiate action in an entirely new area.

Indonesia developed its fourth national action plan from November 2015 to October 2016. The official implementation period for the action plan was 30 October 2016 through 31 December 2017. This report covers the period from the final month of the plan's development (October 2016) through July 2017). Any activities or progress occurring between August 2017 and the end of the action plan's implementation period (December 2017) will be covered in the upcoming IRM End of Term report. The government published its self-assessment in August 2017. However, the self-assessment report was not made available in English and did not include the specific activities that it carried out to implement the individual commitments.

In order to meet OGP requirements, the staff of the Independent Reporting Mechanism (IRM) of OGP carried out this evaluation of the development and implementation of Indonesia's fourth action plan. To gather the voices of multiple stakeholders, the IRM consulted with two independent researchers in Indonesia, Ravio Patra and Muhammad Maulana, who held interviews with members of Open Government Indonesia (OGI) involved in the development of the action plan, as well as representatives from responsible government institutions and relevant civil society organizations. The IRM aims to inform ongoing dialogue around development and implementation of future commitments. Methods and sources are dealt with in Section VI of this report (Methodology and Sources).

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[1] See: https://www.opengovpartnership.org/about/about-ogp.

II. Context

Indonesia's fourth action plan generally continued to build on the major themes of the previous action plans, such as e-government, village governance, increasing access to information, and improving public service delivery. While the action plan covered a broad range of issues, most of its activities were internal government metrics for success. While several stakeholder priorities were incorporated, the overall scope of these commitments was mostly limited.

2.1 Background

The Republic of Indonesia is an archipelago in Southeast Asia with a population of roughly 260 million people and a nominal gross domestic product (GDP) of over 1 trillion USD.[1] Indonesia joined OGP in 2011 as one of eight founding member-states, served as co-chair from 2012 to 2014, and has since developed four national action plans as part of the initiative.[2] The country's previous action plans have focused on a range of issues pertaining to e-government, natural resources, and public service delivery. However, the previous action plans generally saw low levels of completion due in part to the limited time allocated for implementation (usually lasting one fiscal year, as opposed to the two-year action plan cycle recommended for OGP action plans). The 2016–2017 plan represents the country's first under the presidential administration of Joko Widodo, who assumed office in October 2014, though the major thematic areas covered in the plan remain largely the same as previous plans.

After decades of authoritarian rule, Indonesia began to transition to democracy and a more open political environment starting in the late 1990s. The Reformasi ("reform" in English) period saw a significant shift of political autonomy to the country's many regional and local governments. This period also saw the continuation of separatist conflicts in the provinces of Aceh and Papua. A formal political settlement to the Aceh conflict was reached between the separatists (the Free Aceh Movement) and the central government in 2005 following the devastating earthquake and tsunami that hit the Indian Ocean in 2004.

The Indonesian archipelago is home to an abundance of natural resources, and extractive industries (particularly petroleum and precious metals) have contributed to Indonesia's recent transition from a developing economy to a middle-income economy. However, environmental and socio-political issues have also emerged. The decentralization policy of the 2000s afforded resource-rich regions with greater decision-making power over their resources. Notably, the 2009 Mining Law (Law No.4/ 2009) allowed district governments to independently issue licenses to foreign companies to extract resources within their jurisdictions. However, local conflicts over land rights persist.

Notably, the Geospatial Information Agency has continued to develop the One Map Policy (begun in 2010) which will consolidate the government's disparate geospatial data on land use into a single, nationwide map, with the hope that this map will reduce overlapping land licenses and improve the overall governance of natural resources.[3] However, while the government hopes to have the entire country mapped by 2019, the ambitious project has faced difficulties at the local level, particularly in regards to mapping land that legally belongs to indigenous groups.

Indonesia has continued to implement the 2014 Village Law (Law No.6/ 2014), which requires the central government allocate a specific amount of funding to Indonesia's

villages to help villages finance development based on their own priorities.[4] The amount of funding that individual villages receive is determined by a formula which considers population size, poverty rate, village size, and its degree of geographic isolation. While the Village Law stipulates that budgetary planning must involve consultations with village representatives (e.g. religious leaders, farmers, fishermen, women groups, and marginalized people), many villages have struggled to adequately incorporate the concerns of such groups into their budget plans.[5] Moreover, since the enactment of the Village Law, there have been instances of national government agencies trying to influence the allocation of village funds.[6] For example, the Ministry of Villages, Disadvantaged Regions and Transmigration issued a "one village, one product" policy in 2016, which prioritizes funding particular enterprises, and could restrict the ability of villagers to decide priority areas for themselves.[7]

Indonesia is also in the process of implementing major health care reforms (launched in January 2014), with the aim of achieving universal coverage by 2019.[8] While the reforms have expanded health care coverage, health clinics across the country have faced difficulty in keeping up with the increased demand, and revenue from the new system has been relatively low.[9] As the government continues to implement the reforms, transparency in health care pricing and coverage remain an issue.

2.2 Scope of Action Plan in Relation to National Context

Although Indonesia's fourth action plan covers a wide variety of relevant open government issues in the country, many commitments are relatively limited in scope compared to the issues they try to address. Several stakeholder priorities from the previous action plan were not incorporated into the 2016–17 plan, such as transparency of the fishery and marine sector, and transparency in the criminal justice system (part of the IRM key recommendations from the previous action plan). Commitment 4 involves the country's nationwide One Map Policy by seeking to provide a standard reference for public participation in geospatial mapping. The One Map Policy is a major project designed to address local conflicts over land rights and overlapping land licenses. However, while this commitment could improve public participation in developing a unified map, it does not address the difficulties in consulting indigenous communities who are often most affected by overlapping land licenses.

Commitment 16 could improve access to budgetary information in select villages, however, it is unclear how the commitment would improve public participation and accountability in the development of village needs and priorities. Additionally, Commitment 17 aims to increase the number of followers for the Ministry of Health's social media accounts and develop a communications strategy for the Ministry. While improving communication between the government and the public could raise awareness of information pertaining to a key public service (health), this commitment does not directly address the quality or accessibility of information provided by the Ministry of Health.

Transparency, participation, and accountability in natural resource management are vital given the importance of natural resources to Indonesia's economy and citizens. The fourth action plan contains a commitment to integrate the Ministry of Environment and Forestry complaints systems into the national LAPOR!-SP4N system, which could lead to an increase in public reporting and government response to environmental complaints in Indonesia. However, the action plan does not include commitments that directly involve the correlation between open government and the extractives sector, such as Indonesia's implementation of the Extractive Industries Transparency Initiative (EITI) Standard. EITI compliance includes several technical requirements (such as the establishment of a

multistakeholder group to oversee the country's compliance), and the inclusion of such initiatives into OGP action plans can provide valuable support.

[1] International Monetary Fund, "5. Report for Selected Countries and Subjects" (Oct. 2017), http://www.imf.org/external/pubs/ft/weo/2017/02/weodata/weorept.aspx?pr.x=34&pr.y=15&sy=2018&ey=2022&scsm=1&ssd=1&sort=country&ds=.&br=1&c=536&s=NGDPD%2CPPPGDP%2CNGDPDPC%2CPPPPC&grp=0&a.

[2] The other seven founding members of OGP are Brazil, Mexico, Norway, the Philippines, South Africa, the United Kingdom, and the United States.

[3] Anna Wellenstein, "One Map: accelerating unified land administration for Indonesia" (The World Bank, 1 Sept. 2017), http://blogs.worldbank.org/eastasiapacific/one-map-accelerating-unified-land-administration-indonesia.

[4] Law of the Republic of Indonesia Number 6/2014 About Village, available at: http://www.indolaw.org/UU/Law%20No.%206%20of%202014%20on%20Villages.pdf.

[5] Novi Anggriani, "Indonesia's Village Law: A Step Toward Inclusive Governance" (The Asia Foundation, 17 Feb. 2016), https://asiafoundation.org/2016/02/17/indonesias-village-law-a-step-toward-inclusive-governance/.

[6] Jacqueline Vel and Yando Zakaria, "New law, old bureaucracy" (Inside Indonesia, 9 May 2017), http://www.insideindonesia.org/new-law-old-bureaucracy-2.

[7] EduNews, "Menteri Desa : Dana Desa Mesti Lahirkan Satu Desa Satu Produk" (19 Oct. 2016), https://www.edunews.id/news/nasional/menteri-desa-dana-desa-mesti-lahirkan-satu-desa-satu-produk/.

[8] Jack Hewson, "Indonesia's innovative healthcare scheme" (*Al Jazeera*, 16 Jan. 2014), https://www.aljazeera.com/indepth/features/2014/01/indonesia-innovative-healthcare-scheme-201411485331598453.html.

[9] Jon Emont, "A country of a quarter-billion people is trying to provide health care for all" (*The Washington Post*, 19 May 2016), https://www.washingtonpost.com/world/asia_pacific/a-country-of-a-quarter-billion-people-seeks-to-provide-free-health-care-for-all/2016/05/18/f36bf7b2-1b93-11e6-82c2-a7dcb313287d_story.html?noredirect=on&utm_term=.d0bea8c8f38e.

III. Leadership and Multistakeholder Process

Consultation in the development of Indonesia's fourth action plan was limited to a handful of CSOs that are involved in OGI, and a select number of ministries and government agencies that were chosen ahead of time. OGI did not raise public awareness, and the multistakeholder group only met once at the end of the action plan period. Although OGI submitted a self-assessment report, the report was not available in English, and did not include evidence of implementation activities carried out for the commitments.

3.1 Leadership

This subsection describes the OGP leadership and institutional context for OGP in Indonesia. Table 3.1 summarizes this structure while the narrative section (below) provides additional detail.

Table 3.1: OGP Leadership

1. Structure	Yes	No
Is there a clearly designated Point of Contact for OGP (individual)?	X	
	Shared	Single
Is there a single lead agency on OGP efforts?	X	
	Yes	No
Is the head of government leading the OGP initiative?		X
2. Legal Mandate	Yes	No
Is the government's commitment to OGP established through an official, publicly released mandate?	X	
Is the government's commitment to OGP established through a legally binding mandate?		X
3. Continuity and Instability	Yes	No
Was there a change in the organization(s) leading or involved with the OGP initiatives during the action plan implementation cycle?	X	
Was there a change in the executive leader during the duration of the OGP action plan cycle?		X

Indonesia is a presidential republic with the President serving as the head of state and the head of government. The Open Government Indonesia Secretariat (OGI) is the lead coalition responsible for overseeing the daily activities for OGP in Indonesia, including the development and implementation of the fourth action plan. OGI consists of a Steering Committee that is co-led by the National Development Planning Agency (Bappenas), the Presidential Staff Office (KSP), and the Ministry of Foreign Affairs. See Table 3.1 on the leadership and mandate of OGP in Indonesia.

Initially, the OGP process in Indonesia was coordinated by the KSP through the President's Delivery Unit for Development Supervision and Control (UKP4), whose role was later taken over by Bappenas. During the implementation period for the previous action plan, OGI was led by UKP4, which coordinated civil society and government stakeholders through an assembly called the Core Team. However,

following the 2014 General Election (in which Joko Widodo assumed the presidency), responsibility for OGI was moved permanently from KSP to Bappenas. This move from KSP to Bappenas was meant to improve OGI's viability in three major ways:

1) Unlike KSP, Bappenas has an institutional mandate that allows it to enforce policy changes on other government agencies. This mandate improves OGI's ability to coordinate OGP activities by enabling OGI to compel ministries and agencies to implement their OGP commitments. In this way, OGI can better streamline the OGP process in Indonesia.

2) The move to Bappenas helps ensure OGI's institutional continuity during future political transitions. This is important because KSP staff usually undergo wholescale changes during political transitions. By becoming the purview of Bappenas, OGI is better insulated during these periods of political transition.

3) The shift to Bappenas also ensures that the OGI initiative and the OGP process remain politically neutral. The priorities and composition of KSP are based largely on the President's own policy preferences, which could compromise the political neutrality of OGI. By decoupling OGI from the KSP, the intent is to prevent OGI from becoming too dependent on one particular political leader or party.

Initially, KSP allocated four staff to manage daily operations of the OGI Secretariat, and according to Presidential Decree Number 13 in 2014, OGP-related funding was sourced from APBN (the State's Income and Expenditure Budget). OGI staffing remained small following the transfer to Bappenas, and those who work on OGP activities also work on other open government policy areas. It is important to note that in January 2018, shortly following the conclusion of the fourth action plan's implementation period, the entire OGI Secretariat staff (including high level and administrative staff) ended their contracts with OGI. At the time of this report (April 2018), the OGI Secretariat remains unstaffed, and there is no core team responsible for monitoring commitment implementation. However, the IRM consultant was able to reach out to the former Head of the OGI Secretariat and a few former staff members at OGI and Bappenas to discuss the activities conducted during the implementation period. For more information, see Section IV: Methodology and Sources.

Finally, Indonesia has a highly decentralized government system with significant levels of autonomy for provinces, regencies, and cities. Therefore, national commitments require significant approval from the subnational governments. The fourth action plan includes 28 commitments from five subnational governments: the city governments of Banda Aceh, Bandung, Semarang, the Regency Government of Bojonegoro, and the Provincial Government of the Special Capital Region of Jakarta. Bojonegoro Regency joined the OGP Subnational Government Pilot Program (renamed the OGP Local Program[1]) in 2016, and its five commitments will be assessed in a separate IRM report.[2]

3.2 Intragovernmental Participation
This subsection describes which government institutions were involved at various stages in OGP. The next section will describe which nongovernmental organizations were involved in OGP.

Table 3.2: Participation in OGP by Government Institutions

How did institutions participate?	Ministries, Departments, and Agencies	Legislative	Judiciary (including quasi-judicial agencies)	Other (including constitutional independent or autonomous bodies)	Subnational Governments
Consult: These institutions observed or were invited to observe the action plan but may not be responsible for commitments in the action plan.	Open Government Indonesia	0	0	0	5[3]
Propose: These institutions proposed commitments for inclusion in the action plan.	Open Government Indonesia	0	0	0	5
Implement: These institutions are responsible for implementing commitments in the action plan whether or not they proposed the commitments.	13[4]	0	0	0	5

The OGI Secretariat selected ministries and government agencies that it deemed relevant to the open government priority areas that would be covered in the action plan. OGI notified these government institutions after the action plan's priority areas were determined, therefore these institutions were not able to shape the action plan development. Government institutions were appointed by OGI to coordinate

commitment implementation according to institutions' purview. For example, the Ministry of Education and Culture, the Ministry of Religious Affairs, and the Ministry of Health were determined to be important for the theme of public service reform, and thus each of these ministries are responsible for individual commitments in the action plan. Table 3.2 above details which institutions were involved in OGP.

OGI also reached out to subnational governments to include commitments in the national action plan. However, Indonesia's deeply federalized government system poses challenges for the national government to unilaterally compel subnational governments to adopt country-wide, top-down policies. The national government requested that the five above-mentioned subnational governments provide a list of commitments for their city or regency that they wanted included in the national action plan and that were based on the pre-determined priority areas. These subnational commitments were then added to Indonesia's national action plan separately, but without serious coordination for common areas of interest shared between the national and subnational governments, nor was there discussion over potential technical or knowledge expertise that might be shared between governments. This lack of coordination essentially resulted in six separate action plans being combined into one (i.e. five subnational plans, plus the national plan).

If subnational governments are to be included in future national action plans, the national government should use a bottom-up approach that accounts for the decentralization and adheres to OGP co-creation standards. Given that subnational governments often have a greater impact on the daily lives of many Indonesian citizens, subnational commitments could positively impact open government in Indonesia. However, the national government should better integrate them into the action plan as opposed to simply adding them without the proper scrutiny. For example, if subnational commitments are based on national priority areas, the national government should provide sufficient resources and expertise to the subnational governments for their implementation. The national government should also ensure that development of these subnational commitments meets OGP standards for co-creation (i.e. through stakeholder consultations).

3.3 Civil Society Engagement
Countries participating in OGP follow a set of requirements for consultation during development, implementation, and review of their OGP action plan. Table 3.3 summarizes the performance of Indonesia during the 2016-2017 action plan.

Table 3.3: National OGP Process

Key Steps Followed: 4 of 7						
	1. Timeline Process & Availability			**2. Advance Notice**		
	Timeline and process available online prior to consultation	Yes	No	Advance notice of consultation	Yes	No
		✔			✔	
Before	**3. Awareness Raising**			**4. Multiple Channels**		
	Government carried out awareness-raising activities	Yes	No	4a. Online consultations:	Yes	No
			X		✔	
				4b. In-person	Yes	No

				consultations:	✓	

	5. Documentation & Feedback					
					Yes	No
	Summary of comments provided					✗

	6. Regular Multistakeholder Forum					
During		Yes	No		Yes	No
	6a. Did a forum exist?	✓		6b. Did it meet regularly?		✗

	7. Government Self-Assessment Report					
After		Yes	No		Yes	No
	7a. Annual self-assessment report published?	✓		7b. Report available in English and administrative language?		✗
		Yes	No		Yes	No
	7c. Two-week public comment period on report?	✓		7d. Report responds to key IRM recommendations?	✓	

Seven civil society organizations (CSOs) are formally involved in the OGI coalition, and civil society engagement was mostly limited to these seven organizations during the development of the action plan. While civil society was able to participate, the government made little effort to elicit their feedback. Thus, while the procedural aspects of co-creation were achieved through including a select number of CSOs, civil society did not set the agenda during the plan's development.

OGI began the plan's co-creation by identifying the primary challenges faced by Indonesia in achieving open and accountable government. From a larger list of challenges, OGI identified the following three to be addressed in the action plan:
1) Encouraging utilization of disclosed information,
2) Promoting public participation in government administration systems, and
3) Enhancing government's responsiveness to citizens' needs and aspirations.

These three thematic areas were determined by the government prior to the start of the co-creation process, and civil society did not have an opportunity to influence this decision. OGI invited CSOs to participate in the development consultations one week prior to their start, but did not otherwise raise awareness of the process. Meeting schedules were available in advance on the OGI website, as were the minutes and materials from past meetings. In-person consultations included focus group discussions (FGDs) with stakeholders at the national and subnational levels, and the dissemination of questionnaires. OGI also posted questionnaires on its website and social media pages (Facebook and Twitter). There is no evidence to suggest that OGI provided participating stakeholders with explanations on how their feedback was incorporated (if at all) into the final wording of the commitments.

As mentioned in Section 3.2, OGI identified five subnational governments to submit commitments for Indonesia's national action plan. The action plan lists the Provincial Government of Aceh, the Bojonegoro Regency, and City of Makasar as the three "regions" selected to participate. According to the action plan, these three

governments were chosen to represent the western, central, and eastern regions of the country, as well as the three levels of subnational government administration. However, the exact process to include these subnational governments is unclear, and the final number of participating subnational governments was five (see Section 3.1). Commitment proposals came from the national government, the subnational governments, and civil society. Examples of civil society proposals that were included in the action plan as subnational commitments were Banda Aceh's open data integration program (Commitment 23) and improving information disclosure for Semarang's city legislature (Commitment 38).

The action plan was finalized on 7 November 2016 through an enactment letter signed by the Deputy of Politics, Law, Defense and Security of Bappenas.[5] This letter stipulates that the action plan's implementation period would correspond to the government's fiscal year from January to December 2017. The alignment with the fiscal year is helpful in terms of providing sufficient funding for implementation. However, it should be noted that the subsequent one year implementation period (December 2016 to December 2017) is likely insufficient time to enact major, nationwide reforms. This is reflected in the content of the action, which includes several commitments that improve upon performance indicators (such as increasing the number of datasets in open data portals and the response rate of complaint channels), as opposed to the enactment of more comprehensive reforms.

Table 3.4: Level of Public Influence

The IRM has adapted the International Association for Public Participation (IAP2) "Spectrum of Participation" to apply to OGP.[6] This spectrum shows the potential level of public influence on the contents of the action plan. In the spirit of OGP, most countries should aspire for "collaborative."

Level of public influence		During development of action plan	During implementation of action plan
Empower	The government handed decision-making power to members of the public.		
Collaborate	There was iterative dialogue AND the public helped set the agenda.		
Involve	The government gave feedback on how public inputs were considered.		
Consult	The public could give inputs.	X	
Inform	The government provided the public with information on the action plan.		X
No Consultation	No consultation		

3.4 Consultation During Implementation

As part of their participation in OGP, governments commit to identify a forum to enable regular multistakeholder consultation on OGP implementation. This can be an existing entity or a new one. This section summarizes that information.

Although OGI technically maintained a forum during the implementation period, it only met once at the end of the year to review the government's progress. Similar to the action plan's development, this forum was limited to the seven CSOs who were

involved in OGI. The government did not invite other CSOs or the public to participate, and there was no breakdown of implementation activities by commitment. Additionally, there was no way for civil society or the public to independently verify the government's progress toward implementation, as the progress was tracked internally. While OGI provided the IRM consultant with its tracking documents upon request, the internal nature of the tracking is problematic as many commitments involved metrics that the government set for itself. Moving forward, the government should develop a public repository of tracking documents so that the IRM and others may better track implementation, as per the new OGP co-creation standards.

3.5 Self-Assessment

The OGP Articles of Governance require that participating countries publish a self-assessment report three months after the end of the first year of implementation. The self-assessment report must be made available for public comments for a two-week period. This section assesses compliance with these requirements and the quality of the report.

OGI published its self-assessment report for the 2016–17 action plan in August 2017.[7] The draft self-assessment was made available for public comment on the OGI website and WhatsApp group from 14 August to 28 August 2017. However, OGI has not published the feedback it received during the preparation of the final version of the action plan. The report was available in Bahasa only.

Overall, OGI's submission does not meet the basic OGP standards for self-assessment reports. Apart from the lack of an English-language version, the self-assessment report did not provide any descriptions of the baseline activities that were carried out to implement the individual commitments. Additionally, it did not include any supporting documents of implementation (e.g. participant lists or links to relevant webpages). Instead, the self-assessment contains broad summaries of action plan achievements, (e.g. improving the LAPOR! complaints system and implementing the One Data Policy) without explicitly linking these successes with the specific activities listed in the action plan's annex. The self-assessment report states that 35 commitments (70%) were completed; however, the report contains no supporting evidence for IRM confirmation, nor did it provide the next steps that the government intends to take to implement remaining commitments or which commitments will be carried forward.

Going forward, future self-assessment reports should include:

1) Implementation levels for each commitment ("complete," "substantial," "limited," or "not started"), including those articulated in relevant annexes.
2) Documentation of the corresponding evidence to support these levels of implementation. The provision of such documentation will be required in OGP's updated co-creation guidelines, which stipulate that governments should develop a repository of documents that are relevant to action plan implementation. This is especially important for the commitments in Indonesia's fourth action plan, which includes numerous "indicators" of success that are internal government activities, and not always publically accessible (such as increasing in webpage views and increasing the response percentage of public complaints).
3) The specific "next steps" that the government plans to take for each commitment, which should be based on the implementation levels for the current action plan and the preliminary result of implementation.

3.6 Response to Previous IRM Recommendations

Table 3.5: Previous IRM Report Key Recommendations

	Recommendation	Addressed?	Integrated into Action Plan?
1	The fourth action plan should include fewer, more ambitious commitments and focus on increasing ownership of the commitments among implementing agencies and CSO partners.	✓	X
2	When developing the fourth national action plan, Open Government Indonesia should reflect stakeholder priorities by including commitments that provide open government solutions to the following policy areas: • One Map Policy and the recognition of indigenous land rights, including their utilization in regional development plans; • Implementation of the Village Law; • Implementation of the National Health System; • Transparency of the fishery and marine sector; • Privacy and protection of personal data; • Fiscal transparency; • Transparency in each stage of criminal justice system (the police, the prosecutor's office, court sessions and remission); • Transparency of procurement, by publishing government contracts; and • Transparency of extractive industries.	✓	X
3	An online platform should be developed to enable the public to track progress on and participate in the development, implementation, and evaluation of commitments in OGP action plans.	✓	X
4	In order to increase public participation and enhance transparency in action plan implementation, the OGI National Secretariat should develop and enact "Rules of Procedure" for CSO and public participation in the Secretariat.	✓	X
5	The government should immediately approve the draft OGI Secretariat structure to ensure that action plan implementation and the day-to-day workings of the OGI Secretariat is insulated against regime changes.	✓	✓

While OGI's self-assessment report addresses the IRM's five key recommendations form the third action plan, the actual integration of these recommendations into the fourth action plan is dubious. For Recommendation 1, the fourth action plan contains significantly more commitments than the third plan (19 in the third, 50 in the fourth). Additionally, many commitments in the fourth action plan lack ambition, particularly those that focus on increasing the number of web visits and social media account followers, while others lack clear relevance to OGP values (such as commitments on the integration of the LAPOR!-SP4N public complaint systems).

For Recommendation 2, only some of the stakeholder priority areas from the third action plan were incorporated into the fourth. The fourth plan contains commitments such as the One Map Policy (Commitment 4, though this commitment does not address indigenous land rights), village governance (Commitment 16), fiscal transparency (Commitment 21), and procurement transparency (Commitment 29 for Bandung). However, other stakeholder priorities were not addressed, such as transparency in the marine and extractives sectors, transparency in the criminal justice system, and the protection of personal data. Additionally, while Commitment 15 deals with the forestry and environmental sector, it does not involve improving transparency, and while Commitment 17 involves the Ministry of Health, it is focused on the development of a communications strategy, not the implementation of the National Health System.

For Recommendation 3, OGI did not develop a publicly available online system for tracking progress toward implementing commitments. Although OGI maintains a repository for data and information pertaining to OGP commitments, this repository is internal within OGI and is only available by an in-person request at the Bappennas office. Going forward, OGP's new co-creation standards will require participating countries to develop a dashboard (real-time tracker) on the national OGP webpage that "provides up to date information on the status of all commitments in an accessible and easy-to-understand format for an average citizen."[8]

Regarding Recommendation 4, the OGI Secretariat did not create Rules of Procedure for CSO and public participation in the OGI Secretariat. Additionally, OGI's Strategic Plan does not explicitly mention procedures for civil society and public participation in the OGI Secretariat.

Recommendation 5 was incorporated into the action plan through Commitment 1 (the formation of a Strategic Plan and corresponding Roadmap for the OGI Secretariat). The Strategic Plan and Roadmap are important documents for OGI as it transitions from the Presidential Staff Office (KSP) to Bappenas as they provide a long-term vision that is politically neutral, and ensure that OGI continues to function amidst future political changes.

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[1] For more information on Open Government Indonesia (OGI), see:
https://www.opengovpartnership.org/local.
[2] For the Bojonegoro action plan, see:
https://www.opengovpartnership.org/sites/default/files/Bojonegoro_Subnational_Action-Plan_2016-17_ENG_0.pdf.
[3] The City Government of Banda Aceh, the City Government of Bandung, the City Government of Semarang, the Regency Government of Bojonegoro, and the Provincial Government of the Special Capital Region of Jakarta.
[4] Bappenas, the Geospatial Information Agency, the Ministry of State Apparatus and Civil Service Reform, the Ministry of Education and Culture, the Ministry of Religious Affairs, Ministry of Communications and Information, the Ministry of State Owned Enterprises, the Ministry of Environment

and Forestry, the Ministry of Home Affairs, the Ministry of Health, the Ministry of Research, Technology and Higher Education, the Ministry of Finance, and the Ombudsman.

[5] The letter was shared by the OGI Secretariat with the IRM upon the IRM consultant's request.

[6] For more information on the IAP2 Spectrum, see: http://c.ymcdn.com/sites/www.iap2.org/resource/resmgr/foundations_course/IAP2_P2_Spectrum_FINAL.pdf.

[7] The assessment is available at: https://www.opengovpartnership.org/sites/default/files/Indonesia_Mid-Term_Self-Assessment_2016-2017.pdf.

[8] For more information, see the OGP Participation & Co-creation Standards, available at: https://www.opengovpartnership.org/ogp-participation-co-creation-standards.

IV. Commitments

All OGP-participating governments develop OGP action plans that include concrete commitments over a two-year period. Governments begin their OGP action plans by sharing existing efforts related to open government, including specific strategies and ongoing programs.

Commitments should be appropriate to each country's unique circumstances and challenges. OGP commitments should also be relevant to OGP values laid out in the OGP Articles of Governance and Open Government Declaration signed by all OGP-participating countries.[1]

What Makes a Good Commitment?

Recognizing that achieving open government commitments often involves a multiyear process, governments should attach time frames and benchmarks to their commitments that indicate what is to be accomplished each year, whenever possible. This report details each of the commitments the country included in its action plan and analyzes the first year of their implementation.

The indicators used by the IRM to evaluate commitments are as follows:

- **Specificity:** This variable assesses the level of specificity and measurability of each commitment. The options are:
  - **High**: Commitment language provides clear, verifiable activities and measurable deliverables for achievement of the commitment's objective.
  - **Medium**: Commitment language describes activity that is objectively verifiable and includes deliverables, but these deliverables are not clearly measurable or relevant to the achievement of the commitment's objective.
  - **Low**: Commitment language describes activity that can be construed as verifiable but requires some interpretation on the part of the reader to identify what the activity sets out to do and determine what the deliverables would be.
  - **None**: Commitment language contains no measurable activity, deliverables, or milestones.
- **Relevance:** This variable evaluates the commitment's relevance to OGP values. Based on a close reading of the commitment text as stated in the action plan, the guiding questions to determine the relevance are:
  - **Access to Information:** Will the government disclose more information or improve the quality of the information disclosed to the public?
  - **Civic Participation:** Will the government create or improve opportunities or capabilities for the public to inform or influence decisions?
  - **Public Accountability:** Will the government create or improve opportunities to hold officials answerable for their actions?
  - **Technology & Innovation for Transparency and Accountability:** Will technological innovation be used in conjunction with one of the other three OGP values to advance either transparency or accountability?[2]
- **Potential impact:** This variable assesses the *potential impact* of the commitment, if completed as written. The IRM researcher uses the text from the action plan to:
  - Identify the social, economic, political, or environmental problem;
  - Establish the status quo at the outset of the action plan; and

$\circ$ Assess the degree to which the commitment, if implemented, would impact performance and tackle the problem.

Starred commitments are considered exemplary OGP commitments. In order to receive a star, a commitment must meet several criteria:

- Starred commitments will have "medium" or "high" specificity. A commitment must lay out clearly defined activities and steps to make a judgement about its potential impact.
- 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.
- The commitment would have a "transformative" potential impact if completely implemented.[3]
- The government must make significant progress on this commitment during the action plan implementation period, receiving an assessment of "substantial" or "complete" implementation.

Based on these criteria, Indonesia's action plan did not contain any starred commitments.

Finally, the tables 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 and all OGP-participating countries, see the OGP Explorer.[4]

General Overview of the Commitments

Indonesia's fourth action plan includes 50 total commitments: 22 national level commitments and 28 subnational commitments.

The 28 subnational commitments are divided between five subnational governments:

- The City Government of Banda Aceh (three commitments);
- The City Government of Bandung (eight commitments);
- The City Government of Semarang (six commitments);
- The Regency Government of Bojonegoro (five commitments); and
- The Provincial Government of the Special Capital Region of Jakarta (six commitments).

This IRM report retained the original numbering of these subnational commitments from the action plan's annex.[5] However, it should be noted that Bojonegoro's five commitments (commitments 40–44) are not included in this IRM report due to Bojonegoro's participation in the OGP Local Program. The Bojonegoro commitments will be assessed in a separate IRM report.

Themes

The IRM divided the 22 national-level commitments in Indonesia's fourth action plan under the following six thematic areas without changing the original numbering in the action plan:

1. Enhanced public participation (Commitments 1–4);

2. Ombudsman capacity building (Commitments 5–8);

3. LAPOR-SP4N integration (Commitments 9–15);

4. Village governance (Commitment 16);

5. Public information disclosure (Commitments 17–20); and

6. Data governance (Commitments 21 and 22).

The action plan lists the 28 subnational commitments by their responsible government, and not by thematic area. However, general thematic areas for the subnational commitments include open data, improving public participation, and improving public service delivery and public complaint mechanisms.

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[1] Open Government Partnership: Articles of Governance, June 2012 (Updated March 2014 and April 2015), https://www.opengovpartnership.org/sites/default/files/attachments/OGP_Articles-Gov_Apr-21-2015.pdf.

[2] IRM Procedures Manual. Available at: http://www.opengovpartnership.org/sites/default/files/IRM-Procedures-Manual-v3_July-2016.docx.

[3] The International Experts Panel changed this criterion in 2015. For more information visit: http://www.opengovpartnership.org/node/5919.

[4] OGP Explorer: bit.ly/1KE2WiI.

[5] For the action plan's annex, see: https://www.opengovpartnership.org/sites/default/files/Indonesia_Annex-I_NAP_2016-2017_ENG_1.pdf.

Theme I: Enhance Public Participation

1. Formulation of Open Government Strategic Plan and Roadmap

Commitment Text:
Indicators of Success 2016:
1. Development of Draft Strategic Plan for the National Secretariat of Open Government Indonesia
2. Development of Draft Open Government Policies Roadmap

Indicators of Success 2017:
1. Strategic Plan for the National Secretariat of Open Government Indonesia is developed
2. Open Government Policies Roadmap is developed

Responsible institution: Ministry of National Development Planning/Bappenas (National Secretariat of Open Government Indonesia)

Supporting institution(s): N/A

Start date: Not specified   **End date:** Not specified

Commitment Overview	Specificity				OGP Value Relevance				Potential Impact				On Time?	Completion			
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Tech. and Innov. for Transparency and Accountability	None	Minor	Moderate	Transformative		Not Started	Limited	Substantial	Complete
1. Overall		✓				✓				✓			No		✓		

Context and Objectives
When the OGI Secretariat moved to Bappenas from the Presidential Staff Office (KSP), the Bappenas leadership believed that the OGI Secretariat should have a five-year strategic plan to compliment the five-year Mid-Term Development Plan ("Rencana Pembangunan Jangka Menengah" (RPJM)). This commitment aims to develop a Draft Strategic Plan for the National Secretariat of Open Government Indonesia (OGI) and a Draft Open Government Policies Roadmap. The Strategic Plan focuses on the organizational structure of the OGI National Secretariat and serves as the standard operating procedure for the OGI secretariat. According to the OGI Secretariat, a Strategic Plan will alleviate much of the confusion over responsibility and coordination, and will help the OGI Secretariat perform its tasks effectively during the presidential administration transition. The Roadmap will help ministries, government agencies,

and other stakeholders understand the general direction of open government in Indonesia, and clarify the government's OGI objectives, open government values, and indicators for open government success. The development of a Strategic Plan and Roadmap also addresses one of the IRM's key recommendations from the previous action plan, which called for "a structure to ensure that action plan implementation and the day-to-day workings of the OGI Secretariat is insulated against regime changes." The commitment involves public focus groups, thereby including the OGP value of civic participation.

The development of the Strategic Plan and Roadmap is a necessary first step toward streamlining OGP work over the next five years, which is especially important given that the OGI Secretariat lacks a legal mandate. These documents will also safeguard the OGP process during political changes, and help ensure OGI's political neutrality. However, despite their importance to the internal OGI/OGP process, the lack of a public-facing component for this commitment makes its potential to open up government minor.

Completion

The OGI Secretariat published the first draft of the Strategic Plan on the OGI website on 12 June 2017, and held a public consultation in July 2017 before developing the final draft.[1] According to the OGI Secretariat, development of the Strategic Plan was supposed to occur in early 2016, but it was delayed until later that year. The OGI Secretariat used social media (Facebook and Twitter) and newsletters to reach the public regarding forum participation. The draft was on the OGI website for public comment for two weeks, and was emailed directly to a few civil society groups for feedback. However, by the end of the period covered in this report (July 2017), the OGI Secretariat had not finalized the Strategic Plan as planned.

The OGI Secretariat published the draft Roadmap to the OGI website on 18 October 2017.[2] The OGI Secretariat held two focus group discussions (FGDs) for the draft: in June 2017 involving civil society groups that focused on the main programs to be included in the Roadmap; and in September 2017, which solicited public input on implementation strategies. A third FGD was scheduled for the final week of December 2017 to set indicators of success for each item in the Roadmap, but was not held due to conflicting schedules within the OGI Secretariat.

The OGI's first Roadmap runs through 2019. After that, the second Roadmap will apply to the next five years, along with the RPJM (2020–2024).[3]

Next Steps

Overall, the OGI Secretariat's move from KSP to Bappenas has brought much-needed guidance, structure, and stability. Moving forward, the OGI Secretariat should finalize the draft Strategic Plan and enforce it among government institutions. Additionally, the IRM recommends using the Strategic Plan and Roadmap to clarify the role that civil society will hold in the development and implementation of future action plans. For example, the documents could be used to formalize the role of the multistakeholder forum in monitoring implementation.

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[1] See "Draft Rencana Strategis Open Government Indonesia 2017-2019," available at:
http://opengovindonesia.org/download/100/draft-rencana-strategis-open-government-indonesia-2017-2019.
[2] See "Draft Peta Jalan Keterbukaan Pemerintah 2017-2019," available at:
http://opengovindonesia.org/download/106/draft-peta-jalan-keterbukaan-pemerintah-2017-2019.
[3] Commonly referred to as *Rencana Pembangunan Jangka Menengah* (RPJM) in Indonesia. It normally follows the term of an administration, e.g. Jokowi assumed office in 2014, so his administration's RPJM operates from 2015 to 2019. Before that, the RPJM corresponded with Susilo Bambang Yudhoyono's second term in office (2010–2014). The other type of development plan is *Rencana Pembangunan Jangka Panjang* (RPJP).

Commitments 2 and 3

Commitment 2: *Formulation of guidance and guidelines for public agencies to conduct regular public consultation in the process of policy planning, implementation, and monitoring pursuant to Law 25/ 2009 on Public Services*

Indicators of Success 2016:
Issuance of Ministry of State Apparatus Circular (SE Menpan) and Technical Procedures for all Ministries/Agencies to conduct public consultation

Indicators of Success 2017:
70% of Ministries/Agencies conduct Public Consultation Forum

Commitment 3: *Development of good governance manual and organization of public consultation forum in participatory manner as an effort to achieve Sustainable Development Goals/ SDGs targets*

Indicators of Success 2016:
1. Issuance of Presidential Decree on Sustainable Development Goals (SDGs) agenda implementation, factoring quality public participation into equal representation of non government and government in SDGs administration at national and sub national levels.
2. Issuance of public participation guidelines for the implementation of Sustainable Development Goals/SDGs Agenda

Indicators of Success 2017:
1. Inclusive formulation process for the Sustainable Development Goals National Action Plan (RAN-TPB);
2. Digital communication platform for SDGs Secretariat is developed, enabling active citizens to actively contribute to the process of planning, implementation, monitoring, evaluation and reporting of SDGs Action Plan (for instance: public consultation dashboard, public polling feature fot SDGs agenda implementation)

Responsible institution: Ministry of Administrative and Bureaucratic Reform (Commitment 2), Ministry of National Development Planning/Bappenas (Commitment 3)

Supporting institution(s): N/A

Start date: Not specified   **End date:** Not specified

Commitment Overview	Specificity	OGP Value Relevance	Potential Impact	On Time?	Completion

	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Tech. and Innov. for Transparency and Accountability	None	Minor	Moderate	Transformative		Not Started	Limited	Substantial	Complete
2. Guidelines to regularly conduct public consultations			✓			✓					✓		No		✓		
3. Good governance manual and public consultation forum for SDGs				✓		✓		✓			✓		No			✓	

Context and Objectives

In Indonesia, there are multiple laws mandating public participation in policy-making, including Law No 25/2004 on the National Development Planning System ("UU SPPN")[1] and Law No 25/2009 on Public Services ("UU Pelayanan Publik").[2] While laws passed by the legislative branch are traditionally preceded by public consultations, there is little to no evidence that government agencies are incorporating public feedback when implementing the laws, thus limiting the impact of the prior consultations.[3]

Commitments 2 and 3 aim to develop guidelines on how to organize and conduct public consultations in two specific areas: policy-planning (pursuant to the Law on Public Services) and achieving Sustainable Development Goals (SDGs). Regarding Commitment 2, the Ministry of Administrative and Bureaucratic Reform will issue a circular (SE Menpan) and Technical Procedures, with the goal of having 70% of ministries conduct public consultations. Although a circular is legally binding on all government agencies and is objectively verifiable, the commitment does not describe what steps the Ministry will take to meet its goal of 70% implementation, or what exactly the consultations will entail. It is, however, relevant to the OGP value of civic participation due to its focus on public consultation.

For Commitment 3, the National Development Planning Agency (Bappenas) plans to issue a Presidential Decree and guidelines on implementing the SDG agenda, ensure an inclusive process while forming the SDG national action plan (RAN-TPB), and develop a digital communications platform that enables citizen involvement in the planning and monitoring of RAN-TPB. This commitment is relevant to the OGP values of civic participation and technology and innovation by creating a new digital communications platform for public participation in the planning, implementation, monitoring, evaluation, and reporting of SDGs.

If fully developed, the Technical Procedures under Commitment 2 could lead to greater or more effective implementation of the Law on Public Services by providing more detailed instructions for government institutions to organize public consultations. Commitment 3 could also significantly improve public participation by clarifying how the public will be involved in the SDG decision-making process. If fully implemented, citizens and non-government stakeholders will be able to contribute to the SDG action plan development, implementation, and evaluation through a newly created consultation mechanism. The commitment is not transformative, however, because it does not guarantee government adherence to these new guidelines, nor does it ensure that public feedback will be incorporated in the SDGs.

Completion

Commitment 2

Overall, the completion for this commitment was limited.

On 7 April 2017, Minister Asman Abnur formally signed the circular (SE Menpan No. 56) on the Formation of Public Consultation Forum for Better Public Services Delivery.[4] It was then published on the Ministry of Administrative and Bureaucratic Reform's website on 26 April 2017.[5] Citing laws on open public information (UU KIP), public services (UU Pelayanan Publik), and the implementation of UU Pelayanan Publik, the circular details government obligations to conduct public forums when developing public policy and the responsibility of the Ministry of Administrative and Bureaucratic Reform to coordinate, consult, and evaluate these forums. The circular also clearly defines the forum's purpose, forms of stakeholder input, relevant discussion areas, and how to gather feedback on the public policy or service implementation (e.g. public dialogues, media channels, and complaint platforms). However, forum frequency and other specifics vary depending on the government leaders responsible for the draft policy.[6]

The Technical Procedures, as stated in the action plan, have been developed, formally passed, and made publicly available in the form of a Ministerial Regulation on the Guideline for Public Consultation Forum Implementation for Public Services Delivery Units.[7] The regulation clearly mandates that all public service units conduct a public consultation forum, and leaves the leader of each unit to decide the method of implementation. The units must relay the outcome of each forum and reiterate their commitment to improve public services in a report for the Ministry of Administrative and Bureaucratic Reform.

The Ministry of Administrative and Bureaucratic Reform has made less progress toward implementing forums and there is no evidence available to verify the percentage of government agencies conducting public consultation forums. Although the Ministry set a participation target of 70% of agencies, the Ministry has no authority to enforce compliance. The Ministry has instead focused on promoting the forum procedure to local governments, although several local governments were holding forums prior to this commitment.

Commitment 3

Overall, this commitment was substantially completed.

So far, Bappenas issued both the Presidential Decree on Sustainable Development Goals (July 2017) and the public participation guidelines (August 2017). Bappenas also operates the SDG Secretariat's Website, which provides digital communication including updates, documents (e.g. national action plans, metadata indicators), and news about SDG implementation. Although the website currently provides a live chat feature linking users to the SDG Secretariat, and a public consultation dashboard, Bappenas has yet to develop a public polling feature (as suggested by civil society). Additionally, it is not yet clear if citizens will be able to provide feedback at each

stage of the action plan development or whether their feedback will be incorporated into government decision-making.

The publicly available evidence documenting the SDG national action plan (RAN-TPB) process is limited. Although Bappenas documented several of the meetings and workshops on the SDG Secretariat's website, the IRM was unable to verify the level of civil society and public involvement in the government's decision-making process. Bappenas held two separate plenary meetings, one with government agencies and the other with civil society representatives, business partners, development partners, and academic institutions, to discuss the stages and procedures for the preparation of RAN-TPB. After publishing the public participation guidelines, the SDG Secretariat held meetings to discuss international development and the metadata indicators for environmental, legal, and economic development within the SDGs. In November 2017, the SDG Secretariat held an open call for feedback from CSOs and individuals, who could participate via online form, email or post. It is not yet clear if the feedback was included in the final action plan, which should be finalized on 10 January 2018.

Next Steps

Policy-planning for public agencies and the development of SDGs are both important areas for public consultation due to their significant impact on Indonesians. If these commitments are carried forward to future action plans, the responsible ministries could work to rectify issues that inhibited full implementation of these initiatives. For example, the Ministry of Administrative and Bureaucratic Reform could work with local governments to better integrate national and local public forums. Also, Bappenas could commit to ensuring that adequate responses are given to the public feedback.

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[1] Law of the Republic of Indonesia Number 25/2004 about National Development Planning System, available at http://peraturan.go.id/uu/nomor-25-tahun-2004.html
[2] Law of the Republic of Indonesia Number 25/2009 about Public Service, available at http://peraturan.go.id/uu/nomor-25-tahun-2009.html
[3] Husni Rohman (Bappenas), interview with Ravio Patra, 7 Feb. 2018.
[4] Commonly referred to as *Surat Edaran* (SE) in Indonesian context.
[5] Administrative and Bureaucratic Reform Ministerial Circular Number 56/2017 about the Formation of Public Consultation Forum in Public Service Delivery, available at https://drive.google.com/file/d/1HsWFpbaFZ0B0qu7vuXVrbe0qYhxM34K_/view.
[6] Article 5 letter C of the Menpan-RB Circular No 56 Year 2017 states that the "format, mechanism, and budget are determined by the minister, government agency head, governor, regent, mayor or corresponding officer in accordance with necessity, scope of issues, and applicable laws."
[7] Administrative and Bureaucratic Reform Ministerial Regulation Number 16/2017 about the Guidance of Public Consultation Forum within Public Service Delivery Units; available at: http://peraturan.go.id/kementerian-pendayagunaan-aparatur-negara-dan-reformasi-birokrasi-nomor-16%20tahun%202017-tahun-2017.html.

4. Enhanced public participation in improving geospatial information management

Commitment Text:
Indicators of Success 2016:
Development of standard reference designs for public participation in geospatial information provision as part of a concerted effort in accelerating the "One Map Policy" implementation.

Indicators of Success 2017:
1. Standard reference for public participation in the provision of geospatial information is developed, as part of a concerted effort in accelerating the "One Map Policy" implementation;
2. Standard reference for public participation in the provision of geospatial information is disseminated.

Responsible institution: Geospatial Information Agency

Supporting institution(s): N/A

Start date: Not specified　　　　　　　　　　　　　　　**End date:** Not specified

Commitment Overview	Specificity				OGP Value Relevance				Potential Impact				On Time?	Completion			
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Tech. and Innov. for Transparency and Accountability	None	Minor	Moderate	Transformative		Not Started	Limited	Substantial	Complete
4. Overall				✓		✓					✓		No		✓		

Context and Objectives

This commitment is part of the "One Map Policy," begun during the previous administration of Susilo Bambang Yudhoyono. When this policy was first developed in 2010, many government agencies lacked standardized references to obtain geospatial information on the 17,000 islands that comprise the Indonesian archipelago. The lack of a standardized geospatial map has led to conflicts over land rights, as government agencies often issue land-use licenses to companies without consulting the owners of the land.[1] The NGO Forest Watch Indonesia (FWI) found in 2013 that Indonesia had 14.7 million hectares of overlapping licenses for forest concessions, industrial forest plantations, and mining areas, and that around seven million hectares covered by natural forest were located on land with conflicting licenses.[2] The issue of overlapping land claims often directly affects indigenous and tribal communities, as government agencies will issue licenses that encroach on their ancestral lands ("tanah adat"). Indigenous land rights won

a major legal victory in 2013 when Indonesia's Constitutional Court recognized indigenous ownership of roughly 40 million hectares of land that was claimed by the government.[3] In 2015, the Ministry of Environment and Forests announced that it would redistribute 12.7 million hectares of state forests in the form of village forests and customary lands.[4]

The One Map Policy aims to resolve conflicts that emerge from overlapping land permits by synchronizing land claims into a single, digital map and by eliminating duplicate licenses issued over the same land area. It includes convening multistakeholder consultations with groups who are involved in land disputes.[5] This commitment calls on the Geospatial Information Agency to develop and disseminate a standardized reference for public participation in the One Map Policy. The Geospatial Information Agency has the authority to design and regulate geospatial information policy in Indonesia, and is the lead government agency responsible for consolidating and integrating all government maps into the new, unified geospatial map.[6] Because this commitment seeks to integrate public participation, it is relevant to OGP value of citizen participation. From the start, the mechanisms for public participation were included in the Perka BIG No 1 Year 2015 on Public Participation in Geospatial Information Delivery.[7] These mechanisms include providing corrections and feedback on the geospatial information available in the National Geospatial Information Network, as well as disseminating the geospatial data and information available in this network.

The creation and dissemination of a standard participatory reference for the One Map Policy could enhance transparency in gathering geospatial information by informing the public of how they can participate in the digital mapping process. It could resolve local conflicts over land ownership by facilitating dialogue between indigenous groups, village leaders, civil society, government agencies, and businesses. However, while the commitment addresses points initially mentioned in the Regulation on Public Participation issued in 2015, it is unlikely that creating participation standards will, by itself, transform government practices over land conflict resolution or the gathering of information for the One Map Policy. The Alliance of Indigenous People (AMAN), an NGO focused on indigenous rights in Indonesia, estimated that indigenous people have traditionally occupied about 40 million hectares of land in Indonesia.[8] If indigenous groups are not sufficiently involved in the One Map Policy, the initiative could inadvertently exacerbate social conflicts over land.[9] The One Map Policy lacks specific consultation mechanisms between government agencies, stakeholders, and indigenous communities; therefore, it is unlikely this commitment will transform existing government practice.

Completion
This commitment saw limited completion.

On 2 February 2017, the Head of the Geospatial Information Agency issued a draft Regulation on the Participation of Government Institutions and the Public on Basic Geospatial Information Delivery.[10] From April to July 2017, the Geospatial Information Agency held multiple focus group discussions and conducted surveys on this draft regulation, which led to a second draft. While the standard reference for public participation saw progress in 2017, it is still being discussed among related agencies and ministries at the end of the action plan cycle (December 2017).

The many issues surrounding public participation in geospatial mapping have delayed the drafting of the public participation standard reference. According to the Geospatial Information Agency's Fourth Quarterly Report for 2017, the lack of an indigenous land map has hindered the creation of the participation reference.[11] The Constitutional Court upheld the rights of indigenous groups to their land, but Indonesian law doesn't comprehensively regulate this area, resulting in multiple conflicts between groups. While most aspects of indigenous life are

regulated by public law, there are some exceptions including culture, traditional leadership, and land ownership. Therefore, to finish the unified One Map Policy, the Geospatial Information Agency would need updated and confirmed data for indigenous lands.

Next Steps

The One Map Policy is an ambitious effort to improve land licensing through consolidating the numerous existing land maps into one single reference map. The government plans to completely map Java, Maluku, and Papua in 2018, and to have the single-reference map fully completed and operational by 2019.[12] If this commitment is carried forward to future action plans, the Geospatial Information Agency and other government entities involved in the One Map Policy should develop strategies that specifically address how indigenous stakeholders will be involved in mapping their land.

[1] Badan Informasi Geospasial, "One Map Policy Sebagai Sarana Peredam Konflik Penguasaan Lahan Di Indonesia," http://www.big.go.id/berita-surta/show/redam-konflik-penguasaan-lahan-badan-informasi-geospasial-susun-satu-peta-dasar.

[2] Forest Watch Indonesia, "The State of the First, Indonesia: Period of 2009-2013," available at: http://fwi.or.id/english/wp-content/uploads/2015/04/SOFR_2009_2013_Low_Resolution.pdf.

[3] Rhett A. Butler, "In landmark ruling, Indonesia's indigenous people win right to millions of hectares of forest," (Mongabay, 17 May 2013), https://news.mongabay.com/2013/05/in-landmark-ruling-indonesias-indigenous-people-win-right-to-millions-of-hectares-of-forest/.

[4] Hans Nicholas Jong, "Govt to redistribute land," (*The Jakarta Post*, 7 Jul. 2017), http://www.thejakartapost.com/news/2015/07/07/govt-redistribute-land.html.

[5] Lawrence Macdonald, "Can "One Map" Solve Indonesia's Land Tenure Woes?" (World Recourses Institute, 21 Jun. 2017), http://www.wri.org/blog/2017/06/can-one-map-solve-indonesias-land-tenure-woes.

[6] Oxford Business Group, "Indonesia introduces one map policy as a solution to overlapping land claims," https://oxfordbusinessgroup.com/overview/indonesia-introduces-one-map-policy-solution-overlapping-land-claims.

[7] Badan Informasi Geospasial, "Peraturan BIG Nomor 1 Tahun 2015," (12 Mar. 2015), http://jdih.big.go.id/hukumjdih/6126.

[8] Nabiha Shahab, "Indonesia: One Map Policy," (Open Government Partnership, Dec. 2016), https://www.opengovpartnership.org/sites/default/files/case-study_Indonesia_One-Map-Policy.pdf.

[9] Nirarta Samadhi, "A One True Map, Not a No-one's Map," (World Resources Institute Indonesia, 17 May 2017), https://wri-indonesia.org/en/blog/one-true-map-not-no-ones-map.

[10] Badan Informasi Geospasial, "Peraturan BIG Nomor 13 Tahun 2017," (23 Jan. 2018), http://jdih.big.go.id/hukumjdih/10545304.

[11] https://drive.google.com/file/d/1-m1KefMd9sMnovYzKxxj-HdiQvG7Riy_/view.

[12] Anton Hermansyah, "Indonesia to deal with last part of One Map Policy," (*The Jakarta Post*, 5 Feb. 2018), http://www.thejakartapost.com/news/2018/02/05/indonesia-to-deal-with-last-part-of-one-map-policy.html.

Theme II: Ombudsman Capacity Building

Commitments 5 and 6

Commitment 5: *Enhanced capacity in monitoring public services by Ombudsman*

Indicators of Success 2016:
Development of online tracking system design

Indicators of Success 2017:
Online tracking system is activated

Commitment 6*: Ombudsman's enhanced credibility as a national authority overseeing quality of public services:*

Indicators of Success 2016
1. Publication of 2016 public complaints handling outcome;
2. Publication of systemic analysis of public services issues in 2016:

Indicators of Success 2017:
1. Biannual (every 6 months) publication of public complaints handling outcome for 2017;
2. Publication of systemic analysis of public services issues in 2017.

Responsible institution: Ombudsman

Supporting institution(s): N/A

Start date: Not specified   **End date:** Not specified

Commitment Overview	Specificity				OGP Value Relevance				Potential Impact				On Time?	Completion			
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Tech. and Innov. for Transparency and Accountability	None	Minor	Moderate	Transformative		Not Started	Limited	Substantial	Complete
5. Enhanced capacity of Ombudsman to monitor public services			✔		✔					✔			Yes				✔

| 6. Enhanced credibility of Ombudsman to oversee public service quality | | ✓ | | ✓ | | | | ✓ | | Yes | | | | ✓ |

Context and Objectives

Indonesia's Ombudsman has the authority to receive and follow up on public complaints regarding the quality of public services. In the past few years, the Ombudsman has seen a significant increase in the number of public complaints, indicating a higher public awareness of the Ombudsman's role and function. To closely monitor the status of complaints and follow-up measures, the Ombudsman introduced the Complaints Resolution Information Management System (SIMPeL) in 2014.

Commitments 5 and 6 aim to improve the credibility of the Ombudsman in monitoring public services. Commitment 5 aims to develop a complaints tracking system which would be integrated into the existing complaints management system (SIMPeL), while Commitment 6 aims to publish the outcomes of public complaints. The Ombudsman has committed to publish this information in an annual report for 2016 and bi-annually starting in 2017, thus making the commitment relevant to the OGP value of access to information.

The online tracking system (Commitment 5) would allow the public to monitor the status of their complaints which was not possible previously. Publication of the handling of complaints (Commitment 6) would provide public access to information on where the complaints originate, the involved actors, the type of misconduct being reported, and what follow-up actions are occurring. However, while these commitments could improve the public credibility in the Ombudsman, their potential to open up government practice is minor.

Completion

Both commitments were completed.

Commitment 5

The Ombudsman developed the online complaints tracking system, which is available on the Ombudsman website. Citizens who file a complaint using the online tracking system receive a registration number that allows them to track the status of their complaint.

Commitment 6

The Ombudsman published an analysis of public complaints handling on the Ombudsman's library webpage in January 2017.[1] The report contains the following statistics:
- annual count of complaints received,
- the submission channels for complaints (in-person, email, independent investigation, fax, media, letters, phone, or website),
- who submitted the complaints (victims, independent investigations, media, family of victims, civil organizations, lawyers, public groups, law enforcement agencies, professional organizations, legal aid groups, government institutions, etc.),
- types of complaints (delay in public services, maladministration, unavailability of public services, indecency, unfairness, incompetency, bribery, discrimination, etc.),
- sectors of complaints (land, education, police, infrastructure, energy, transportation, religious, permits, administration, health, etc.),

- who the complaints are against (local governments, police, ministries, hospitals, universities, etc.),
- location where the complaints were received (based on the Ombudsman's regional offices),
- complaints' status (insufficient information, non-public complaints, resolved, archived, processing),
- follow-up actions (investigation, mailing, consultancy, coordination with government offices, mediation, phone conversation, etc.).

A separate report details public satisfaction from a general survey of Ombudsman's services in 2016.[2] The Ombudsman has also published a report on its handling of public comments in 2017. Instead of a bi-annual publication as indicated in the action plan, the publication has taken place on a quarterly basis and are on the Ombudsman's library webpage as follows:

1. First Quarterly Report (March 2017),[3]
2. Second Quarterly Report (Jun 2017),[4]
3. Third Quarterly Report (Sep 2017),[5] and
4. Fourth Quarterly Report (Dec 2017).[6]

The Ombudsman published systemic analyses of public service issues in August 2016 in four separate reports:

1. Ombudsman Brief: Irrigation Services,[7]
2. Ombudsman Brief: Quarantine Inspection Services,[8]
3. Ombudsman Brief: Drinking Water Resources,[9] and
4. One Stop Services and Authority Overlaps.[10]

The Ombudsman also published systemic analyses of public services for 2017 in January 2018 to the Ombudsman's library webpage in three different reports:

1. Ombudsman Brief: Mining Permits,[11]
2. Ombudsman Brief: Foreigners Surveillance in East Kalimantan,[12] and
3. Ombudsman Brief: Citizenship Administration.[13]

The systemic analyses for 2016 and the 2017 documents are descriptive reports containing the issue's background, the Ombudsman's findings (which sometimes incorporate numerical data and statistics), and the Ombudsman's recommendation to solve the problems. The reports do not indicate the length of time for outcomes or satisfaction levels for responses.

Next Steps

Moving forward, the Ombudsman could go beyond publishing its complaints handling outcomes, by establishing a mechanism for the public to hold government institutions accountable for not adequately addressing the complaints they receive. More specifically, the Ombudsman could establish a dashboard for the public to submit complaints to government institutions, including the ability to monitor agency follow-up to the submitted complaints.

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[1] Capacity Building and Public Service Information System Development, "Public Complaints Resolution Data 2016" (Ombudsman Republik Indonesia, 2016), http://www.ombudsman.go.id/produk/lihat/43/LS_file_20180108_141537.pdf.

[2] Ombudsman Republik Indonesia, "Ombudsman Republik Indonesia,"
http://www.ombudsman.go.id/produk/lihat/23/SUB_LH_5a1e838401cbc_file_20171130_160533.pdf.

[3] Capacity Building and Public Service Information System Development, "Public Complaints Resolution Data, First Quarter of 2017" (Ombudsman Republik Indonesia, 2017),
http://www.ombudsman.go.id/produk/lihat/44/LS_file_20180108_150443.pdf.

[4] Capacity Building and Public Service Information System Development, " Public Complaints Resolution Data, Second Quarter of 2017" (Ombudsman Republik Indonesia, 2017),
http://www.ombudsman.go.id/produk/lihat/45/LS_file_20180108_151744.pdf.

[5] Capacity Building and Public Service Information System Development, "Public Complaints Resolution Data, Third Quarter of 2017" (Ombudsman Republik Indonesia, 2017),
http://www.ombudsman.go.id/produk/lihat/46/LS_file_20180108_152930.pdf.

[6] Capacity Building and Public Service Information System Development, " Public Complaints Resolution Data, Fourth Quarter of 2017" (Ombudsman Republik Indonesia, 2017),
http://www.ombudsman.go.id/produk/lihat/47/LS_file_20180108_153126.pdf.

[7] Ombudsman Republik Indonesia, "Irigation Service: Independent Water Provision" Ombudsman Brief No. 1, (2016),
http://ombudsman.go.id/produk/lihat/29/SUB_BL_5a25a712a8fc9_file_20171205_170647.pdf.

[8] Ombudsman Republik Indonesia, "Quarantine Check Service: Unstandardized Public Service Standard" Ombudsman Brief No. 2, (2016),
http://ombudsman.go.id/produk/lihat/33/SUB_BL_5a25a712a8fc9_file_20171205_181905.pdf.

[9] Ombudsman Republik Indonesia, "Clean Water Never Arrives: Customers Cry, Water Department Gives Up" Ombudsman Brief No. 3, (2016),
http://ombudsman.go.id/produk/lihat/32/SUB_BL_5a25a712a8fc9_file_20171205_181736.pdf.

[10] Ombudsman Republik Indonesia, "Executive Summary," (2016),
http://ombudsman.go.id/produk/lihat/28/SUB_BL_5a25a712a8fc9_file_20171205_170537.pdf.

[11] Ombudsman Republik Indonesia, "Mining Permits" Ombudsman Brief, (2017),
http://www.ombudsman.go.id/produk/lihat/54/SUB_BL_5a25a712a8fc9_file_20180117_164516.pdf.

[12] This document was originally available at http://www.ombudsman.go.id/produk/?c=38, but has since become unavailable.

[13] This document was originally available online at http://www.ombudsman.go.id/produk/?c=38, but has since become unavailable.

Commitments 7 and 8

Commitment 7: *Improved compliance with Law No. 25/ 2009 on Public Services at the Ministry of Education and Culture*

Indicators of Success 2016:
100% follow up of Ombudsman's 2015 research recommendations on public service administration compliance with public services standards at the Ministry of Education and Culture, which include improvements in 3 services administered by the One Stop Service (Unit Layanan Terpadu) of the Ministry:
1. Service standards for the issuance of Teachers and Education Professionals' Unique Identification Number (NUPTK);
2. Teacher Certification:
> *a. Determination of teacher certification candidacy*
> *b. Professional Benefits Administration Process for Civil Service (PNS) Teachers at RegionalLevels*
> *c. Issuance of Professional Benefit Decree (SKTP) and administration of professional benefit for private teachers.*
3. Permit to establish School with International Cooperation (SPK) and permit to establish Early Childhood Education Center (PAUD)

Indicators of Success 2017:
100% public services meeting ombudsman's green zone indicators.

Commitment 8: *Improved compliance with Law No. 25/ 2009 on Public Services at the Ministry of Religious Affairs*

Indicators of Success 2016:
Follow up of 2015 Ombudsman research recommendations (70% of the 9 variables plus adjustment indicators) on compliance of public services administration with Ministry of Religious Affairs service standards, which include improvements in the 9 administered services:
1. Application of license for Hajj and Umrah Organizers (PPIU) (Sub Directorate of Hajj. Supervision)
2. Application for extension of license for Hajj and Umrah Organizers (PPIU) (Sub Directorate of Hajj. Supervision)
3. Legal seal for Marriage Certificate (Sub Directorate of Marriage Registration)
4. Legal seal for Statement of Marital Status (SKBM) (Sub Directorate of Marriage Registration)
5. Recommendations for Permanent Residency Permit (International Cooperation Division, Legal and International Cooperation Bureau)
6. Recommendations for Limited Stay Permit (International Cooperation Division, Legal and International Cooperation Bureau)
7. Recommendations for Foreign Expert Permit in Religious Affairs (RPTKA) (International Cooperation Division, Legal and International Cooperation Bureau)
8. Limited Stay Visa (International Cooperation Division, Legal and International Cooperation Bureau)
9. Visa Recommendations for Social and Cultural Visits (International Cooperation Division, Legal and International Cooperation Bureau)

Indicators of Success 2017:

Follow up of 2016 Ombudsman research recommendations (100% of the 9 variables plus adjustment indicators) on compliance of public services administration with Ministry of Religious Affairs' service standards, which include improvements in the 9 administered services:
1. Application of license for Hajj and Umrah Organizers (PPIU) (Sub Directorate of Hajj. Supervision)
2. Application for extension of license for Hajj and Umrah Organizers (PPIU) (Sub Directorate of Hajj. Supervision)
3. Legal seal for Marriage Certificate (Sub Directorate of Marriage Registration)
4. Legal seal for Statement of Marital Status (SKBM) (Sub Directorate of Marriage Registration)
5. Recommendations for Permanent Residency Permit (International Cooperation Division, Legal and International Cooperation Bureau)
6. Recommendations for Limited Stay Permit (International Cooperation Division, Legal and International Cooperation Bureau)
7. Recommendations for Foreign Expert Permit in Religious Affairs (RPTKA) (International Cooperation Division, Legal and International Cooperation Bureau)
8. Limited Stay Visa (International Cooperation Division, Legal and International Cooperation Bureau)
9. Visa Recommendations for Social and Cultural Visits (International Cooperation, Division, Legal and International Cooperation Bureau)

Responsible institutions: Ministry of Education and Culture (Commitment 7), Ministry of Religious Affairs (Commitment 8)

Supporting Institution(s): N/A

Start date: Not specified   **End date:** Not specified

Commitment Overview	Specificity				OGP Value Relevance				Potential Impact				On Time?	Completion			
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Tech. and Innov. for Transparency and Accountability	None	Minor	Moderate	Transformative		Not Started	Limited	Substantial	Complete
7. Improved compliance with Law No. 25/ 2009 on Public Services at the Ministry of Education and Culture				✓	Unclear					✓			No			✓	

8. Improved compliance with Law No. 25/ 2009 on Public Services at the Ministry of Religious Affairs			✓	Unclear		✓			No	✓	
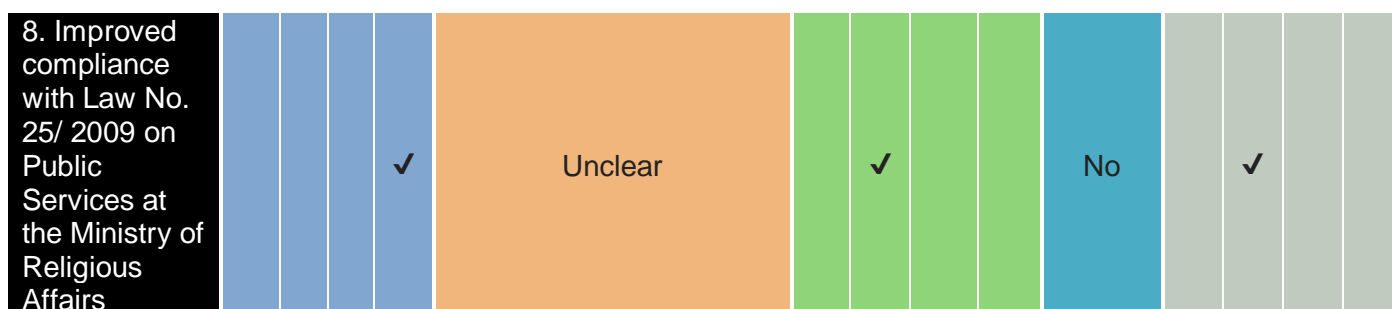
Context and Objectives

In July 2009, Indonesia adopted Law No 25/2009 on Public Services (UU Pelayanan Publik), which introduced a range of regulations for improved service delivery, expanded the responsibilities of the Ombudsman's office, and called for the establishment of citizen committees to monitor service delivery.[1] Since 2013, the Ombudsman of the Republic of Indonesia has annually assessed compliance by ministries, agencies, and local governments with existing standards and legislation.[2] According to the Ombudsman's 2015 Compliance Evaluation Report, the Ministry of Education and Culture has not complied with several public service standards and needs to improve their quality.[3] Possible reasons for the Ministry's limited implementation are its lack of:

- standardization for various public services;
- standardized time of services;
- a motto for their services;
- information on requirements needed for services;
- a disclaimer for the services provided; and
- a special set of services for people with disabilities.

Similarly, the 2016 Compliance Evaluation Report scored the Ministry of Religious Affairs as the fifth lowest ministry in terms of public service compliance: all 11 of the assessed criteria (e.g. availability of services for people with special needs) scored 73.33 (out of 100) or less.

Commitment 7 aims to implement the 2015 Ombudsman research recommendations from the annual compliance assessment by improving three specific education services administered by the One Stop Service, and to have all public services provided by the Ministry of Education and Culture meet the Ombudsman's green zone indicator.[4] Commitment 8 seeks to enable the Ministry of Religious Affairs attain a score of 100 for all nine variables assessed in the Ombudsman compliance evaluation and to improve nine specific services including the application of licenses for Hajj and Umrah pilgrimage organizers, legal seals for marriage certificates, and limited stay visas. The text for Commitments 7 and 8 is highly specific, clearly identifies the targeted services (three for the Ministry of Education and Culture and nine for the Ministry of Religious Affairs), and provides a benchmark for full implementation (for example, 70% compliance for the nine Ministry of Religious Affairs services by 2016 and 100% by 2017). However, the commitments are not relevant to OGP values, since they do not improve public access to government-held information, opportunities for the public to influence decision making, or opportunities to hold government officials accountable.

If fully implemented, Commitments 7 and 8 could improve both ministries' compliance with public service delivery standards. In this sense, this monitoring of recommendation adoption builds on commitments in Indonesia's previous action plan that addressed administrative problems for the two ministries (lack of training resources for teachers, lack of information on

the logistics of the Hajj, etc.). However, it is unclear from either the Ombudsman reports or IRM interviews with Bappenas officials why or how the nine Ministry of Religious Affairs services were selected for improvement as part of Commitment 8. While these services affect the lives of many Indonesians, without additional information on their selection, this commitment will likely have only a minor potential impact on open government.

Completion
Commitment 7
This commitment was substantially complete.

The IRM received copies of four documents produced by the Ministry of Education and Culture describing service standards for administering professional benefits, international school permits, teacher certification candidacy, and teachers' unique identification number (NUPK). These standards address the three services administered by the One Stop Shop, but have not yet been made publicly available.

Overall, the Ministry of Education and Culture received a score of 93.10 out of 100, placing it within the "green zone" indicator.[5] This score is a result of the Ministry's compliance with public service standards for its four service delivery units: 1) Foreign Cooperation and Planning Bureau, 2) Directorate General of Early Education and Community Education, 3) Sub-Directorate of Planning and Improvement for Qualifications and Competencies of Teachers, and 4) the Ministry of Education and Culture's One Stop Service. However, services for people with disabilities, one of the 18 components assessed by the Ombudsman, are not currently provided and therefore received a score of 0. Other components, such as service requirements, time of completion, service motto, and service announcement, also need improvement.

Commitment 8
This commitment saw limited completion.

The original completion target was 70% by 2016 and 100% by 2017. The Ministry of Religious Affairs stated that the 2015 Ombudsman recommendations were addressed. In the Ombudsman's 2017 Compliance Report (published in February 2018), the Ministry of Religious Affairs earned a compliancy score of 72 out of 100.[6] This is a slight improvement from the Ministry's 2016 score of 65.90, but not high enough to meet the "green zone" indicator.[7] However, the Ombudsman's Compliance Report does not specifically analyze the nine services that are part of this commitment, and therefore the actual improvements are difficult to assess.

Early results
According to an interviewed Ombudsman official, there are several examples of improvements at the Ministry of Religious Affairs that address Commitment 8, such as:

- A manual for opening a hajj/umrah service agency (so that people can avoid using the services of unlicensed agencies),[8]
- Hajj/umrah travelers can now file satisfaction surveys for service agencies through their websites,[9]
- Standard operating procedures for all services are available online (referring to service systems, mechanisms, and procedure indicators).[10]

Next Steps
The Ombudsman's Compliance Evaluation Reports currently do not describe the methodology used to determine service improvement levels, nor do they provide the sample size used in the

assessment. This lack of information inhibits an in-depth analysis of these assessments, and makes it difficult to compare the service assessments because of the varying sample sizes. Additionally, because the Ombudsman's reports do not list the nine services mentioned in Commitment 8, it is difficult to objectively verify the progress of these services. Moving forward, the IRM recommends the Ombudsman's compliance reports describe the methodology used to determine the improvements that have been made. The IRM also recommends that the Ministry of Education and Culture and the Ministry of Religious Affairs provide detailed explanations for why and how certain public service reforms are selected for inclusion in future commitments.

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[1] Available for download (in Indonesian) here: http://www.ilo.org/dyn/natlex/natlex4.detail?p_lang=en&p_isn=84185.
[2] Michael Buehler, "Indonesia's Law on Public Services: changing state-society relations or continuing politics as usual?" *Bulletin of Indonesian Economic Studies* 47, issue 1 (March 2011) https://doi.org/10.1080/00074918.2011.556057.
[3] The 2015 Ombudsman compliance assessment report is available for download here: http://ombudsman.go.id/produk/lihat/122/LP_file_20180117_135644.pdf.
[4] The Ombudsman assesses compliance of every ministry and government agency with their respective obligations as required in chapters four and five of the Law on Public Services. The Ombudsman uses a colored ranking system, red, yellow, and green, with red indicating a low quality of service provision and green indicating a high quality.
[5] 2016 Ombudsman Compliance Evaluation Executive Summary, available for download here: http://www.ombudsman.go.id/produk/unduh/191/SUB_BL_5a25a712a8fc9_file_20180202_112552.pdf.
[6] Ombudsman Republik Indonesia,16, http://www.ombudsman.go.id/produk/lihat/196/LP_file_20180227_133942.pdf.
[7] 2016 Ombudsman Compliance Evaluation, available for download here: https://drive.google.com/file/d/1bQHmi8m4QBs4NvIMV1SBj3v6_G9cx6kD/view.
[8] Directorate General of Hajj and Umrah Implementation, "Database," https://haji.kemenag.go.id/v3/basisdata/daftar-ppiu.
[9] Ministry of Religious Affairs, homepage, (2018) https://kemenag.go.id/#layanan_publik.
[10] Ministry of Religious Affairs, "e-SOP Kementerian Agama Republik Indonesia" (2017), https://e-sop.kemenag.go.id/.

Theme III: LAPOR-SP4N Integration

Commitments 9, 10, 11, 12, and 13

Commitment 9: *Development of Online Citizen Aspiration and Complaints System (LAPOR) into National Public Complaints Administration System (SP4N)*

Indicators of Success 2016:
Optimizing implementation of Joint Memorandum of Understanding (MoU):
1. Signing of Agreement between the Ministry of State Apparatus and Civil Service Reform, Presidential Staff Office (KSP) and Ombudsman building on the MoU;
2. Development of Roadmap transitioning the administration of LAPOR!-SP4N from Presidential Staff Office (KSP) to the Ministry of State Apparatus and Civil Service Reform

Indicators of Success 2017:
Optimizing implementation of Joint Memorandum of Understanding (MoU):
1. Agreement [between the Ministry of State Apparatus and Civil Service Reform, Presidential Staff Office (KSP) and Ombudsman] Implementation Report on utilization of LAPOR! as SP4N for 2017 is developed
2. Progress report on Roadmap LAPOR!SP4N transition from Presidential Staff Office (KSP) to the Ministry of State Apparatus and Civil Service Reform for 2017 is developed

Commitment 10: *Development of Minister of State Apparatus and Civil Service Reform decree/instruction/circular encouraging public complaints administration integration into LAPOR-SP4N*

Indicators of Success 2016:
50% of non structural institutions (LNS) are integrated into LAPOR!- SP4N

Indicators of Success 2017:
100% non structural institutions (LNS) are integrated into LAPOR!- SP4N

Commitment 11: *Partnership is established between Ministry of State Apparatus and Civil Service Reform, KSP, Ombudsman and Ministry of Communications and Information to utilise LAPOR!- SP4N as Citizen Aspiration and Complaints Platform*

Indicators of Success 2016:
1. Determination of LAPOR!- SP4N as Online Citizen Aspiration and Complaints platform through the signing of joint Memorandum of Understanding (MoU);
2. Signing of Agreement between the Ministry of State Apparatus and Civil Service Reform, KSP, Ombudsman and Ministry of Communications and Information in furtherance of the MoU

Indicators of Success 2017:
1. Data on public aspiration and appreciation is accessible;
2. Progress report is formulated for implementation of Agreement between the Ministry of State Apparatus and Civil Service Reform, KSP, Ombudsman and Ministry of Communications and Information on determination of LAPOR!-SP4N as Online Citizen Aspiration and Complaints platform

Commitment 12: *Greater dissemination of LAPOR! usage as part of National Public Complaints Administration System (SP4N) targeting increased number of complaints via LAPOR!! to 1 million complaints for 2016 (aggregate targets, complaints figure per 27 June 2016: 827,977 complaints; LAPOR users as per 27 June 2016: 420,348)*

Indicators of Success 2016:
1. Achievement of targeted aggregate number of complaints for LAPOR! i.e.1 million complaints
2. Achievement of targeted LAPOR! users i.e. 800 thousand users

Indicators of Success 2017:
1. Achievement of aggregate number of complaints target for LAPOR! i.e.1.4 million complaints
2. Achievement of targeted LAPOR! users i.e. 1 million users

Commitment 13: *Improved public institutions' responsiveness to public aspirations and complaints received as a method to enhance accountability of LAPOR!*

Indicators of Success 2016:
50% of received complaints are followed up

Indicators of Success 2017:
75% of received complaints are followed up

Responsible institutions: Ministry of State Apparatus and Civil Service Reform (commitments 9, 10, 11, 11, 12, and 13), Presidential Staff Office (commitments 9, 11, 12, and 13), Ombudsman (commitments 9, 11, 12, and 13), Ministry of Communications and Information (Commitment 11)

Supporting institution(s): N/A

Start date: Not specified   **End date:** Not specified

Commitment Overview	Specificity				OGP Value Relevance				Potential Impact				On Time?	Completion			
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Tech. and Innov. for Transparency and Accountability	None	Minor	Moderate	Transformative		Not Started	Limited	Substantial	Complete
9. Online LAPOR!-SP4N				✓			✓				✓		No		✓		
10. Minister of State				✓			✓				✓		No		✓		

Apparatus and Civil Service Reform developed into LAPOR-SP4N															
11. Utilize LAPOR!-SP4N as citizen complaints platform		✓				✓			✓		No			✓	
12. Greater dissemination of LAPOR!			✓			✓				✓	No			✓	
13. Improved responsiveness to public complaints and enhanced accountability of LAPOR!		✓				✓				✓	No	✓			

Context and Objectives

In November 2011, the President's Delivery Unit for Development Monitoring and Oversight (UKP4) formally launched LAPOR! (Indonesian for "Report!"), an online complaints-handling system, which allows citizens to reports on national development projects and public service delivery.[1] UKP4 validates the complaints it receives through LAPOR! and then transfers them to the relevant government entity, who responds to the citizen, explaining how their complaint was addressed.[2] Despite the widespread use of LAPOR! among the public, UK4P has faced logistical challenges in addressing the complaints and in integrating local government offices into the system.[3] Additionally, LAPOR!'s future was uncertain, as UKP4 was under the President's office and not a permanent agency.

Simultaneous to the development of LAPOR!, the Ministry of Administrative and Bureaucratic Reform began establishing a separate complaint system (SP4N) that was mandated by law (unlike LAPOR!). Commitments 9, 10, 11, 12, and 13 broadly aim to integrate these two systems into a single system, LAPOR!-SP4N. This will give LAPOR! the legal foundation to continue operations and cover more government entities (ministries, government agencies, non-structural institutions, state owned enterprises, etc.) so that LAPOR!-SP4N can redirect complaints to the proper entity, and reach a broader portion of the public.

The commitments include outcomes that are both verifiable and measurable, such as transitioning the administration of LAPOR! from the President's Staff Office (KSP) to the Ministry of Administrative and Civil Service Reform (Commitment 9), establishing an intragovernmental partnership to utilize LAPOR!-SP4N (Commitment 11), and increasing the number of complaints received through LAPOR! and the number of LAPOR! users (Commitment 12). In general, the

commitments propose steps toward improving the efficiency of LAPOR!, thus making them relevant to the OGP value of public accountability. These commitments will improve the ability of citizens to hold government accountable; Commitment 9 will transition LAPOR! to the Ministry of State Apparatus and Civil Service Reform, Commitment 10 will integrate non-structural units (LNs) into LAPOR!-SP4N, Commitment 12 will increase public dissemination of LAPOR!, and Commitment 13 will increase the number of complaints that are addressed. However, while the commitments could improve the internal coordination of LAPOR!-SP4N, the commitments do not go further to improve the quality of these responses by allowing citizens to track the status of complaints or hold unresponsive entities accountable (besides resubmitting the same complaint).

Completion
Commitment 9
This commitment calls specifically for the integration of LAPOR! into SP4N, and has seen limited implementation.

The Joint Memorandum of Understanding (MOU)[4] between the Ministry of Administrative and Bureaucratic Reform (Kemenpan-RB), the President's Executive Office (KSP), and the Ombudsman was signed on 14 March 2016 and is publicly available on the Ombudsman's Bureaucratic Reform directory website.[5] However, no "Roadmap for the Management Transition of LAPOR!-SP4N from KSP to Kemenpan-RB" has been published. Instead, the "Roadmap for the Development of a National Public Complaints Management System" was developed in the Administrative and Bureaucratic Reform Ministerial Regulation No. 3 Year 2015 signed on 8 January 2015, and available on Kemenpan-RB website.[6]

There is also a circular (SE Menpan-RB) No 4 Year 2016 on the "Integration of National Public Services Complaints Management for Local Governments to LAPOR!-SP4N" which is available on Kemenpan-RB website. This circular provides the legal basis for integrating local governments into the LAPOR!-SP4N system along with general instructions on local administration of LAPOR!-SP4N. A manual co-developed by the Kemenpan-RB, KSP, and the Ombudsman was also circulated in 2016 and is available on Kemenpan-RB website, although it is not easily accessible.[7]

The IRM confirmed that the Ministry of State Apparatus and Civil Service Reform developed a LAPOR!-SP4N Transition Team Work Plan in place of the Roadmap. This document, finalized in February 2017, details the programs planned in order to successfully complete the transition. The progress report on the LAPOR!-SP4N transition was developed in January 2018 and is not yet publically available. Because this occurred after the action plan cycle covered, the implementation of this commitment is considered to be limited.

Commitment 10
This commitment seeks to integrate the Ministry of State Apparatus and Civil Service Reform's public complaints administration into LAPOR!-SP4N. With the integration of LAPOR! into SP4N, it officially became the national complaints handling management system by law. In Indonesia, non-structural institutions (LNs) support state and government functions. Such institutions are usually mandated by laws (UU), their operations are funded by the state budget, and normally involve government, the private sector, and civil society. There is no clause specifying LN structure in the Law No 39/2008 on State Ministries,[8] but their presence becomes necessary as they perform certain functions that are not handled by existing ministries. As government-sanctioned institutions, these LNs should also be integrated into LAPOR!-SP4N.

Overall, this commitment's implementation was limited. The process of integrating non-structural institutions was initiated, but has yet to meet the targets set by the commitment (50% by 2016 and 100% by 2017). The government has conflicting data on how many LNs exist and are operational, which makes the precise percentage of integration difficult to determine. At the time of writing this report, the only evidence for this commitment was a list of 56 LNs that were integrated into LAPOR!-SP4N, submitted in October 2017.[9] To enforce this integration, a Menpan-RB circular was issued in June 2017 to all LN heads.[10] However, many of these institutions serve on a conditional basis and therefore lack a permanent office or staff. Therefore, integrating all of these LNs into LAPOR!-SP4N regardless of their function is redundant.

Commitment 11

This commitment aims to establish an intragovernental partnership to utilize LAPOR!-SP4N, and has seen substantial implementation overall. The Administrative and Bureaucratic Reform, Ombudsman, and President's Executive Office signed an MoU that declares LAPOR!-SP4N as the Online Citizen Aspiration and Complaints platform on 14 March 2016. This MoU is not publicly available, but was covered in many national news outlets, such as Detik[11] and Barita Satu.[12] The same three institutions that signed the MoU also signed the Cooperation Agreement on 27 September 2016.[13]

Regarding the commitment's 2017 indicators, LAPOR!-SP4N has been publishing data on the received complaints and reports on a weekly, biweekly, and monthly basis (e.g. the weekly report for 22 to 28 March 2017[14] and the July 2017 monthly report[15]). The information highlights issues that are frequent concerns, as well as general statistics on the complaints and their follow-up actions. The data is published on LAPOR!'s blog page.[16] Regarding the progress report, the Ministry of State Apparatus and Civil Service Reform published one report in January 2018 (after the action plan period) entitled "2017 LAPOR!-SP4N Transition Team End of Year Report" ("Laporan Akhir Tim Transisi Tahun 2017").

Commitment 12

This commitment calls for increasing LAPOR!'s usage among the public. LAPOR! has garnered significant public attention but has unrealized potential. This commitment aims to highlight efforts to increase awareness and usage of LAPOR!.

Overall, this commitment saw substantial implementation. By integrating more public institutions into LAPOR!-SP4N, including state-owned enterprises, government agencies, LNs, and local governments ("Pemda"), the number of public complaints has continually increased. Local governments held activities in 2016 and 2017 to increase usage of LAPOR!-SP4N, such as the Government of Ambon City (July 2016),[17] the Government of Agam Regency (July 2017),[18] and Government of the Bandung Regency (November 2017).[19] According to an LAPOR-SP4N report, LAPOR! received a total of 1,124,063 complaints and 599,293 registered users in the system.[20]

Commitment 13

This commitment seeks to improve government responsiveness to complaints received through LAPOR! and to improve public perception of the complaints handling system in general. The commitment aims to reduce public doubt about the efficacy of filing complaints through LAPOR!, whether the relevant institutions actually receive the complaints, and whether the complaint will be adequately addressed. With better government response mechanisms, the hope is that public trust in LAPOR! will increase.

Overall, implementation of this commitment was limited. The Ministry of State Apparatus and Civil Service Reform hired a team to manage LAPOR!-SP4N on a daily basis, including forwarding complaints to the relevant government entities, and monitoring the responses received. However, the team emphasized that there were obstacles to effectively monitor complaint resolution: namely the absence of a Standard Operating Procedure (SOP) for government offices responding to complaints and a process to reward those offices who are responsive and punish those who are not.[21]

According to the LAPOR!-SP4N's June 2017 report:
1. 92.3% of all the reports received by the system had been followed up,
2. 2% had not been followed up,
3. 1% were in the process of being followed up, and
4. 2% were on hold pending further information from the user who filed the complaints (indicating the complaints were either vague or not specific enough).[22]

Of all the complaints received by 30 June 2017, 22.8% (256,358 complaints) were resolved either through follow-up or action.

Next Steps

The integrated LAPOR!-SP4N system represents a positive step toward greater government accountability, transparency, and responsiveness regarding public complaints. These five commitments are laudable, particularly improving the system's responsiveness and increasing the number of users. However, future action plans could expand on these commitments by creating a single accountability portal for complaints made through LAPOR!-SP4N. This portal could include an ID number to track the complaint's status, the government contact information assigned to the complaint, and the ability to flag complaints for further follow-up if no progress is made. Future action plans could also establish a separate enforcement mechanism for unresponsive government offices.

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[1] The LAPOR! website is available at: https://www.lapor.go.id/.
[2] Munyama Hasan, "Indonesia: Soliciting Citizen Feedback on Public Services" (Open Government Partnership, Oct. 2013), https://www.opengovpartnership.org/sites/default/files/Indonesia_0.pdf.
[3] *Ibid.*
[4] Commonly referred to as Nota Kesepahaman (NK) in Indonesia.
[5] "Joint MOU on the Utilization of LAPOR as National Public Complaints Management System" available at: https://drive.google.com/file/d/1NJvfPvVEa2EZF-fpWRTWtAaiCpuCZgZ6/view.
[6] Administrative and Bureaucratic Reform Ministerial Regulation Number 3/2015 about National Public Complaints Management System Development Road Map, available at: https://jdih.menpan.go.id/puu-164-Peraturan%20Menpan.html.
[7] US AID et al., "LAPOR!-SP4N Adoption and Integration for Better Public" (2016), https://konfirmasi.menpan.go.id/dokumen/FINAL-Manual%20Buku%20Panduan%20LAPOR!-SP4N-Hires%20(4).pdf.
[8] The Law of the Republic of Indonesia Number 39/2008 about Government Ministries, available at: http://peraturan.go.id/uu/nomor-39-tahun-2008.html.
[9] List of non-structural institutions integrated into LAPOR!-SP4N, available at: https://drive.google.com/file/d/1Hl7yOUNZoVHsUuGctGF8XEFgS1sLv19Q/view.
[10] Administrative and Bureaucratic Reform Ministerial Circular on the Integration of Non-Structural Institutions into LAPOR!-SP4N, available at: https://drive.google.com/file/d/1MI2pfaVR9ZaVG4lFWXAn8rysH1xk_Vwe/view.
[11] "Laporkan Keluhan Layanan Publik via Aplikasi LAPOR! Kini Lebih Efektif" (*Delik News*, 14 Mar. 2016), https://news.detik.com/berita/3164089/laporkan-keluhan-layanan-publik-via-aplikasi-lapor-kini-lebih-efektif
[12] Carlos Paath, "Teten: Aplikasi 'Lapor' Permudah Aduan Masyarakat" (BeritaSatu, 14 Mar. 2016), http://www.beritasatu.com/nasional/354680-teten-aplikasi-lapor-permudah-aduan-masyarakat.html.
[13] Joint Agreement about the Utilization of LAPOR! as SP4N, available at: https://drive.google.com/file/d/11JcZNBJAUmesykykQqTwhgL5rGrDYBMa/view.
[14] "LAPOR! Weekly Report 22-28 March 2017," available at: https://drive.google.com/file/d/1by6hWNKhLAmQMKb8pWsVKToOUGEnPrtZ/view.

[15] "LAPOR! Statistics 30 June 2017," available at: https://drive.google.com/file/d/1YhuU014r927zUMOB-XccPD2HJ6x863in/view.

[16] Available at: http://blog.lapor.go.id/index.php/publikasi.

[17] "Pemkot Ambon Sosialasi LAPOR Bagi ASN" (*Maluku Post*, 27 Jul. 2016), http://www.malukupost.com/2016/07/pemkot-ambon-sosialisasi-lapor-bagi-asn.html.

[18] Al Mangindo Kayo, "Pemkab Agam Sosialisasikan LAPOR SP4N" (*Valora News*, 28 Jul. 2017), http://m.valora.co.id/berita/8170/pemkab-agam-sosialisasikan-lapor-sp4n.html.

[19] Surya, "Sekda Badaung Buka Sosialasi dan Bimtek Lapor-SP4N" (*Denpost*, 27 Nov. 2017), http://denpostnews.com/2017/11/27/sekda-badung-buka-sosialisasi-dan-bimtek-lapor-sp4n/.

[20] "LAPOR! Statistics 30 June 2017," *Ibid*.

[21] "Transition Team 2017 Year-End Report" available at: https://drive.google.com/file/d/1WR21r3z76yk9vppgOTMtJ-8XLSC8mqDI/view.

[22] "LAPOR! Statistics 30 June 2017," *Ibid*.

14. Increased interconnectivity of SOEs to LAPOR

Commitment Text:
Indicators of Success 2016:
118 SOEs are connected to LAPOR! (100%)

Indicators of Success 2017:
100% public complaints followed up by SOEs

Responsible institution: Ministry of State Owned Enterprises (SOE)

Supporting institution(s): N/A

Start date: Not specified   **End date:** Not specified

Commitment Overview	Specificity				OGP Value Relevance				Potential Impact				On Time?	Completion			
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Tech. and Innov. for Transparency and Accountability	None	Minor	Moderate	Transformative		Not Started	Limited	Substantial	Complete
14. Overall				✓			✓				✓		No			✓	

Context and Objectives

This commitment seeks to integrate all 118 of Indonesia's state-owned enterprises (SOEs) to LAPOR!-SP4N and ensure that SOEs follow up on all public complaints received through LAPOR!-SP4N. Currently, each SOE manages its own public complaints system separate from LAPOR!-SP4N. By integrating SOEs into LAPOR!-SP4N, the Ministry of State Owned Enterprises aims to become the main coordinator for handling complaints related to SOEs, and eliminate public confusion over where and how to submit complaints against SOEs.

The integration of SOEs' public complaints systems into LAPOR!-SP4N is relevant to the OGP value of public accountability because it strengthens a public channel for lodging complaints and enables the Ministry of State Owned Enterprises to take a more active role in coordinating responses among individual SOEs. In Indonesia, SOEs often support important public services, thus making their integration into the consolidated LAPOR!-SP4N complaints-handling system particularly salient. Therefore, the integration of SOEs into LAPOR!-SP4N is an important initiative, though it is unlikely to transform government practice in SOE accountability.

Completion

Overall, this commitment saw substantial implementation.

According to a LAPOR! report from September 2017, the Ministry of State Owned Enterprises has fully integrated all 118 Indonesian SOEs into the LAPOR!-SP4N system.[1] The Ministry of State Owned Enterprises continuously follows up on the complaints received through LAPOR!-SP4N. In the quarterly report from July 2017, all SOEs participated in a workshop to familiarize themselves with LAPOR!-SP4N.[2] The third quarterly report in October 2017 states that there were 462 complaints received against SOEs and that the Ministry of State Owned Enterprises had followed up on 70% of those complaints, while 1% were in the process of being addressed, and the remaining 29% had not been followed up.[3] Because the commitment's indicator for 2017 states that 100% of complaints received will be followed up, this represents a substantial level of implementation.

In the context of this commitment, "following up" means that the complaint is verified (supported by sufficient data and information), delivered to the relevant SOE(s), and the SOE(s) respond to the complaint. Depending on the nature of the complaint, the responses can be in the form of an official written answer, a statement, a course of action, or a plan to address the complaint.

Next Steps
The integration of SOEs into the LAPOR!-SP4N system is a positive step toward greater accountability and transparency for SOEs. Moving forward, the Ministry of State Owned Enterprises could go beyond the internal integration of their complaints systems and develop an additional mechanism to provide the SOE or government contact information assigned to the complaint. Future accountability mechanisms could include a publicly available tracker to track complaints and follow up directly with the relevant SOE(s) if limited or no progress has been made in addressing the complaint.

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[1] "LAPOR! Statistics 28 September 2017" available at: https://drive.google.com/file/d/1yTUGx4Pu-L052lhaJ1t1ZMPFCfbZ7xFp/view.
[2] "LAPOR-SP4N Management and Utilization Workshop Report," available at: https://drive.google.com/file/d/1ntksPGc4IMYSenje-xKTLDOOyofeIhsx/view.
[3] "State-Owned Enterprises Ministry's Third Report of 2017" available at: https://drive.google.com/file/d/1HvFfemHYFg8vSr_dcACDszTUoyiKYwAu/view.

15. Improved quality of public complaints handling in the environment and forestry sector

Commitment Text:
Indicators of Success 2016:
1. Issuance of Environment and Forestry Ministerial Decree on Complaints Handling Procedures in Environment and Forestry
2. Development of online complaints handling system at the Ministry of Environment and Forestry

Indicators of Success 2017:
1. Online complaints handling system at the Ministry of Environment and Forestry is operational.
2. Integration of complaints handling system at the Ministry of Environment and Forestry into the LAPOR! system

Responsible institution: Ministry of Environment and Forestry

Supporting institution(s): N/A

Start date: Not specified   **End date:** Not specified

Commitment Overview	Specificity				OGP Value Relevance				Potential Impact				On Time?	Completion			
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Tech. and Innov. for Transparency and Accountability	None	Minor	Moderate	Transformative		Not Started	Limited	Substantial	Complete
15. Overall				✓			✓				✓		Yes			✓	

Context and Objectives

The Indonesian archipelago has one of the world's highest levels of biodiversity. However, the Indonesian government has struggled to adequately protect the environmental and forest resources during the country's rapid industrialization, urbanization, and population growth. Deforestation through illegal logging and forest fires (often to convert peatland into agricultural land[1]) threaten the country's ecosystem. For example, an estimated 18.7 million hectares of forest in Borneo was cleared between 1973 and 2015 while industrial plantations expanded by 9.1 million hectares.[2] Additionally, the World Resource Institute and Global Forest Watch found that deforestation in Papua in 2015 rose to its highest level since 2001, driven largely by industrial agriculture, plantations, and logging.[3] Law No. 32/ 2009 on Environmental Protection and Management prohibits the conversion of land through fire, but the practice remains widespread.[4] Apart from environmental and health costs, forest fires can have significant human

and economic costs as well. The World Bank estimates that the massive forest fires that affected Indonesia in 2015 may have caused upwards of 100,000 deaths across the region,[5] and cost Indonesia the equivalent of roughly 2% of its GDP in damages.[6]

This commitment seeks to improve handling of public complaints regarding the environment and forests. Specifically, the Ministry of Environment and Forestry plans to develop a new complaints system, and integrate this system into LAPOR!-SP4N. The Ministry currently operates multiple complaints systems (separate from LAPOR!-SP4N) that are problem-specific and are designed to provide immediate attention from the relevant environmental agencies. For example, the Directorate of Land and Forest Fire Control has its own system to receive reports of forest fires (SiPongi—Karhutla Monitoring System[7]), in addition to a dedicated call center, an SMS gateway, and Twitter feed.[8] Additionally, while there have been environmental complaints recorded in the LAPOR! system, there was no clear policy on addressing these complaints as the Ministry of Environment and Forestry was not included in LAPOR!

The creation of a new Ministry of Environment and Forestry complaints-handling system, and its integration into the national LAPOR!-SP4N system, makes the commitment relevant to the OGP value of public accountability. Whereas the existing Ministry's complaint channels were initially designed for environmental crimes, this commitment aims to broaden reporting to any complaint related to the environment and forestry at large. A newly created and integrated complaints-handling system could improve government responsiveness to environmental complaints by offering the public an additional means to report abuses.

Completion

The commitment saw substantial completion, but its deliverables were modified during implementation. The Ministry of Environment and Forestry issued a Ministerial Decision on complaints-handling procedures on 31 March 2017 and it passed into law on 8 May 2017. It is available on the West Java Department of Forestry website.[9]

The Ministry's online complaints handling system is available on the Ministry's website. Citizens can track their complaints and follow-up if their complaint is not resolved.[10] After a report is verified and classified as something requiring action, the corresponding office within the Ministry contacts the complainant within five days. If there are no responses after 60 days, the complainant can follow up directly.

In a meeting between the Ministry of Environment and Forestry and the President's Executive Office on behalf of LAPOR!-SP4N, the Ministry clarified that it needs to maintain its existing complaints handling management website ("Gakkum"), as it must often respond quickly to reported criminal activities. Therefore, the understanding was to keep the Ministry's system and not integrate it completely into LAPOR!-SP4N. According to the agreement, the Ministry would appoint a liaison officer[11] as the Domain Administrator between the Ministry and LAPOR!-SP4N. Though not fully integrated into LAPOR!-SP4N, people can now file general environment or forestry complaints on either LAPOR!-SP4N or the Ministry's independent system. Through the liaison officer, LAPOR! has direct access to refer the complaints received on LAPOR!-SP4N to the Ministry.

The Ministry's Data and Information Center ("Pusdatin") regularly submits complaint reports to the LAPOR!-SP4N administration team. The report separates complaints that are currently being processed and those that are already resolved. Pusdatin then classifies which stream within the Ministry will handle each complaint (there are four streams: environment, forestry, environment and forestry, and unrelated). When a complaint lacks sufficient information, the

system administrator will follow up with the complainant within thirty days. If after 30 days the person does not provide sufficient information, the complaint will be archived and not addressed. The Data and Information Center reported to the LAPOR!-SP4N administration team that there were 244 public complaints through multiple channels between January and May 2017. Of these 244 complaints, 204 were already resolved and 40 were still being processed (completion rate of 83.6%).[12]

Channel	Number of Complaints
In-Person	44
Written Letter	133
Text Message	2
Gakkum	0
LAPOR!-SP4N	13
Email	13
Phone	3
Website	28
Others (WhatsApp, etc.)	8

Although not fully integrated, the Ministry's website now directs users to LAPOR!-SP4N for filing general complaints.

Next Steps

Environment pollution and deforestation are highly relevant policy issues in Indonesia. If this initiative is carried forward to future action plans, the Ministry of Environment and Forests could go beyond complaints handling and integrate Indonesia's environmental SDGs into OGP commitments. Environmental governance is one of four SDGs in Indonesia, with the protection of natural resources, environment and disaster management listed as a national priority under this pillar.[13] Going forward, the Ministry of Environment and Forestry could align efforts under this SDG, such as forest protection, with Indonesia's OGP action plan.

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[1] Oliver Balch, "Indonesia's forests first: everything you need to know" (*The Guardian*, 11 Nov. 2015), https://www.theguardian.com/sustainable-business/2015/nov/11/indonesia-forest-fires-explained-haze-palm-oil-timber-burning.
[2] David L. A. Gaveau et al., "Rapid conversions and avoided deforestation: examining four decades of industrial plantation expansion in Borneo" (Scientific Reports, 8 Sept. 2016), http://www.cifor.org/publications/pdf_files/articles/AGaveau1606.pdf.
[3] Arief Wijaya, Reidinar Julane, Rizky Firmansyah, and Octavia Payne, "6 Years After Moratorium, Satellite Data Shows Indonesia's Tropical Forests Remain Threatened" (*World Resources Institute*, 24 May 2017), http://www.wri.org/blog/2017/05/6-years-after-moratorium-satellite-data-shows-indonesia%E2%80%99s-tropical-forests-remain.
[4] Environmental Protection and Management Law No. 32/ 2009 (3 Oct. 2009), http://extwprlegs1.fao.org/docs/pdf/ins97643.pdf.

[5] Leah Burrows, "Smoke from 2015 Indonesian fires may have caused 100,000 premature deaths" (Harvard School of Engineering and Applied Sciences, 19 Sept. 2016), https://www.seas.harvard.edu/news/2016/09/smoke-from-2015-indonesian-fires-may-have-caused-100000-premature-deaths.

[6] The World Bank Group, "The Cost of Fire An Economic Analysis of Indonesia's 2015 Fire Crisis" (Feb. 2016), http://documents.worldbank.org/curated/en/776101467990969768/pdf/103668-BRI-Cost-of-Fires-Knowledge-Note-PUBLIC-ADD-NEW-SERIES-Indonesia-Sustainable-Landscapes-Knowledge-Note.pdf.

[7] The Directorate of Land and Forest Fire Control complaint channel is available at: http://sipongi.menlhk.go.id/home/main.

[8] The Directorate of Land and Forest Fire Control's call center number is +62-813-1003-5000, the SMS gateway number is +62-812-9718-5000, and the Twitter feed is @HotspotSiPongi.

[9] The document is available from: http://dishut.jabarprov.go.id/index.php?mod=manageMenu&idMenuKiri=700&idMenu=1181.

[10] The follow-up portal is available at: http://pengaduan.menlhk.go.id/site/search.

[11] "LAPOR-SP4N Information Service Desk Officer Appointment Letter," available from: https://drive.google.com/file/d/1E-8IziR7D7YVVB5tqVRGuKgAX4zD5OKA/view.

[12] "Complaints Recapitulation Report January-May 2017" available from: https://drive.google.com/file/d/10xOc61PMaQXjc15qPAeUTYptwY3OEeMz/view.

[13] Gellwynn Yusuf (Dep. Minister for Maritime and Natural Resources), "Integrating SDGs to Development Plan" (Ministry of National Development Planning/Bappenas, 24-25 Oct. 2016), http://www.asia-pacific.undp.org/content/dam/rbap/docs/meetTheSDGs/Opening%20-%20Country%20Reflections%20-%20Indonesia%20(by%20Mr.%20Jusuf).pdf.

Theme IV: Village Governance

16. Strengthened Village Governance in Transparency, Participation, and Responsiveness

Commitment Text:
Indicators of Success 2017:
Facilitation of 30 selected pilot villages for village governance models through village development planning and financial management, through the following stages:
1. Formulation of brief baseline report of village situation prior to village governance pilot project implementation 2. Formulation of pilot village administration governance technical guidelines for village development planning and financial management;
3. Dissemination of pilot village governance technical guidelines for village development planning and financial management;
4. Technical assistance provided for responsive, participatory, and transparent village development planning;
5. Technical assistance provided for village financial management for sub national government and village administration officials;
6. Technical assistance provided for village financial and asset information management;
7. Facilitation of Village Mid Term Development Plan, Work Plan and Budget (RPJMDesa, RKPDesa, APBDesa) document formulation and application of village finance information system;
8. Facilitation of regent/mayor regulations /Perwalkot) on village development planning and financial management;
9. Facilitation of village development work plan and budget publication at village halls or public spaces in the villages;
10. Open village government pilot project implementation report for 2017

Target location in 3 Provinces, 6 Regencies/Cities, 30 villages in West Sumatera, Maluku, and Central Java Provinces, i.e.: 1. West Sumatera: Solok Regency and City of Sawahlunto 2. Maluku: City of Tual and South East Maluku Regency 3. Central Java: Sukoharjo Regency and Karanganyar Regency

Responsible institution: Ministry of Home Affairs (Director General of Village Administration Supervision)

Supporting institution(s): N/A

Start date: Not specified   **End date:** Not specified

Commitment Overview	Specificity	OGP Value Relevance	Potential Impact	On Time?	Completion

	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Tech. and Innov. for Transparency and Accountability	None	Minor	Moderate	Transformative		Not Started	Limited	Substantial	Complete
16. Overall				✓	✓						✓		No			✓	

Context and Objectives

Despite increasing levels of urbanization and industrialization in recent years, roughly 46% (113 million people) of Indonesia's population still live in rural areas.[1] The 2014 Village Law calls for the allocation of funding from the central government to Indonesia's villages based on their own needs and priorities, as determined by the villages themselves. However, while the Village Law requires villages to hold public consultations to determine their financial priorities, village governance generally did not see high levels of public participation, and there were many village development programs that did not materialize due to a lack of clarity in implementation.

This commitment aims to establish guidelines to help village governments across Indonesia improve transparency and to encourage public participation in village development and administration. More specifically, it plans to design and implement technical guidance pilot projects in 30 selected villages to address topics such as: financial management and development planning; responsive, participatory, and transparent village development planning; and the publication of Village Development Plans and Village Government Budgets at various public facilities.

Publishing budget information in public village spaces and providing physical accessibility to this information makes the commitment relevant to the OGP value of access to information. While the overall goal (to improve open government at the village level) is laudable, the specific steps that the Ministry of Home Affairs will undertake as part of the pilot projects mostly involve top-down knowledge transfers from the central government to the local level. For example, the technical counseling for village financial management, Village Development Program Plans, and Village Government Budgets are designed to help villages adhere to the same standards as the central government, but it is unclear how the public will be involved in these processes. Publishing budgetary information in public locations does, however, represent an improvement in transparency, as the online publication of such information might not necessarily facilitate accessibility or availability.

Completion

Overall, this commitment was substantially completed.

The pilot projects have started, but are not fully completed. The pilot projects are being implemented in 30 villages, across three provinces and six regencies or cities (five villages per regency/city).[2] The Ministry of Home Affairs completed the baseline report for each of the 30

villages in February 2017.[3] The Ministry developed and disseminated technical guidance for village governance in March 2017[4] and village development planning and financial management in May 2017.[5] Technical assistance for responsive, participatory, and transparent village development planning was provided in July and August 2017 at the following three locations:[6]

- West Sumatera: Hotel Axana Padang, 26-28 July 2017;
- Central Java: Hotel Sunan Solo, 7-9 August 2017; and
- Maluku: Hotel Grand Villa Maluku Tenggara, 24-26 August 2017.

Additionally, technical assistance for village financial management for subnational government and village administration, as well as for village financial and asset information management, was provided in August 2017 at the following six locations:[7]

- Karanganyar Regency: 10 August 2017;
- Sukoharjo Regency: 11 August 2017;
- Maluku Tenggara Regency: 22 August 2017;
- Tual City: 23 August 2017;
- Solok Regency: 29 August 2017; and
- Sawahlunto City: 30 August 2017.

According to documentation provided to the IRM by the Ministry of Home Affairs, village midterm development plans have been issued in 13 villages (42%), work plans have been issued in 16 villages (52%), and budgets have been issues in 14 villages (45%).[8] The status of the six regent or mayor regulations ("Pergub" or "Perwalkot") for village development planning and financial management are as follows:

- Karanganyar Regency: *Perbup Karanganyar 86/2016 on Village Development* (issued in 2016);[9]
- Maluku Tenggara Regency: no data available;[10]
- Sawahlunto City: *Perwalkot Sawahlunto 13/2015 on RPJM Desa and RKP Desa* (issued in 2015);[11]
- Solok Regency: *Perbup Solok 18/2015 on Village Financial Management* (issued in 2015);
- Sukoharjo Regency: *Perda 7/2016 on Village Development Planning* (issued in 2016) and *Perbup Sukoharjo 7/2016 on the Revision to Perbup Sukoharjo 39/2015 on Village Financial Management* (issued in 2016);[12] and
- Tual City: no data available.[13]

Technical obstacles have hindered the publication of budgetary information in public spaces in many villages. For example, many villages do not develop annual or biannual work plans or budgets, and lack the basic facilities, as well as the legal mechanisms, to enforce public posting of these materials. Due to such obstacles, the Ministry of Home Affairs decided to shift the focus of this commitment from making this information publically available to providing technical assistance ("bimbingan teknis") for the village governments included in the pilot projects.

The commitment is set to be completed during three years (2017–2019) with the publication of work plans and budgets scheduled for 2019. The open village pilot project implementation report was developed, but it is an internal document and not publicly available.[14]

Next Steps
Indonesia's previous action plans have focused heavily on improving open government at the national level (such as helping ministries, government agencies, and other central institutions), as well as the subnational level (regencies, cities, provinces), but seldom at the village level.

Given the importance of village governments to the everyday lives of Indonesians, greater emphasis could be placed on village governance in future action plans. For example, future commitments could provide civil society with resources and opportunities to help facilitate participatory processes. This could prevent elitist capture of village processes and more effectively involve marginalized groups who often face barriers to participation.

As mentioned in the "Completion" section above, the Ministry of Home Affairs has changed its internal goal for finishing the pilot project to 2017–2019. Therefore, this commitment could be included in the next action plan to correspond with this timeframe.

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[1] World Bank, "Rural population (% of total population)" (2014), https://data.worldbank.org/indicator/SP.RUR.TOTL.ZS.

[2] The six regencies are Karanganyar Regency in Central Java, Maluku Tenggara Regency in Maluku, Sawahlunto City in West Sumatera, Solok Regency in West Sumatera, Sukoharjo Regency in Central Java, and Tual City in Maluku. Note: the report says 30 villages, but the list of villages sent to the IRM by the Ministry of Home Affairs had 31.

[3] "Minutes of Meeting 24 February 2017." https://drive.google.com/file/d/1Kw5J_6qQtLOEVK9EKKwTN__i8rZ6VoAs/view.

[4] Ministry of Home Affairs of the Republic of Indonesia, "Technical Guidance on Participatory Village Development Planning Model Implementation," https://drive.google.com/file/d/1dP1-HbHwa74o4xN5CVRE6rbgv7feQnB7/view.

[5] "Technical Guidance on Village Budget Management for 2017" https://drive.google.com/file/d/1JCsDDYFZ2XmaKsSeX-c9EDGWaEeGXIFK/view.

[6] Report is available at: https://drive.google.com/file/d/1-CckKYFmmtR56OPS0DMm6N4TEHSdJlVr/view. Presentation available at: https://drive.google.com/file/d/1_Mtp1ESEjY5fzvaN79uHkX9NZWW6Fz9z/view.

[7] "Pilot Project Database in 30 Villages," https://drive.google.com/file/d/1IWD-FyU551pv-RlheqXgdAD0P1eZxKk2/view.

[8] "FGD on Participatory Village Development Planning Model Implementation Preparation," https://drive.google.com/file/d/17ZvIgGE4U47TNlPr6mI7pImWFJHTcBcg/view.

[9] "Legal Information and Documentation of Karanganyar Regency," http://jdih.karanganyarkab.go.id/.

[10] "Maira Local Regulation," http://jdih.pn-tual.go.id/perda-malra.html.

[11] "Sawahlunto City," https://www.sawahluntokota.go.id/.

[12] "Legal Information and Documentation of Sukoharjo Regency," http://jdih.sukoharjokab.go.id/.

[13] "Tual Local Regulation," http://jdih.pn-tual.go.id/perda-tual.html.

[14] "Village Government Director General Report," https://drive.google.com/file/d/1L5gldLht1MLVlxI51AXzj89HiXSHx0z7/view.

Theme V: Public Information Disclosure

Commitment 17

Commitment Text:
Enhancing public information disclosure through pilot projects aimed at increasing public information utilization through public awareness campaign on availability and importance of public information presented by the Ministry of Health

Indicators of Success 2016:
1. Digital communication architecture is in place to govern integration and connectivity strategy for all digital information channels at the Ministry of Health
2. Digital communication strategy is in place to improve digital communications content performance of http://www.kemkes.go.id targeting:
  - *Increase in website visitors, 25% annually;*
  - *20% annual increase of public information download from the website (digital communications content)*

3. Expansion of Ministry of Health's social media target audience (followers and like page), 25% annually;
4. Inventory taking of all digital information channels of the Ministry and removal of inactive digital channels;
5. All links, public information and application available at http://www.kemkes.go.id are accessible and functioning;
6. Education information content is available at the: http://kemkes.go.id website.

Indicators of Success 2017:
1. Digital communication architecture governing integration and connectivity strategy for all digital information channels at the Ministry of Health is operational
2. Digital communication strategy is implemented for improving digital communications content performance of http://www.kemkes.go.id targeting
  - *Increase in website visitors, 25% annually;*
  - *20% annual increase of public information download from the website (digital communications content)*

3. Expansion of Ministry of Health's target audience (followers and like page), 25% annually;
4. All links, public information and application available at http://www.kemkes.go.id are accessible and functioning;
5. Education information content is available and regularly updated at the: http://kemkes.go.id website.

Responsible institution: Ministry of Health

Supporting institution(s): N/A

Start date: Not specified   **End date:** Not specified

Commitment Overview	Specificity	OGP Value Relevance	Potential Impact	On Time?	Completion

	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Tech. and Innov. for Transparency and Accountability	None	Minor	Moderate	Transformative		Not Started	Limited	Substantial	Complete
17. Overall			✔		✔					✔			No			✔	

Context and Objectives

The 2008 Public Information Disclosure Law ("UU Keterbukaan Informasi Publik/KIP") guarantees Indonesians the right to access public information. Although the Public Information Disclosure Law scores well on the Global Right to Information (RTI), at 101 out of 150,[1] a 2012 report criticizes the low level of awareness and implementation of the law.[2] This commitment aims to enhance public information disclosure by raising awareness of the information provided by the Ministry of Health. Prior to this action plan, the Ministry of Health lacked a general communication strategy to provide clear instruction to all of the Ministry's service delivery units. Moreover, the Ministry of Health plays a major role in the country's health care reforms (begun in 2014), which envision universal coverage by 2019.

This commitment identifies six intended outcomes, including the creation of a digital communication strategy and the expansion of the Ministry's social media audience by 25% annually. Since the Ministry also aims to upload and update information on its website, this commitment is relevant to the OGP value of access to information. However, most of the intended outcomes are primarily internal government indicators that lack a public-facing element, and the actual steps the government will take to achieve them are not explained. Increasing the number of website visitors and social media followers, though useful in spreading awareness of already-available information, does not address the information's quality or usability. Additionally, it is unclear from the commitment what is meant by "digital communication architecture" and how it would improve intra-ministry communication. Due to the low level of specificity and the internal focus of the commitment, it is unlikely to significantly improve access to information.

Completion

Overall, this commitment was substantially completed.

Regarding the establishment of a digital communication architecture, the Ministry of Health has developed a document outlining its strategy to integrate its multiple digital communication channels (e.g. website and social media platforms).[3] This strategy addresses internal communications reform within the Ministry, as well as how the Ministry's communication architecture can better engage the public and promote greater transparency and accountability.

Two indicators of this commitment's progress are a 25% increase in website visitors and a 20% increase in website downloads. The Ministry partially met their intended benchmarks. Between April–July 2016 and April–July 2017, the average number of website visitors increased by 42% (from 197,424 to 281,468 visitors).[4] The total number of website downloads has also increased by 12%, from an average of 251,840 downloads between April–July 2016 and 282,049 downloads between April–July 2017.[5]

The last four indicators of progress relate to the Ministry of Health's communication channels and website content. As of June 2017, the Ministry has expanded its social media audience by approximately 20% on Twitter, 89% on Facebook, and 543% on Instagram.[6] The Ministry verified that its digital channels are operational, including Twitter (@kemenkesri), Instagram (kemenkes_ri) and Facebook (Kementerian Kesehatan RI); however, it is unclear if the Ministry has removed any of its inactive digital channels.

The Ministry's review of its website (www.kemkes.go.id), including the accessibility and function of links and public information has been completed.[7] The IRM spot-checked 20 links on the website in January 2018, and the information was available for all links except one, the Inspectorate General Form and Circular webpage. The accessibility of information ranges across the 20 links: some, like the National Health Central Catalogue, contain a vast range of available information and others, like the Health Agenda, only provide information up to 2016. The Ministry's website and social media team has been uploading content regularly on the website and social media accounts.

Next Steps

Healthcare is particularly salient in Indonesia given the ambitious goal of universal coverage by 2019. However, the commitment in the current action plan, though potentially important for improving information dissemination, is only a small step in this policy area. If carried forward into the future action plans, the Ministry of Health could better align its deliverables and intended outcomes with the broader healthcare reform. Notably, the Ministry of Health could commit to public consultations regarding access to and quality of healthcare, particularly with rural and marginalized communities who may lack access to quality healthcare. The Ministry could also consider establishing a mechanism by which the public can report issues in healthcare coverage, such as corruption, lack of medicine at health facilities, or long waiting times.

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[1] See: http://www.rti-rating.org/country-data/scoring/?country_name=Indonesia.
[2] Freedominfo.org, "Reports Critically Assess RTI Performance in Indonesia" (12 Mar. 2012), http://www.freedominfo.org/2012/03/reports-critically-assess-rti-performance-in-indonesia/.
[3] "Ministry of Health's Communication Strategy," https://drive.google.com/file/d/1e-bs38Cs8af2aslXDV4Zrr5yBYendh9L/view.
[4] Although this document is for internal use and not publicly available, the IRM consultant was able to verify the information provided by the Ministry of Health upon request.
[5] *Ibid.*
[6] "Ministry of Health Social Media Presence," https://docs.google.com/spreadsheets/d/18SJcpe_6OSiV74t1NdOr2DRWLllJZgdbJBXc4s2PTKc/edit#gid=1974167885.
[7] Commonly known as "Katalog Induk Nasional Kesehatan (KINK)" in Indonesia.

Commitment 18

Commitment Text:
Enhancing public information disclosure through pilot projects aimed at increasing public information utilization through public awareness campaign on availability and importance of public information presented by the Ministry of Education and Culture

Indicators of Success 2016:
1. Digital communication architecture is in place to connectivity strategy for all digital information channels at Ministry of Education and Culture (Digital Communications Infrastructure);
2. Digital communication strategy is in place to improve performance of http://www.kemdikbud.go.id targeting:
   - *7% annual increase in website visitors*
   - *7% annual increase of public information download from the website (Digital Communications Content)*
3. Expansion of Ministry of Education and Culture's social media target audience (followers and like page), 15% annually;
4. Inventory taking and verification of all official social media accounts of the Ministry and removal of inactive accounts;
5. All links, public information and application available at http://www.kemdikbud.go.id; are accessible and functioning;
6. Education information content is regularly uploaded and available at the Ministry's site: http://www.kemdikbud.go.id; and the Ministry's social media accounts.

Indicators of Success 2017:
1. Digital communication architecture is operational governing integration and connectivity strategy for all digital information channels at Ministry of Education and Culture (Digital Communications Infrastructure); 2. Digital communication strategy is implemented in improving digital communications content performance of http://www.kemdikbud.go.id targeting:
   - *10% annual increase in website visitors*
   - *10% annual increase of public information download from the website (Digital Communications Content)*
3. Expansion of Ministry of Education and Culture's social media target audience (followers and like page), 10% annually;
4. Increased periodical monthly publication of education and culture content at the Ministry's social media accounts, 15% annually;
5. Education information content is regularly updated and available at the Ministry's site: http://www.kemdikbud.go.id; and the Ministry's social media accounts.

Responsible institution: Ministry of Education and Culture

Supporting institution(s): N/A

Start date: Not specified   **End date:** Not specified

Commitment Overview	Specificity	OGP Value Relevance	Potential Impact	On Time?	Completion

	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Tech. and Innov. for Transparency and Accountability	None	Minor	Moderate	Transformative		Not Started	Limited	Substantial	Complete
18. Overall		✓			✓					✓			No			✓	

Context and Objectives

While the Ministry of Education and Culture provides vital public services, there is no single standard regulating how information is distributed among its various platforms (e.g. website and social media). This commitment aims to improve public information disclosure by raising public awareness on the availability and importance of information provided by the Ministry of Education and Culture. The commitment identifies six outcomes, including the development of a digital communication architecture and periodically uploading education content to the Ministry's website and social media accounts. By increasing the amount of information disclosed, this commitment is relevant to the OGP value of access to information.

Like Commitment 17 (enhancing public information disclosure by the Ministry of Health), most of this commitment's expected outcomes are internal indicators of success and it is not clear what steps the government will take to achieve them or how they will improve open government. While increasing the number of visitors to the Ministry's website and social media platforms might theoretically indicate public awareness of this information, they do not address the data's quality or usability. Additionally, the commitment includes ambiguous outcomes, such as the "digital communication architecture," that require further explanation as to how they might improve inter-ministerial communication or increase awareness of already-disclosed information. Due to the general emphasis on internal benchmarks, it is unlikely that this commitment will significantly improve access to information from the Ministry of Education and Culture.

Completion

Overall, this commitment was substantially complete.

The Ministry of Education and Culture has developed and regularly updates their digital communication architecture, an internal strategy document addressing how all levels of the Ministry can improve their digital communication to increase public awareness. The two most recent updates took place on April 2017[1] and July 2017.[2] The Ministry has also fully implemented its digital communication strategy and exceeded its own benchmark. In 2017, the number of website visitors increased by approximately 94% (from 7,526,312 to 14,587,314 visitors) compared to the previous year.[3] In the same timeframe, the number of public downloads from the Ministry's website also increased by 9,750%, or from 8,031 downloads to 784,164 downloads.[4]

Regarding the Ministry's social media expansion, the Ministry surpassed its growth target of 15% on both of its digital channels: its Facebook page grew 16% from March to July 2017,[5] and its Twitter feed[6] grew 125% from August 2016 to October 2017.[7] Additionally, the Ministry has completed an inventory of its social media accounts to ensure they're functioning.[8] Although the Ministry did not provide any documentation of its increased social media posting, the IRM consultant was able to independently verify consistent publication of new content on the Ministry's Facebook and Twitter feeds. It is not clear, however, if this increase has met the 15% annual benchmark, as stated in the action plan.

The Ministry completed its review of the links and public information available on its website (www.kemdikbud.go.id).[9] The IRM independently verified 15 links at random. Only two links, the Database for Teachers and Indonesian for Foreigners, were not working properly. However, the IRM consultant was unable to assess whether the Ministry regularly updates educational content on its website and social media channels.

Next Steps

Overall, while this commitment represents a positive initiative toward greater access to information, future commitments should address the disparity between the objective and the deliverables presented in the action plan. If this commitment is carried forward into the next action plan, the Ministry of Education could go beyond raising awareness of its information and the internal government indicators of success. For example, the Ministry of Education could commit to soliciting public feedback on the quality and usability of its information, and incorporating this feedback into its information dissemination.

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[1] "Ministry of Education and Culture's Digital Communication Strategy and Architecture April 2017," https://drive.google.com/open?id=1fxrCWhlcRjppdFX0UL_dLJj12pKUGekX.

[2] "Ministry of Education and Culture's Digital Communication Strategy and Architecture July 2017," https://drive.google.com/open?id=1hyYf1rMZJq1FbVmaJzsvXwa1Am3qj_7F.

[3] *Ibid.*

[4] *Ibid.*

[5] The Ministry of Education and Culture's Facebook page is available at: http://facebook/kemdikbud.ri.

[6] The Ministry of Education and Culture's Twitter feed is available at: http://twitter.com/Kemdikbud_RI.

[7] "Ministry of Education and Culture's Digital Communication Strategy and Architecture July 2017," *Ibid.*

[8] *Ibid.*

[9] *Ibid.*

Commitments 19 and 20

Commitment 19: *Enhancing public information disclosure through pilot projects aimed at increasing public information utilization through public awareness campaign on availability and importance of public information presented by the Ministry of Research Technology and Higher Education*

Indicators of Success 2016:
Pilot Project to increase public information utilization through "public awareness campaign" on availability and importance of public information through:
1. Development of Public Information List (DIP);
2. 25% increase of Ministry's website visitors, from December 2015 total visitors figure;
3. 25% increase in the number of the Ministry's social media account followers, from December 2015 figure.

Indicators of Success 2017:
Pilot Project to increase public information utilization through "public awareness campaign" on availability and importance of public information through:
1. Increase in the number of public information available in the information service website, 25% of the information listed in DIP per December 2016.
2. 50% increase of the Ministry's website visitors, from December 2015 figure;
3. 50% increase in the number of the Ministry's social media account followers, from December 2015 figure

Commitment 20: *Public information disclosure at higher education institutions*

Indictors of Success 2016:
1. Formulation of Minister of Research Technology and Higher Education Regulation (Permenristekdikti) on Public Information Management
2. Pilot projects for public information disclosure strengthening at 5 Public Universities (PTN) (1 Legal Enterprise university (PTN Badan Hukum), 2 semi autonomous universities (PTN BLU), and 2 service unit universities (PTN Satker) to implement the Ministerial Regulation on Public Information Management in the research technology and higher education sector

Indicators of Success 2017:
100 % Public Universities (PTN) have understood and implemented provisions in the Minister of Research Technology and Higher Education Regulation (Permenristekdikti) on Public Information Management in the research technology and higher education sector and Pilot Projects in 6 public universities (3 semi autonomous universities (PTN BLU) and 3 service unit universities (PTN Satker))

Responsible institution: Ministry of Research, Technology and Higher Education

Supporting institution(s): N/A

Start date: Not specified   **End date:** Not specified

Commitment Overview	Specificity	OGP Value Relevance	Potential Impact	On Time?	Completion

	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Tech. and Innov. for Transparency and Accountability	None	Minor	Moderate	Transformative		Not Started	Limited	Substantial	Complete
19. Enhance public information disclosure through pilot projects			✓		✓				✓				No		✓		
20. Public information disclosure at higher education institutions			✓		✓				✓				No		✓		

Context and Objectives

Although Indonesia's public information disclosure act (*UU KIP*) legally guarantees citizens the right to seek, obtain, and utilize public information, there is a low level of public awareness around the information provided by the Ministry of Research, Technology, and Higher Education, as well as the Indonesian universities with which it coordinates activities. Commitments 19 and 20 seek to enhance information disclosure by the Ministry and universities through a series of activities, making them relevant to the OGP value of access to information.

As part of its public awareness campaign, the Ministry of Research, Technology and Higher Education will increase information available on its information service website. It will also develop a Public Information List (DIP)[1] of all information available from the relevant government agencies.[2] DIP ensures that relevant information is available at all times, even when the information is not specifically requested, in accordance to Article 11 of *UU KIP*. The Ministry also seeks to formulate a Ministerial Regulation on Public Information Management (*Permenristekdikti*) and pilot the implementation of this regulation at six public universities, three semi-autonomous universities, and three service universities.

The awareness-raising campaign, specifically the development of DIP, is verifiable and the commitment provides benchmarks for progress (e.g. 50% increase in website visitors and implementation of the regulation at six public universities). However, it does not identify what steps the Ministry will take to achieve these targets, nor does it indicate what content the regulation will cover. While the commitment could improve public awareness of the information provided by the Ministry and universities, it does not provide the public with additional mechanisms to utilize or contribute to the information. Increasing the number of website visitors and social media followers is a positive step toward greater public awareness of the Ministry's information, but does not address the quality of the information provided. Furthermore, it is

unclear how the development of the DIP and the Regulation on Public Information Management will lead to greater information disclosure at universities.

Completion
Commitment 19
The completion for this commitment was limited.

As of August 2017, 14 of the Ministry's delivery units[3] have developed official Public Information Lists, including the Data and Information Center ("Pusdatin") and the Education and Training Center ("Diklat").[4] By September 2017, the number of website visitors was 401,922, up from 65,770 in 2016, and the Ministry had 552,000 Facebook followers, 69,700 Instagram followers, and 1,610,000 Twitter followers. The IRM consultant did not receive data from 2015, and was therefore unable to assess whether the Ministry met its benchmark for completion (i.e. 50% increase in website visitors and social media followers). Additionally, through independent verification, the IRM consultant found that the Ministry's "Information Service Desk (PPID) website has not increased its available information; in fact, no content has been published at all.[5]

Commitment 20
Completion for this commitment was also limited.

In November 2016, the Ministerial Regulation on Public Information Management[6] was signed and published on the Inspectorate General website.[7] The Ministry selected six universities in August 2017 to participate in the pilot projects, including Universitas Negeri Malang in East Java and Universitas Bengkulu in Bengkulu.[8] The Ministry measures project implementation based on the following criteria: 1) the availability of Public Information List (DIP); 2) the formation of an Information Service Desk (PPID); 3) the creation of a separate PPID website; 4) the availability of public information on the website; and 5) the quality of PPID services. Of the six universities, all but one has met the second criteria (PPID). Since the Ministry did not provide any additional information on their evaluation, the IRM consultant was unable to assess what percentage of the universities have fully implemented the Ministerial Regulation. It is also unclear if the Ministry has begun to implement pilot projects in the three semi-autonomous universities (*PTN BLU*) or the three service unit universities (*PTN Satker*).

Next Steps
While these commitments could help raise awareness of the Ministry's available information, they do not address potential issues of the quality or usability of the information. If these commitments are carried forward to future action plans, the Ministry should go beyond internal government indicators (e.g. increasing website visits or social media followers), and focus on improving the quality of the available information via public feedback.

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[1] Commonly referred to as "Daftar Informasi Publik" or "DIP."
[2] The Public Information List Manual is available at: https://ppid.kominfo.go.id/jenis-informasi/inf-setiap-saat/daftar-informasi-publik/.
[3] The 14 delivery units are: Data and Information Center, Education and Training Center, Scientific and Technological Advancement Center, Scientific and Technological Research Center, Eijkman, Inspectorate General, Directorate General of Innovation Enhancement, Directorate General of Learning and Students, Directorate of Science and Techno Park, Bureau of Finance and General Affairs, Bureau of Human Resources, Bureau of Legal and Organizational Affairs, and the Bureau of Planning.
[4] "Research, Technology, and Higher Education Ministry's Training and Education Center Public Information List," https://drive.google.com/open?id=1IZBcBw2qFf09JbYyZcNQ3DzFpOXqvJd-.
[5] See https://ristekdikti.go.id/ppid/.

[6] Commonly referred to as "Peraturan Menteri Riset, Teknologi, dan Pendidikan Tinggi" or "Permenristekdikti."

[7] Available at: http://itjen.ristekdikti.go.id/index.php/produk-hukum/kata-pengantar/.

[8] "Letter on Open Government Pilot Project," https://drive.google.com/open?id=1wYa7N1zKwdCJJmIwVexypQ3JMUFaeqIy.

Theme VI: Data Governance

21. Enhancing budget transparency information system

Commitment Text:
Indicators of Success 2016:
Development of budget data portal based on Presidential Regulation on Detailed State Budget (Rincian APBN)

Indicators of Success 2017:
1. A link to budget data portal is available in the home page of kemenkeu.go.id and national data portal of data.go.id;
2. Budget data portal will be linked to the data portal of at least 6 Ministries/Agencies providing essential services (Public Works and Housing, Health, Education and Cultture, Research Technology and Higher Education, Social Affairs, Transportation and National Development Planning Agency (Bappenas)).

Responsible institution: Ministry of Finance (Director General Budget)

Supporting institution(s): N/A

Start date: Not specified   **End date:** Not specified

Commitment Overview	Specificity				OGP Value Relevance				Potential Impact				On Time?	Completion			
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Tech. and Innov. for Transparency and Accountability	None	Minor	Moderate	Transformative		Not Started	Limited	Substantial	Complete
21. Overall				✓	✓						✓		No			✓	

Context and Objectives
Public access to the state budget[1] has long been a top priority for the Ministry of Finance. In recent years, the Ministry has published state budget plans on various media channels, especially news publications. In 2016, the International Budget Partnership (IBP) published an updated list of indicators for open budget planning which includes publication of the state budget on official websites.[2] The Ministry agreed with the IBP report, as they believe that online availability will significantly increase the effectiveness of public participation, which is a key indicator of open budget planning.

This commitment creates a state budget data portal (linked to the Presidential Regulation on a detailed state budget) that allows the Ministry of Finance to provide detailed information such as the intended use of items in the budget or the rationale behind their inclusion. It also plans to link the portal to the existing portals of six ministries and one agency: The Ministry of Public Works and Housing; the Ministry of Health; the Ministry of Education and Culture; the Ministry of Research, Technology and Higher Education; the Ministry of Social Affairs; the Ministry of Transportation; and the National Development Planning Agency (Bappenas). Creating a public budget data portal is relevant to the OGP value of access to information.

Prior to this action plan, there was no single source for budget data, and this information was only published in newspapers, thereby reaching a limited audience. The IBP's 2015 Open Budget Survey found that Indonesia provided the public with limited budget information, and that Pre-Budget Statements were for internal use only.[3] Because budget information is not easily accessible, the development of a budget portal could significantly improve access to budget information as it would consolidate such information for six ministries into a single place.

Completion
Overall, this commitment is substantially complete.

The budget portal is online and operational through the Data APBN website.[4] The Ministry of Finance launched the portal on 14 September 2016 during the "Fiscal Transparency Portal Workshop," organized with the Global Initiative for Fiscal Transparency (GIFT). The portal is also available on kemenkeu.go.id. The interim 2016 IBP Open Budget Survey found that Indonesia has made its pre-budget and other budgetary information available for public access.[5]

While the portal is operational, the data is not yet integrated with updated budget data from each ministry, agency, and local government. Additionally, there is no way to leave feedback on the published documents.

The homepage for One Data Portal (https://data.go.id/) has neither a link to the budget portal, nor to the websites of government ministries, but the Portal's homepage does have a section for data on main budgetary items. For example, there is budgetary information for education related to the Ministry of Education and Culture and the Ministry of Research, Technology, and Higher Education;[6] health care budgetary information related to the Ministry of Health;[7] infrastructure budgetary information related to the Ministry of Public Works and Housing and the Ministry of Transportation;[8] and budgetary information on poverty alleviation, food sovereignty, central government expenditures, and rural and regional funding, related to Bappenas and the Ministry of Social Affairs.[9]

According to the Ministry of Finance, while the commitment originally aimed to link the budget portal to the ministry websites, it was since decided that it would be more efficient to group the data based on their scope of work, rather than by ministry. (Many ministries' work often overlap.)

Next Steps
While the data portal is a useful compliment to the existing methods of publishing information via news and media channels, the portal needs further development. Moving forward, the IRM recommends developing a feedback mechanism to allow users to leave direct comments on budget documents. The portal could also be expanded to include budgetary information for additional government ministries and agencies.

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[1] Commonly known as "Anggaran Pendapatan dan Belanja Negara" or "APBN."

[2] See the Open Budget Survey Tracker, available at: https://www.internationalbudget.org/open-budget-survey/tracker/.

[3] See the International Budget Partnership's 2015 Open Budget Survey for Indonesia, https://www.internationalbudget.org/wp-content/uploads/OBS2015-CS-Indonesia-English.pdf.

[4] Available at: http://www.data-apbn.kemenkeu.go.id/.

[5] See the International Budget Partnership 2016 Open Budget Survey: https://www.internationalbudget.org/open-budget-survey/tracker/.

[6] Budgetary information on education is available at: http://www.data-apbn.kemenkeu.go.id/Dataset/Topics/1.

[7] Budgetary information on health is available at: http://www.data-apbn.kemenkeu.go.id/Dataset/Topics/2.

[8] Budgetary information on infrastructure is available at: http://www.data-apbn.kemenkeu.go.id/Dataset/Topics/3.

[9] Budgetary information on poverty alleviation is available at: http://www.data-apbn.kemenkeu.go.id/Dataset/Topics/4; budgetary information on food sovereignty is available at: http://www.data-apbn.kemenkeu.go.id/Dataset/Topics/5; budgetary information on the central government expenditures is available at: http://www.data-apbn.kemenkeu.go.id/Dataset/Topics/6; budgetary information on rural and regional funding is available at: http://www.data-apbn.kemenkeu.go.id/Dataset/Topics/7.

22. Strengthening of inter government agency data governance

Commitment Text:
Indicators of Success 2016:
1. Issuance of Presidential Regulation on "One Data" Policy;
2. One Data" Pilot Project in 7 Ministries/Agencies:
a. Ministry of Energy and Mineral Resources
b. Ministry of Health
c. Ministry of Education and Culture
d. Ministry of Research Technology and Higher Education
e. Ministry of Environment and Forestry
f. Ministry of Maritime Affairs and Fisheries
g. Ministry of National Development Planning/ Bappenas

Indicators of Success 2017:
"One Data" Pilot Project is implemented in 7 Ministries/Agencies:
a. Ministry of Energy and Mineral Resources
b. Ministry of Health
c. Ministry of Education and Culture
d. Ministry of Research Technology and Higher Education
e. Ministry of Environment and Forestry
f. Ministry of Maritime Affairs and Fisheries
g. Ministry of National Development Planning/ Bappenas

Responsible institution: Presidential Staff Office and National Development Planning Agency (Bappenas)

Supporting institution(s): N/A

Start date: Not specified   **End date:** Not specified

Commitment Overview	Specificity				OGP Value Relevance				Potential Impact				On Time?	Completion			
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Tech. and Innov. for Transparency and Accountability	None	Minor	Moderate	Transformative		Not Started	Limited	Substantial	Complete
22. Overall		✓			✓					✓			No	✓			

Context and Objectives
During the development of Indonesia's previous action plan, the government considered improved data governance across government ministries and agencies to be an essential part

of open government for the country. As such, this commitment seeks to develop and implement the One Data Policy to better distinguish classified versus publicly available information, and to better coordinate data policy across ministries. The commitment also calls for the implementation of One Data pilot projects across seven ministries and agencies: The Ministry of Energy and Mineral Resources; the Ministry of Health; the Ministry of Education and Culture; the Ministry of Research, Technology and Higher Education; the Ministry of Environment and Forestry; the Ministry of Maritime Affairs and Fisheries; and the National Development Planning (Bappenas). The One Data Policy and the open data pilot projects are relevant to the OGP value of access to information.

While there are specific commitments in the current plan calling for public disclosure of information by the Ministry of Health (Commitment 17), the Ministry of Education and Culture (Commitment 18), and the Ministry of Research, Technology and Higher Education (Commitment 19), these commitments focus on the availability of their public information. Commitment 22 would develop an intragovernmental policy on determining what information is deemed "public." While a single, government-wide data policy could lead to better data governance and coordination, it is unclear how this policy will be developed, or how it will be implemented in the seven selected entities. Because of this lack of specificity in the design and implementation, this commitment's potential impact is considered minor.

Completion
Implementation of this commitment did not start. The Presidential Regulation on the One Data Policy has not been issued. Currently, the regulation is on its twelfth draft, and is awaiting presidential signature.

All seven pilot projects have been cancelled. During the first focus group where the OGI Secretariat met with government ministries and agencies to assess implementation of the One Data Policy, a total of seven ministries volunteered for the pilot projects. However, these ministries had different commitment levels; some already had begun to develop their respective data management projects. These were not necessarily similar to the One Data Policy and not under the OGI Secretariat's policy coordination. After further deliberation, it was decided that the pilot projects had become irrelevant and subsequently, they were cancelled altogether.

The OGI Secretariat team visited a few ministerial offices to observe and identify problems pertaining to their data management systems. The identified problems were then incorporated into the Presidential Regulation on One Data Policy.

Next Steps
Given that the seven pilot projects were canceled, the IRM does not recommend carrying this commitment forward to the next action plan.

City Government of Banda Aceh

Commitment 23: *Open Data Implementation*

Indicator of Success 2016:

Data integration of 20 Work Units (SKPD) into Banda Aceh data portal (data.bandaacehkota.go.id)

Indicator of Success 2017:

Data integration of 41 Work Units (SKPD) into Banda Aceh data portal (data.bandaacehkota.go.id)

Responsible institutions: Regional Development Planning Agency (Bappeda), Office of Transportation, Communications and Informatics (Dishubkominfo)

Supporting institution(s): N/A

Start date: Not specified   **End date:** Not specified

Commitment 24: *Strengthening of Public complaints channels*

Indicators of Success 2016:

1. Integration of 2 (two) public aspiration and complaints channels belonging to the City Government of Banda Aceh (lpm.bandaacehkota.go.id and suwarga.bandaacehkota.go.id) into LAPOR!-SP4N;

2. Issuance of Mayor Decree (SK Walikota) on Public Services Complaints Administration based on Ministry of State Apparatus and Civil Service Reform Circular (SE MenPANRB) No 4 of 2016 on National Integration of Public Services Complaints Administration for Regional Governments into LAPOR!- SP4N Application;

3. Monitoring and evaluation report of public complaints follow up is available at all work units (SKPD)

Indicators of Success 2017:

1. Percentage of effective follow up of public complaints (75%)

Responsible institution: Development Administration Division, Office of Transportation, Communications and Informatics (Dishubkominfo)

Supporting institution(s): N/A

Start date: Not specified   **End date:** Not specified

Commitment 25: *Enhanced information disclosure at village levels (Gampong (desa)).*

Indicators of Success 2016:

1. Issuance of Regent Regulation (Perbup) on Village/Urban Ward (Desa/Kelurahan) Information Services System

2. Publication of Village Administration Planning, Budgeting, Program Implementation, Evaluation and Reporting through public outdoor spaces and website at 20 selected villages

Indicators of Success 2017:

1. Publication of Village Administration planning, budgeting, program implementation, evaluation and reporting through public space media and website in 70 selected villages.

Responsible institutions: Community Empowerment Agency (BPM)- Office of Transportation Communications and Informatics (Dishubkominfo)

Supporting institution(s): N/A

Start date: Not specified   **End date:** Not specified

Commitment Overview	Specificity				OGP Value Relevance				Potential Impact				On Time?	Completion			
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Tech. and Innov. for Transparency and Accountability	None	Minor	Moderate	Transformative		Not Started	Limited	Substantial	Complete
23. Open data implementation				✓	✓			✓		✓			Yes				✓
24. Strengthen public complaints channels			✓		✓	✓	✓				✓		No		✓		
25. Enhanced information disclosure at village levels				✓	✓			✓			✓		No		✓		

Context and Objectives

Banda Aceh is the capital and largest city of Aceh province, located on the northern tip of the island of Sumatra. Banda Aceh sustained significant damage and loss of life during the 2004 Indian Ocean earthquake and subsequent tsunami due its proximity to the earthquake's epicenter. Aceh province experienced an armed conflict between the central government and the separatist group, Free Aceh Movement (GAM), for nearly three decades until both sides signed a peace deal in August 2005, in the aftermath of the tsunami. The peace deal provided Aceh province with broad political and cultural autonomy.

Three commitments in this action plan involve the City Government of Banda Aceh. Commitment 23 calls for integrating the regional Work Units (SKPD) into the central Banda

Aceh open data portal (20 Work Units in 2016 and 41 in 2017).[1] This commitment was proposed by civil society during the action plan development, and is part of Banda Aceh's broader open data program that began in 2011. Commitment 24 involves the integration of two Banda Aceh public complaint channels (lpm.bandaacehkota.go.id and suwarga.bandaacehkota.go.id) into the LAPOR!-SP4N system.[2] Commitment 25 seeks to enhance information disclosure at the village level by publishing Village Administration Planning, Budgeting, Program Implementation, Evaluation, and Reporting both online and through public outdoor spaces in selected villages.

Commitments 23 and 25 are relevant to the OGP value of access to information because they involve data integration into the Banda Aceh open data portal and the disclosure of village administration information. Commitment 24 aims to integrate Banda Aceh's complaint channels to LAPOR!-SP4N and publish reports on the follow-up to public complaints, making it relevant to the OGP values of access to information and public accountability. The three commitments include outcomes that are mostly verifiable, such as the specific number of Work Units to be integrated into the open data portal, the number of complaint systems to be integrated into LAPOR!-SP4N, and the number of villages that will publish their administration information (20 in 2016 and 70 in 2017).

By integrating Banda Aceh's data into the single open data portal (Commitment 23), citizens who request data will no longer need to go to the Information Service Desk (PPID. However, Commitment 23 does not specify what kind of data will be published, its format, or its relevance to citizens. Moreover, this commitment is unlikely to change access to information because it does not address low levels of internet access in the area.

Integration of the two public complaint channels into LAPOR!-SP4N (Commitment 24) could improve their efficiency by redirecting complaints to the relevant government entities, but this commitment does not provide measures to ensure the quality of responses to complaints. Also, while Commitment 24 plans to publish monitoring and evaluation reports for the responses, it does not establish any additional accountability or tracking mechanisms for public complaints submitted through LAPOR!-SP4N.

If fully implemented, Commitment 25 could improve access to budgetary information at the village level in Banda Aceh, particularly since the commitment calls for publishing information both online and in public spaces. This is salient as most village governments in Banda Aceh previously did not publish their budgets anywhere, despite public interest in this information.[3] Additionally, villages have been managing their own budgets since Law No. 6 (2014) mandated that the State Budget (APBN) will allocate funds for village governments, thus increasing the need for greater transparency.

Completion
Commitment 23
Overall, this commitment was completed.

The Head of the Regional Development Planning Agency informed the IRM consultant that all 41 Work Units in Banda Aceh had fully shared their data on the open data portal by the end of 2017.[4] There are 17 categories of information on the portal including economy and finance, health, education, and transportation. Therefore, this commitment is completed as the benchmarks were achieved.

It should be noted that the integration of the Work Units into the open data portal has yet to significantly impact access to government-held information in Banda Aceh. This is because the

portal primarily addresses the information flow within the government (who have struggled with data management), instead of actively promoting the data to the public. Finally, according to a representative from Gerakan Rakyat Anti Korupsi ("GeRAK," an anti-corruption and open data CSO in Aceh), the data on the portal is not entirely up to date.[5]

Commitment 24
Overall, this commitment saw limited completion.

According to a representative from the Development Administration Division for Banda Aceh's Office of Transportation, Communications and Informatics (Dishubkominfo), the integration of the suwarga complaint system into the centralized LAPOR! system was behind schedule.[6] This integration is expected to be completed in February 2018, after the time period covered in this report. According to the representative, the 90% of public complaints submitted on the LPM are addressed.

To improve the government's provision of public services, the government enacted Mayor Regulation No. 44, which requires that all Work Units have an administrator responsible for addressing received complaints. Monitoring and evaluation of public complaints handling is regularly published by the Work Units. According to one report, there are three main public service areas in Banda Aceh City: clean water, waste management, and Islamic Sharia Law.

Commitment 25
Overall, this commitment saw limited completion.

The Regulation on Village Information System was officially signed in March 2018, after the end of the current action plan cycle. The delay was due to a lack of coordination between the Community Empowerment Agency and the Office of Transportation, Communication and Informatics (Dishubkominfo).

According to a representative from the Community Empowerment Agency, all village governments in the City of Banda Aceh have posted their village budgets on billboards in public places such as government offices and mosques, though the IRM consultant was unable to confirm this statement.[7] Dishubkominfo organized a website development training for village government officers in August 2017 to train them in managing official village websites.[8] As of July 2017, of the 90 total village governments in Banda Aceh, 62 have developed official websites, which is less than the targeted 70 villages.[9] These 62 official village websites appear to have been developed using similar templates, as the website features are the same. Moreover, some villages have not published their budget information to their websites, such as Alue Naga in the Syiah Kuala Sub-District.[10]

Early results
According to staff at the Department of Communication and Information (Diskominfo), the integration of the Work Units into the open data portal (Commitment 23) has decreased the number of in-person public information requests at the PPID office, as citizens prefer to access information through the open data portal. Data management has slowly improved since integrating the Work Units into the open data portal. Moreover, government officials can use the open data portal to develop data-driven policies.[11]

A representative from the Regional Development Planning Agency (Bappeda) of Banda Aceh, informed the IRM consultant that the publication of budgets by village governments

(Commitment 24) has improved public understanding of budget management and reduced budget misuse in the villages.[12]

Next Steps

For Commitment 23, the Community Empowerment Agency could consider increasing the number of Work Units integrated into the open data portal and further standardize dataset quality across Work Units. The existing local regulation is also important to maintain the sustainability of open data. The Major City Regulation (Perwal) concerning open data should be enacted as soon as the Presidential Regulation is enacted.

For Commitment 24, the government could strengthen Banda Aceh public complaint channels by creating standard operating procedures (SOPs) to serve as derivative rules for Mayor Regulation No. 44. The government could also encourage Work Units to report to the Development Administration Division after addressing public complaints.

For Commitment 25, the publication of village budgets should continue in the 62 villages that already possess government websites, and should begin in the remaining 38 villages.

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[1] In Indonesia, the Regional Work Units (SKPDs) are responsible for ensuring the delivery of most public services at the regional level.
[2] For more information on LAPOR!-SP4N (National Public Complaints Administration System), see Commitments 9–13 in this report.
[3] Hasym ed., "Lamduro Publikasi Anggaran Gampong ke Warga" (Serambinews 8 Oct. 2016), http://aceh.tribunnews.com/2016/10/08/lamduro-publikasi-anggaran-gampong-ke-warga.
[4] Taufik (Lead of Division of E-Government in Department of Communication and Informatics), interview with IRM consultant.
[5] Askalani (Coordinator of Gerakan Rakyat Anti Korupsi), interview with IRM consultant,15 Mar. 2018.
[6] Kadafi, (Head of Department of Communications and Informatics), interview with IRM consultant.
[7] Arliadi (Community Empowerment Agency), interview with IRM consultant, 14 Mar. 2018.
[8] *Ibid.*
[9] See: "Daftar Official Site Web Gampong Kota Banda Aceh" at https://goo.gl/vz2xz5.
[10] See: http://aluenaga-gp.bandaacehkota.go.id/.
[11] Dwi (Staff Diskominfotik City of Banda Aceh 2015–2017), phone interview with IRM consultant, 20 Feb. 2018.
[12] Safwan (Bappeda of Banda Aceh), interview with IRM consultant, 13 Mar. 2018.

City Government of Bandung

Commitment 26: *Increase in the number of open data*

Indicators of Success 2016:

Availability of 1,000 documents/data file in the City of Bandung data portal

Indictors of Success 2017:

Availability of 1,500 documents/data file in the City of Bandung data portal

Responsible Institution: Communications and Informatics (Diskominfo)

Supporting institution(s): N/A

Start date: Not specified   **End date:** Not specified

Commitment 27: *Improved Public Services*

Indicators of Success 2016:

1. Services standards information is available for 75% of work units (SKPD), comprehensive and updated at http://standarpelayanan.bandung.go.id;

2. Percentage of Work Units (SKPD) awarded green zone service standards reaching 65%.

Indicators of Success 2017:

1. Services standards information is available for all work units (SKPD), comprehensive and updated based on the most recent Organizational Structure and Work Relations (SOTK);

2. Adding public comments feature to facilitate interaction with citizens;

3. Percentage of Work Units (SKPD) awarded green zone service standards reaching 75%

Responsible Institution: Regional Government Organization and Civil Service Empowerment (ORPAD)

Supporting institution(s): N/A

Start date: Not specified   **End date:** Not specified

Commitment 28: *Transparency in the Regional Government Budget System*

Indicators of Success 2016:

1. Publication of 2016 budget for all work units (SKPD) through the Information Services Desk (PPID) website for the City of Bandung at http://ppid.bandung.go.id;

2. Publication of Community Grant channeling process for the City Government of Bandung through SABILULUNGAN application at http://sabilulungan.bandung.go.id through the following stages:

a. Citizens are able access the grant proposal and social assistance (bansos) process up to the nominated list of grant and social assistance potential recipients;

b. Proposal value information is available, both proposed and approved value;

c. Citizens are able to gather information on proposed and approved detailed expenditure plan to understand and be informed of verified results.

d. Information disclosure on the goals and objectives of grants, bank and account of grant recipients, rights and responsibilities of grantors and grantees as stipulated by Regional Government Grant Agreement (NPHD)

e. Regulations menu is available to inform changes in prevailing regulations, for citizens to understand grants and social assistance mechanism.

Indicators of Success 2017:

1. Publication of e-budgeting system application in the City Government of Bandung through the Information Services Desk (PPID) website for the City of Bandung;

2. Data and application update of SABILULUNGAN application through melalui the following stages:

> *a. Citizens are able to access grants disbursement information based on Disbursement Orders (SP2D) to trace whether funds are recived by recipients and whether grant/social assistance activities are underway/completed.*
>
> *b. Process tracking menu is available. from proposal stage to grants and social assistance disbursement stage;*
>
> *c. Announcement feature is available, to facilitate information access for grant and social assistance recipients related to responsibilities to: (i) submit grant and social assistance reports in timely fashion; (ii) understand procedures in formulating grant and social assistance reports as well as other information.*

Responsible Institution: Office of Regional Government Financial and Asset Management (DPKAD)

Supporting institution(s): N/A

Start date: Not specified   **End date:** Not specified

Commitment 29: *Strengthening contract and procurement information disclosure in the City Government of Bandung*

Indicators of Success 2016:

1. Integration of Bandung Integrated Resource Management System (BIRMS) Kota Bandung http://birms.bandung.go.id with the National Procurement Office's (LKPP) General Procurement Plan System (SIRUP);

2. Integration of BIRMS with Regional Government Financial Management Information System (SIMDA) in the Office of Regional Government Financial and Asset Management (DPKAD)

Indicators of Success 2017:

1. Incorporating e-contract into BIRMS referring to the epurchasing (e-catalogue) schemes;

2. Integration into the e-budgeting system

Responsible Institution: Office of Regional Government Financial and Asset Management (DPKAD)

Supporting institution(s): N/A

Start date: Not specified   **End date:** Not specified

Commitment 30: *Enhancing the LAPOR! application*

Indicators of Success 2016:

All public complaints channels/applications are integrated into LAPOR!-SP4N application based on Minister of State Apparatus and Civil Service Reform Circular (SE MenPANRB) No. 4 of 2016 on National Integration of Public Services Complaints Administration for Regional Governments into LAPOR!-SP4N Application

Indicators of Success 2017:

Development and utilization of LAPOR! dashboard as public complaints application hub

Responsible Institution: Office of Communications and Informatics and Regional Development Planning Agency (Bappeda)

Supporting institution(s): N/A

Start date: Not specified   **End date:** Not specified

Commitment 31: *Increase citizens' satisfaction of public complaints handling services administered by the City of Bandung*

Indicators of Success 2017:

Citizens satisfaction survey of complaints handling services provided by LAPOR! is conducted.

Responsible Institution: N/A

Supporting institution(s): N/A

Start date: Not specified   **End date:** Not specified

Commitment 32: *Enhanced information disclosure on citizens' proposals to Regional House of Representatives (DPRD) Members, gathered during recess period*

Indicators of Success 2016:

Publication of citizens' input to Regional House of Representatives (DPRD) members, gathered during parliamentary recess through eReses publication at htpp://RegionalDevelopment Planning Agency (Bappeda).bandung.go.id/reses

Responsible Institution: N/A

Supporting institution(s): N/A

Start date: Not specified   **End date:** Not specified

Commitment 33: *Greater public participation in disseminating development information*

Indicators of Success 2016:

Outreach of Supporting Information Service Desk (PPID sub-pembantu) creation at elementary school levels, representing 146 public elementary schools (SDN) and 54 public junior high schools (SMPN).

Indicators of Success 2017:

1. Development of Supporting Information Service Desk (PPID sub-pembantu) at elementary school levels, representing 146 public elementary schools (SDN) and 54 public junior high schools (SMPN).

2. Information dissemination and technical assistance to Supporting Information Service Desk (PPID sub-pembantu) at 146 public elementary schools (SDN) and 54 public junior high schools (SMPN).

Responsible Institution: N/A

Supporting institution(s): N/A

Start date: Not specified   **End date:** Not specified

Commitment Overview	Specificity				OGP Value Relevance				Potential Impact				On Time?	Completion			
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Tech. and Innov. for Transparency and Accountability	None	Minor	Moderate	Transformative		Not Started	Limited	Substantia	Complete
26. Increase open data				✓	✓					✓			No			✓	
27. Improved public services				✓	✓					✓			No		✓		
28. Transparency in the Regional Government Budget System				✓	✓						✓		No		✓		
29. Strengthen contract and procurement information disclosure			✓		✓						✓		No		✓		

Commitment												Did it Open Government?			
30. Enhanced LAPOR! application		✓				✓			✓			No		✓	
31. Increased public satisfaction of complaints handling services	✓			Unclear					✓			Yes			✓
32. Disclosure of citizen proposals to DPRD Members		✓	✓						✓			Yes			✓
33. Greater public participation in disseminating development information			✓	✓					✓			No		✓	

Context and Objectives

Bandung is the capital of West Java province and the third most populous metropolitan area in Indonesia. Indonesia's fourth action plan contains eight commitments pertaining to this city government. Broadly, these eight commitments aim to:

- Increase the amount of open data on Bandung's open data portal (Commitment 26);
- Publish public service standards for Work Units and increase the percentage of Work Units who achieve green zone standards (Commitment 27);
- Improve transparency in the regional budget by publishing budgets for all Bandung Work Units and grant disbursement information (Commitment 28);
- Strengthen contract and procurement information disclosure by integrating financial management systems and e-contracting (Commitment 29);
- Enhance LAPOR! by integrating all public complaint channels into LAPOR!-SP4N and developing a LAPOR! dashboard (Commitment 30);
- Conduct a survey on public satisfaction with complaint-handling systems (Commitment 31);
- Publish citizen proposals to Members of the Regional House of Representatives (DPRD) gathered during recess periods (Commitment 32); and
- Improve dissemination of public-school information by developing a Supporting Information Service Desk (PPID or sub-pembantu) at elementary school levels and junior high schools (Commitment 33).

Commitments 26, 27, 28, 29, 32, and 33 are relevant to the OGP value of access to information, as they all seek to improve public access to government-held information: Commitment 26 calls for increasing the number of datasets on Bandung's open data portal; Commitment 27 seeks to improve access to information on public services; Commitment 28 aims to disclose information pertaining to the budget, grants, and social assistance; Commitment 29 seeks to disclose

contract and procurement information; Commitment 32 will publish citizen proposals for the Regional House of Representatives; and Commitment 33 aims to disseminate information on school enrollment. Commitment 30 is relevant to the OGP value of public accountability, as it involves integrating public complaint channels into LAPOR!-SP4N. Commitment 31, however, is not directly relevant to any OGP value because it calls for a citizen satisfaction survey about complaint responses without details on the government's use of this feedback.

Most of Bandung's commitments would improve access to information if fully implemented, though the scale and scope of the disclosed information varies by commitment. For example, Commitment 26 would increase the number of datasets available on the city's open data portal, and Commitment 27 would provide the public with information on service standards, but the potential for these commitments to improve open government is limited. Similarly, commitments 30 and 31 could improve the city government's ability to respond to public complaints, but they do not provide the public with additional means of holding the government accountable when complaints go unanswered.

Other commitments, if fully implemented, could significantly improve upon important open government issues in Bandung. For example, Commitment 28 proposes to disclose Bandung's budgetary information through the Information Services Desk (PPID), and to disclose grants and social assistance (*bansos*) information through the "Sabilulungan" website and application. This could address growing concerns over the misuse of city grants, particularly after a previous mayor was designated as a suspect of misused of grant and social assistance funds in 2012. The commitment provides a detailed description of the stages by which the information will be disclosed, including proposed and approved funding, the goals and objectives of grants, and the rights and responsibilities of grantors and grantees. Additionally, Commitment 29 could improve access to information regarding procurement selection processes in Bandung.

Commitment 32, which would publish citizen proposals to the DPRD, is significant given that the public currently has no way of knowing which proposals are accepted or rejected by DPRD members, and their reasoning. However, while this commitment could provide access to the proposals, it does not stipulate whether the DPRD must explain why proposals were either accepted, rejected, or modified. Lastly, Commitment 33 would provide greater access to information on school enrollment by supporting the school's Outreach and Supporting Information Service Desks (PPID sub-pembantu), created in 2015. This should address confusion over public school enrollment following enrollment changes in 2014.[1]

Completion
Commitment 26
Overall, this commitment saw substantially implementation.

By February 2018, there were 1,046 datasets available on the Bandung data portal from 71 organizations, such as the Department of Population and Civil Registration, the Department of Education, the Department of Health, and sub-district governments.[2] A representative from Bandung's Department of Communication and Information told the IRM consultant that the government struggled to collect their goal of 1,000 datasets in 2016, and therefore increased their 2017 goal by 500 additional datasets.[3]

It should be noted that the data portal is not fully open, since users are required to submit detailed personal information in order to use it. In addition, the portal has not developed a feature to allow users upload unavailable data.[4]

Commitment 27
Overall, implementation of this commitment was limited.

Though not explicitly mentioned in the commitment text, this commitment aims to provide information on the standard operating procedures for government Work Units providing public services in Bandung. This information allows citizens to know the services provided by the Work Units, the cost, and the mechanisms for accessing these services. The affected Work Units involve the secretariat, hospitals, agencies like the Regional Revenue Management Agency (BPPD), departments such as the Department of Health or the Department of Education, inspectorates, sub-districts governments, and regionally-owned enterprises.[5]

The IRM consultant found that, as of November 2017, many Work Units had not provided their SOPs, therefore, the government did not achieve their goal of 75%. Because the Regional Government Organization and Civil Service Empowerment (ORPAD)'s report is still unavailable, it is unclear what percentage of Work Units achieved "green zone" service status. As of February 2018, the "public comments" feature has yet to be added to Bandung's service standards website (http://standarpelayanan.bandung.go.id).

Commitment 28
Overall, the implementation of this commitment was limited.

A representative from the Department of Communication and Information for the City Government of Bandung informed the IRM consultant that the 2016 budgetary information was published in PDF format, and the 2017 budgetary information was published online.[6] However, the IRM consultant found that the City Government of Bandung did not publish the 2016 budgets for two Work Units (SKPD) on the Information Services Desk (PPID) website, namely the Local Regulation on the Change of 2016 Government Budget (Perda APBD Perubahan) and the Local Government Financial Report (LKPD) 2016.[7]

For the other indicators, the IRM consultant found that the "Sabilulungan" website had information on grant nominations, social assistance recipients, and expenditures plans. However, the goals and objectives of grants, rights and responsibilities of grantors and grantees (as stipulated by Regional Government Grant Agreement), as well as the regulations menu are still not available. Additionally, the e-budgeting application is still unavailable.

Citizens can access grant disbursement information based on Disbursement Orders (SP2D) to trace whether funds are received by recipients and if grant and social assistance activities are underway.[8] The process-tracking menu and announcements section are also available.[9]

Commitment 29
Implementation of this commitment was limited.

While the City Government of Bandung began to integrate the Bandung Integrated Resource Management System (BIRMS) with the National Procurement Office's General Procurement Plan System (SIRUP), the process was delayed over discussions between the city government and the National Procurement Office (LKPP) about managing non-competitive procurements.[10] According to an officer from the Office of Regional Government Financial and Asset Management (DPKAD), BIRMS has been able to connect to the Budget Implementation List (DPA) system, which is under DPKAD and used by SIMDA. Therefore, BIRMS officers no longer need to write budget allocations for a non-competitive procurement, as BIRMS and SIMDA are integrated.[11]

Regarding the 2017 indicators, the government has incorporated e-contracts into BIRMS. On the e-contract menu, the public can see announcement of procurement winners, including the name of the vendor, the project name, the value of the project, and the project beneficiaries.[12] However, the e-contracting has not been integrated into the e-budgeting system as the city government is currently improving the e-budgeting system.

Commitment 30
Overall, this commitment saw substantial implementation.

In accordance with the Ministry of State Apparatus and Civil Service Reform Circular (SE MenPANRB) No. 4 of 2016, all of Bandung's public complaint channels have been integrated into the national LAPOR! system.[13] Thus, LAPOR! will now receive public complaints from Bandung and redirect them to the relevant Bandung Work Units. According to a representative from the Department of Communication and Information, 151 rural governments in Bandung have been connected to the LAPOR! system.[14] The LAPOR! dashboard was developed to be available at https://ppid.bandung.go.id, but, at the time of this report (April 2018), could not be accessed.

Commitment 31
Overall, this commitment was completed.

There are currently 151 Village Governments in Bandung that have LAPOR! accounts, allowing these governments to directly follow up to complaints received from their areas. However, the Work Units do not always follow up in a timely or adequate manner. The government conducted a survey to determine the causes for delay. The surveys test two assumptions: that delays are caused by the level of difficulty required to address the complaints, and the low performance of the relevant Work Units addressing the complaint.

Commitment 32
This commitment has been completed.

Information on citizen proposals to the Regional House of Representatives (DPRD) during their recess between 2015 and 2018 is now available online at the Bandung open data portal.[15] In addition to the proposals themselves, the available information includes the name of the member of the DPRD who received the proposal, the relevant Work Units, the place of the program, the proposed budget, and the status of the proposal.

Commitment 33
This commitment is substantially implemented.

The Department of Communication and Information (Diskominfo) conducted a workshop to develop PPID Sub-Pembantu in March 2017, involving a number of elementary schools and junior high schools. This workshop resulted in a decision letter of Establishment of PPID Sub-Pembantu in Bandung. Diskominfo implemented a similar workshop in July 2017. The city government targeted 54 of the 57 junior high schools in Bandung, as the other three schools are new. Of the 54 junior high schools, PPID Sub-Pembantu is operational for 53 schools. As of July 2017, there is no information on how many public elementary schools have PPID Sub-Pembantu.

In addition, the Bandung government has also provided technical assistance to PPID Sub-Pembantu at targeted schools through a workshop in October 2017. The workshop was organized by Diskominfo and attended by the leaders of the participating elementary and junior high schools. The goal of this workshop was to educate school leaders about public information disclosure so that PPID Sub-Pembantu can provide enrollment data.

Early results
Commitment 26
An example of using data to create policies can be seen in the recommendation for staff recruitment for the Bandung Government in 2018. From the new data available on the portal, the city government realized there would be insufficient civil servants and teachers by 2022[16] unless there was new recruitment in 2018.[17] The government recommended the Local Employment Agency (BKD) undertake civil servant recruitment. While the government has not assessed the impact of open data on citizens, the representative from Diskominfo explained that using social media such as Facebook and Instagram[18] to publish data could be more useful to increase public awareness of data.

Commitment 27
While not all Work Units have provided information on their service standards, according to a representative from the Regional Government Organization and Civil Service Empowerment, Work Units are more motivated to provide standards mandated by Law No. 29/ 2009 on Public Services.[19] For example, some sub-district Work Units have displayed banners informing the public that public officials do not need to be bribed.

Commitment 33
The development of PPID Sub-Pembantu at schools has reduced the number of public information requests at the Department of Education in Bandung, as citizens who previously requested information in-person can now do so directly at the PPID Sub-Pembantu.[20] This allows the public to obtain information more directly from the information holders.

Next Steps
Commitment 26
Moving forward, the Bandung Government could consider adding a data request feature to the open data portal that would allow data users to request unavailable data through the portal. This could help the government improve the portal by incorporating new data based on citizens' requests.

Commitment 27
In addition to ensuring that the remaining Work Units provide information on their service standards, the city government could commit to improving the quality of public service information in village governments, according to Law No. 6/2014 on Village Government.

Commitment 28
The government should publish grant information that is currently unavailable on the Sabilulungan website, such as the goals and objectives of grants and the rights and responsibilities of grantors and grantees as stipulated by the Regional Government Grant Agreement. To improve service quality, the government could also use Sabilulungan to provide grant proposers with up-to-date information on the status and progress of their grant proposal.

Commitment 29

Moving forward, to strengthen contract and procurement information disclosure in Bandung, e-contracting should be fully integrated into the e-budgeting system.

Commitments 30 and 31
The Bandung Government should continue to develop the LAPOR! dashboard to ensure that it functions effectively as the primary complaint-handling channel.

Commitment 32
To improve upon this positive initiative, the government could go beyond the information that is currently published on citizen proposals made while DPRD recesses, such as the relevant Work Units, the place of the program, and the status of the proposal. The government could also publish the reasoning for why proposals were accepted or rejected.

Commitment 33
Going forward, the government should ensure that PPID Sub-Pembantus are developed for those schools that do not possess them. The government should also ensure that all PPID Sub-Pembantus are functioning efficiently in their ability to deliver public information related to education through regular monitoring and evaluation of their performances.

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[1] Fathur (Department of Communication and Information, City Government of Bandung), interview with IRM consultant, 24 Nov. 2017.
[2] See: http://data.bandung.go.id/ (accessed 29 Nov. 2017).
[3] Fathur, interview.
[4] Pius (Perkumpulan Inisiatif), interview with IRM consultant, 29 Nov. 2017.
[5] See: http://standarpelayanan.bandung.go.id/.
[6] Fathur, interview.
[7] See https://ppid.bandung.go.id/knowledgebase/transparansi-pengelolaan-anggaran-daerah-tahun-2016/ (accessed 10 Feb. 2018).
[8] See http://sabilulungan.bandung.go.id/media/laporan/77f08f9ebc48d8087c39c9d0b70c3fb1.pdf (accessed 10 Feb. 2018.)
[9] See http://sabilulungan.bandung.go.id/tentang (accessed 10 Feb. 2018).
[10] Fathur, interview.
[11] Doni Apriyono (Head of Section of Program, Data and Information, BPKA of Bandung City), interview with IRM consultant, 27 Feb. 2018.
[12] See https://birms.bandung.go.id/econtract/.
[13] See https://www.kompasiana.com/achmadzulfikar/lapor-ke-walikota-bandung-kini-lebih-mudah_552c0aea6ea83453328b456e.
[14] Fathur, interview.
[15] See http://182.23.92.130/reses/home/index.php?xmenu=left&aksi=04&id_partai=PKS&tahun=2015.
[16] See: https://goo.gl/dbyAzA.
[17] Fathur, interview.
[18] The Facebook name is "Open Data Kota Bandung;" the Instagram name is "opendatabdg."
[19] Dadan (staff at the Regional Government Organization and Civil Service Empowerment (ORPAD), City of Bandung), interview with IRM consultant, 27 Feb. 2018.
[20] Fathur, interview.

City Government of Semarang

Commitment 34: *Formulation of regulation on City Government of Semarang data governance to align with the "One Data Indonesia" agenda.*

Indicators of Success 2016:

1. Assessment of Data Governance Condition at the 5 Prioritized/Pilot Work Units

2. Drafting of Mayor Regulation (Perwali) on Data Governance in the City Government of Semarang.

Indicators of Success 2017:

1. Issuance of Mayor Regulation (Perwali) on Data Governance in the City Government of Semarang.

Responsible Institutions: N/A

Supporting institution(s): N/A

Start date: Not specified   **End date:** Not specified

Commitment 35: *Development of one data basis for the City Government of Semarang which is updated, integrated and accurate*

Indicators if Success 2016:

1. Identification of 5 datasets in 5 priority/pilot Work Units to attain synergy with One Data Basis of the Semarang City Government;

2. Capacity Building of data managers at 5 priority/pilot work units;

3. Studies on Situation Room management as a data center (NOC), center of studies and data analysis for the city of Semarang.

Indicators of Success 2017:

1. Identification of 62 datasets in all priority/pilot Work Units to attain synergy with One Data Basis of the Semarang City Government;

2. Capacity Building of data managers at all priority/pilot work units (SKPD);

3. Situation Room is available and serving as a data center (NOC), center of studies and data analysis for the city of Semarang;

4. Data synergy for the city government of Semarang with the National "One Data" portal.

Responsible Institutions: N/A

Supporting institution(s): N/A

Start date: Not specified   **End date:** Not specified

Commitment 36: *Enhanced Public Information Disclosure*

Indicators of Success 2016:

1. Studies for the revision of Mayor Regulation No. 26 of 2012 Information Service Desk (PPID) in the City of Semarang is conducted;
2. Public Information List is formulated and consequential harm tested for work units (SKPD) and Regional Government Enterprises (BUMD)

Indicators of Success 2017:
1. Revised Mayor Regulation No. 26 of 2012 Information Service Desk (PPID) in the City of Semarang is issued; 2. Publication of Public Information List (DIP) which is updated and consequential harm tested through the semarangkota.go.id website.

Responsible Institutions: Assistant III, Public Relations Division and Information Service Desk at the Work Units (SKPD)

Supporting institution(s): N/A

Start date: Not specified   **End date:** Not specified

Commitment 37: *Promoting and encouraging public participation in monitoring quality of services provided by Semarang City Government*

Indicators of Success 2016:

1. Integration of 2 public aspiration and complaints channel managed by the City Government of Semarang (P3M and Lapor Hendi) into LAPOR!-SP4N

2. Issuance of Mayor Decree (SK Walikota) related to Administration of Public Services Complaints through Minister of State Apparatus and Civil Service Reform Circular (SE MenPANRB) No 4/ 2016 on National Integration of Public Services Complaints Administration for Regional Governments into LAPOR!- SP4N Application.

3. Reports submitted by work units' (SKPD) monitoring and follow up of received public complaints and aspirations in 2016
4. Regular evaluation meeting is organized to follow up on conducted monitoring and evaluation exercise

Indicators of Success 2017:
1. Complaints handling training is conducted for the City Government of Semarang;
2. Semarang City public aspirations and complaints channel is published in all work units' (SKPD) websites.
3. Reports are submitted by work units' (SKPD) monitoring and follow up of received public complaints and aspirations in 2017
4. Regular evaluation meeting is organized to proceed from conducted monitoring and evaluation exercise
5. Percentage of effective complaints follow up (80%)

Responsible Institutions: Inspectorate, Assistant III and Organization Division, Office of Communications and Informatics (Diskominfo)

Supporting institution(s): N/A

Start date: Not specified   **End date:** Not specified

Commitment 38: *Improving access to public information on Regional House of Representatives (DPRD) institutions and activities related to the legislation, oversight, and budgeting functions as mandated by Law on Public Information Disclosure.*

Indicators of Success 2016:

1. Collection of all data under Regional House of Representatives (DPRD) authorities, in coordination with Public Information Service Desk (PPID) and supporting information services officers (PPID Pembantu)

2. Concept Information Management System is developed for the Regional House of Representatives (DPRD)

Indicators of Success 2017:

1. Publication of data pertaining exercise of legislative function, including: Legislation Program (Prolegda), Draft Ordinances (Raperda), Academic Papers (Naskah Akademik), Promulgated ordinances (Perda), comparative study reports, minutes of deliberation, and membership of draft ordinance (Raperda) formulation/deliberation team.
2. An Information Management System is developed and integrated with Information Services Desk (PPID) management to facilitate Regional House of Representatives activities.

Responsible Institutions: Regional House of Representatives (DPRD) and Regional House of Representatives Secretariat (Setwan)

Supporting institution(s): N/A

Start date: Not specified   **End date:** Not specified

Commitment 39: *Improved governance of data and information under the authorities of Regional House of Representatives (DPRD)*

Indicators of Success 2016:

Publication of institutional data, encompassing: organisations, primary responsibilities and roles (tupoksi), working mechanisms of Regional House of Representatives (DPRD), members of Regional House of Representatives's profile, profile of Secretary General, and schedule of Regional House of Representatives activities which are publicly accessible

Indicators of Success 2017:

Regular publication of outcome of Regional House of Representatives activities and target performance in undertaking the 3 functions (budgeting, oversight and legislation) every year.

Responsible Institutions: N/A

Supporting institution(s): N/A

Start date: Not specified   **End date:** Not specified

Commitment Overview	Specificity	OGP Value Relevance	Potential Impact	On Time?	Completion

	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Tech. and Innov. for Transparency and Accountability	None	Minor	Moderate	Transformative		Not Started	Limited	Substantial	Complete
34. Regulation on data governance to align with "One Data Indonesia" agenda			✓		✓						✓		Yes				✓
35. One data Basis for the City Government of Semarang			✓		✓						✓		No			✓	
36. Enhanced public information disclosure			✓		✓					✓			Yes				✓
37. Promote public participation in monitoring the quality of services			✓				✓				✓		No			✓	
38. Improved access to information on DPRD institutions and activities			✓		✓						✓		No		✓		
39. Improved governance of data and information under the authority of DPRD			✓		✓					✓			No		✓		

Context and Objectives

Semarang is the capital and largest city of the province of Central Java, and is Indonesia's fifth most populous city. Indonesia's fourth action plan includes six commitments for the City Government of Semarang:

- Align Semarang's data governance with the "One Data Indonesia" agenda through the issuance of a Mayor Regulation (Perwali) on Data Governance (Commitment 34);
- Develop a "One Data Basis" for Semarang by integrating datasets from selected Work Units and creating a national data center (Commitment 35);
- Enhance public information disclosure by revising Mayor Regulation (Perwal) No. 26/ 2012 and publishing a Public Information List (Commitment 36);
- Improve the ability of citizens to monitor the quality of services through integrating two Semarang complaint channels into the LAPOR! system, holding public complaint-handling training for government officials, and the submission of reports by Work Units on monitoring and follow-up of received public complaints (Commitment 37);
- Improve access to information on the activities of the Regional House of Representatives (DPRD) through the publication of useful data on legislation, draft ordnances, and meeting minutes, among others (Commitment 38); and
- Improve data governance by the DPRD by publishing data on their profiles, schedules, and results from their activities (Commitment 39).

Five of the six commitments for the City Government of Semarang focus on increasing access to information. Commitment 37 focuses on integrating Semarang's public complaint channels into the LAPOR! system and calls for reports on complaint handling, and regular meetings to evaluate monitoring and evaluation exercises. However, it is unclear from the commitment if these reports and meetings will be publicly accessible. The indictors for each commitment are mostly verifiable and measurable, such as the number of datasets and Work Units to be integrated into the One Data Basis (Commitment 35) and published outcomes for specific categories of Regional House of Representatives activities (Commitment 39).

Forming a Mayor Regulation (Commitment 34) could provide the legal basis for implementing "One Data Indonesia" in Semarang, while the integration of Work Unit datasets into a single data portal (Commitment 35) could help reduce inconsistencies of data across different city government agencies. Commitment 37 proposes a number of activities that could improve public accountability in Semarang, by integrating two of the city's public complaint channels (P3M and LaporHendi) into LAPOR!-SP4N, the submission of Work Unit reports on monitoring received public complaints, and a complaint-handling training for the City Government of Semarang, among others.

If fully implemented, Commitments 38 and 39 could help improve previously limited access to information on the DPRD's activities and performance in areas like budget allocation and legislation. However, some of the DPRD data that will be published under Commitment 39 is unclear and less important for citizens (e.g. legislators' profiles). Also, for Commitment 36, the Law 14/ 2008 on Public Information Disclosure Revising Perwal 26/ 2012 will not impact significantly public information disclosure, but will provide more detail on how the City Government of Semarang manages public information. Also, both the formulation and publication of public information are already mandated by Law No. 14/2008, which came into force in 2010.

Commitment 34

This commitment was completed.

The five priority pilot Work Units identified for this commitment are the Department of Education, the Department of Health, the Regional Development Planning Agency (Bappeda), the Parliament Secretariat (Setwan), and the Organization Section of the Semarang City Government Secretariat. The assessment of the data governance for these Work Units was completed in 2016.

The City Government of Semarang enacted the Mayor Regulation on Data Governance (No. 40/ 2017) on 22 September 2017, which is available on Semarang's open data portal.[1] The development of this regulation involved civil society, academic, and open data experts. However, according to an interviewed official from the Department of Communication and Information, attendance at the development meetings were inconsistent.[2]

Commitment 35
Overall, the implementation of this commitment was substantial.

The five priority pilot Work Units identified for this commitment are the same as those for Commitment 34, listed above. According to the Head of the Division Information Management and Public Communication Channel at Semarang's Department of Communication and Information, capacity building for the data managers at these five Work Units began in 2016, and expanded to all Units in 2017.[3]

The e-Government Division at the Department of Communication and Information (Diskominfo) examined Situation Room management in 2016.[4] The Situation Room itself was developed at the end of 2017, but was not launched until February 2018 (after the period covered in this report). The Situation Room allows the city government to monitor roughly 200 government applications, such as the open data portal and traffic. The data integration between Semarang and the national "One Data" portal has yet to occur as the Presidential Regulation on the "One Data" Policy has not been issued (see Commitment 22).

In accordance with Perwali No. 40/ 2017, the existing One Data portal or integrated data system (Sidadu) has changed file formats from JPG and PDF to reusable formats, such as Excel and CSV. This change assists government staff, especially those who are responsible in developing plans.[5]

Commitment 36
This commitment was completed.

In 2016, the Division of Information Management & Public Communication Channel at the Department of Communication and Information for the City Government of Semarang conducted a study to revise Perwal No. 26/ 2012. One of the study's recommendations is to adapt the Perwal No. 26/2012 with Law No. 14/ 2008, especially in the provision of the PPID structure.[6] In addition, the government formulated the Public Information List.

Perwal No. 26/ 2012 has been revised by Perwal No. 35/ 2017, which was enacted in August 2017.[7] According to the Department of Communication and Information, the formulation of the Perwa No. 35/ 2017 involved a number of CSOs and universities, such as Pattiro, LBH Semarang, and UNIKA.[8] Moreover, the Public Information List has been published through the official PPID website for Semarang. However, some information lists, such as budgetary information, are still not available on the website.

Commitment 37
Overall, completion for this commitment was substantial.

Regarding the integration of the two Semarang complaint systems into LAPOR!-SP4N, the LaporHendi complaints system has been integrated, while the P3M system has not. The LaporHendi portal provides a menu with a link called "Lapor to Presiden" that redirects to the LAPOR! website. The P3M website, however, does not provide a direct link to the LAPOR! website. The government has already enacted Mayor Regulation No. 34/ 2017 on Guide of Complaints of Public Services.[9] This regulation mandates that every city Work Unit must have an administrator that will be appointed through a Mayor Decree.

According to an official at the Department of Communication and Information, the Mayor Decree on Administration of Public Services Complaints has been issued.[10] The interviewee also explained to the IRM consultant that the Mayor of Semarang holds monthly meetings with all Work Units, which include follow-ups to public complaints received that month. At these meetings, each Work Units presents the number of complaints received and the number of follow-ups. While the interviewee claimed that all public complaints are addressed, the IRM consultant was unable to confirm this claim. The City Government of Semarang has not created a new LAPOR! dashboard to serve as public complaint application hub, although the LaporHendi portal is linked to the LAPOR! dashboard that is managed by the central government.

Additionally, the Department of Communication and Information official told the IRM consultant that the Department held a training on complaint handling for all Work Unit representatives in Semarang on 28 October 2017.[11] However, not all city Work Units have published their complaint channels. For example, the Department of Environment and the Department of Transportation do not have public complaint channels.

Commitment 38
Overall, this commitment saw limited implementation.

Based on the IRM consultant's interviews with the Department of Communication and Information, as well as the IRM consultant's own observations, the DPRD data has not been collected, as it is unclear what information will be made publically available. The DPRD Secretariat developed a Concept Information Management System, which became the reference used during the development of the Information Management System. The Information Management System itself includes the different mobile applications that assist the performance of the DPRD, including E-Pokir, which allows users to submit proposals to DPRD members. The Local Development and Planning Agency (Bappeda) has integrated E-Pokir into a planning application.

However, the new Information Management System has some problems, namely that not all DPRD members are familiar with information and communication technologies, like the applications. Thus, information related to the DPRD is usually forwarded by the Division of Public Relation in the DPRD Secretariat to a WhatsApp Group that includes DPRD members. In addition, those applications also have not been integrated to PPID, as stipulated by the commitment.[12]

In terms of publishing data pertaining to legislative functions, most of the data mentioned in the commitment is unavailable, except for promulgated ordinances (*Perda*).[13]

Commitment 39

Overall, the completion of this commitment was limited.

The DPRD institutional data mentioned in this commitment, namely the organizations, primary responsibilities and roles (*tupoksi*), working mechanisms for the DPRD, profiles of DPRD members, the profile of the Secretary General, and schedules of DPRD activities have been published on the DPRD website.[14] However, the outcomes of DPRD activities regarding budgeting, oversight, and legislation have not been published. According to an interviewed local civil society representative, the information published to the DPRD website has not changed as a result of this commitment.[15]

Early results
Commitment 34

As a result of this commitment, most Semarang Work Units have shared their data to the Department of Communication and Information through "One Data Semarang." As of July 2017, 2,400 datasets have been collected from all Work Units.

Commitment 35

No early results to report.

Commitment 36

It is now easier for Diskominfo (Department of Communication and Information) officers to collect public information since the enactment of Perwal No. 35/ 2017, which mandates that all Work Units have Sub-PPIDs to assist Diskominfo's information requests. Citizens can now access public information directly on the website.[16] However, the CSO, Pattiro Semarang, believes the information published on the website is incomplete and missing detailed budget information.[17]

Commitment 37

Since LaporHendi and has been integrated to LAPOR!-SP4N, the number of public complaints has increased. According to an interviewee from the Department of Communication and Information, the integration of LaporHendi into LAPOR!-SP4N has led to an increase in the number of public complaints received. However, the interviewee did not provide the specific numbers of complaints received.[18]

Commitment 38

This commitment has had different results for different DPRD members. Those who are aware of the Information Management System use it to publish their activities to their constituents and build public trust in the DPRD as an institution. However, other DPRD members have not used the application, while others do not wish to be tracked during the DPRD recess.[19]

Commitment 39

No early results to report.

Next Steps
Commitment 34

To sustain the implementation of "One Data Indonesia" in Semarang, the Presidential Regulation that is being processed by the central government should be enacted. As of the writing of this report, the draft of Presidential Regulation is waiting to be signed by the President. When the Presidential Regulation enacted, the Perwali No. 40/ 2017 also will be adjusted.[20]

Commitment 35

To maximize the implementation of One Data in Semarang, the government plans to create a forum called "Forum Data" that consists of all Work Units. The Forum Data will be legalized through a Mayor Regulation as the follow-up to Perwali No. 40/ 2017. The Division of Statistics in Diskominfo will be responsible for verifying the data from the Work Units before it is published to the portal.[21]

Commitment 36

To ensure that Perwal No. 35/ 2017 is effectively implemented and to increase transparency for the City Government of Semarang, detailed budget information, such as RKA and DPD for all Work Units should be published.

Commitment 37

Moving forward, the City Government of Semarang should continue to integrate the city's complaint-handling channels to improve government responsiveness to public complaints.

Commitment 38

Since there are a number of applications related to DPRD activities as mentioned above, those applications will be integrated into an application called E-Legislation. In addition, the Head of Public Relation in DPRD Secretariat of Semarang City informed the IRM consultant that there is a plan to improve the strategy of publishing DPRD activities through a television program named D-TV or DPRD TV. D-TV will broadcast all DPRD activities and collaborate with other existing television programs in Semarang City. The main purpose of this is to publicize information about DPRD activities to all level of society.[22]

Commitment 39

Moving forward, the City Government of Semarang should increase the amount of information available to the public regarding the three DPRD functions, namely budgeting, oversight, and legislation.

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[1] See http://satudata.semarangkota.go.id/tabel/index.php?id_kategori=9&cari=Cari.

[2] Diah (Head of Division Information Management & Public Communication Channel, Department of Communication and Information, City of Semarang), interview with IRM consultant, 28 Feb. 2018.

[3] Diah, interview.

[4] Taufik (Lead of Division of E-Government in Department of Communication and Information, Semarang City), interview with IRM consultant, 28 Feb. 2018.

[5] Wilar Haruman (Head of Division Statistic in Department of Communication and Information, City of Semarang), interview with IRM consultant, 28 Feb. 2018.

[6] Diah, interview.

[7] See http://satudata.semarangkota.go.id/adm/file/2017100908074414.PerwalPPID.pdf.

[8] Diah, interview.

[9] See http://satudata.semarangkota.go.id/adm/file/2017100908063413.PerwalP3M.pdf.

[10] Diah, interview.

[11] *Ibid.*

[12] Purnomo (Head of Public Relation in DPRD Secretariat of Semarang City), interview with IRM consultant, 1 Mar.2018.

[13] See http://dprd.semarangkota.go.id/portal.

[14] See: www.dprd.semarangkota.go.id.

[15] Widi Nugroho (Dir. of Pattiro Semarang), interview with IRM consultant, 1 Mar. 2018.

[16] Diah, interview.

[17] Nugroho, interview.

[18] Diah, interview.

[19] See http://dprd.semarangkota.go.id/portal.

[20] Pak Nana (Head of Diskominfo the City of Semarang), interview with IRM consultant, 28 Feb. 2018.
[21] Wahyudin (Head of the Economics, Statistics and Development Section, Department of Communication and Information, City Government of Semarang), interview with IRM consultant, 28 Feb. 2018.
[22] Purnomo, interview.

Provincial Government of the Special Capital Region of Jakarta

Commitment 45: *Strengthening infrastructure for public information disclosure*

Indicators of Success 2016:

1. Dissemination of Revised Governor Regulation on Information Service Desk (PPID) for Public Information Disclosure Number 48 of 2013

2. Provincial Information Service Desk (PPID) is created

3. Provincial Information Services (PPID) website is developed

Indicators of Success 2017:

1. Improved information services achieved through the creation of information services desk at all work units (SKPD) and pilots in 5 urban wards (kelurahan) at each administrative municipalities (Kota Administrasi)

2. Information from all work units' (SKPD) website is housed in the jakarta.go.id domain

Responsible Institution: Office of Communications, Informatics, and External Relations

Supporting institution(s): N/A

Start date: Not specified   **End date:** Not specified

Commitment 46: *Enhanced utilization of public information through effective communications strategy*

Indicators of Success 2016:

Development of draft communications and integrated dissemination strategy of all services, information, and public applications managed by all work units (SKPD) under Jakarta provincial government by optimizing various communications media i.e. digital, printed, spatial media and direct field interactions.

Indicators of Success 2017:

Communications and integrated dissemination strategy is developed; encompassing all services, information, and public applications managed by all work units (SKPD) under Jakarta provincial government by optimizing various communications media i.e. digital, printed, spatial media and direct field interactions.

Responsible Institution: Office of Communications, Informatics, and External Relations

Supporting institution(s): N/A

Start date: Not specified   **End date:** Not specified

Commitment 47: *Enhanced utilization of public information through the effective utilization of Jakarta.go.id portal*

1. Inventory of all services, information, public applications managed by all work units (SKPD) under Jakarta Provincial Government is developed, as basis for the draft communications and dissemination strategy development;

2. Ensuring all services/sub domain incorporated in the Jakarta.go.id home page are accessible and operational;

3. Integration of public information/services features which had not been featured in jakarta.go.id portal (examples: e-development planning meeting (e-musrenbang) (?), ebudget (?), Food Info (InfoPangan)), to be featured in the jakarta.go.id portal; using inventory list as a basis for all services, information, and public applications generated by all work units (SKPD);

4. Ensuring all work units' (SKPD) websites under the Jakarta Provincial government and sub domain websites linked to Jakarta.go.id portal, to provide link to Jakarta.go.id portal homepage

Indicators of Success 2017:

1. Inventory of all services, information, public applications managed by all work units (SKPD) under Jakarta Provincial Government is developed, as basis for the draft communications and dissemination strategy development;
2. The Jakarta.go.id portal and its derivative portals, are integrated and publicly accessible as One-Stop Service Portal by:
> *a. Ensuring accessibility and inter-operability of all services/sub domain featured in the Jakarta.go.id portal page;*
> *b. Ensuring mobile site interface of the Jakarta.go.id portal mirrors services featured in the website;*
> *c. 70% increase in traffic in Jakarta.go.id portal, from the average 2016 traffic (Assuming Jakarta.go.id will be officially operational in 2017)*
3. Ensuring all work units' (SKPD) websites under the Jakarta Provincial government and sub domain websites linked to Jakarta.go.id portal, to provide link to Jakarta.go.id portal homepage

Responsible Institution: Office of Communications, Informatics, and External Relations

Supporting institution(s): N/A

Start date: Not specified   **End date:** Not specified

Commitment 48: *Strengthening public services complaints channels*

Indictors of Success 2016:

1. Percentage of effective follow up of complaints (75%)

2. Development of Citizen Relationship Management (CRM) system to integrate all public complaints channels (including those reported through LAPOR! channel)

Indicators of Success 2017:

Percentage of effective follow up of complaints (80%)

Responsible Institution: Office of Communications, Informatics, and External Relations

Supporting institution(s): N/A

Start date: Not specified   **End date:** Not specified

Commitment 49: *Strengthening of Data Governance*

Indicators of Success 2016:

1. Availability of 1000 Datasets in the Open Data Portal (data.jakarta.go.id)

2. Verified work units (SKPD) data based on the "Mechanism to gather, process, verify and validate, dissemination and analysis of data" (Annex II of Governor Regulation 181/ 2014) and development of one meta data (85%)
3. Increase in the number of data producing institutions from 51 to 57 institutions

Indicators of Success 2017:

1. Availability of 1500 Datasets in the Open Data Portal (data.jakarta.go.id)
2. Verified work units (SKPD) data based on the "Mechanism to gather, process, verify and validate, dissemination and analysis of data" (Annex II of Governor Regulation 181/ 2014) and development of one meta data (90%).
3. Increase in the number of data producing institutions from 57 to 101 institutions

Responsible Institutions: Regional Development Planning Agency (Bappeda); Office of Communications, Informatics and External Relations

Supporting institution(s): N/A

Start date: Not specified   **End date:** Not specified

Commitment 50: *Public Participation in Development Planning*

Indicators of Success 2016:

1. Online neighborhood association (RW) level meeting is taking place through electronic development planning meeting (eMusrenbang) at all RWs

2. A channel is available for citizens to provide direct input through the electronic development planning meeting (e-Musrenbang) system

3. Publication of development planning during Regional Government Work Plan(RKPD) formulation, General Budget Policies and Provisional Budget Ceiling (KUA-PPAS) presentation, Regional draft budget (RAPBD) and Regional budget (APBD) formulation stages in the e-Budgeting system (apbd.jakarta.go.id)

Indicators of Success 2017:

1. Direct monitoring feature is in place for citizens' proposals in the e-development planning meeting (e-Musrenbang) system;

2. Publication of development planning outcome at every stages, in easily accessible forms for the public.

Responsible Institutions: Regional Government Planning Agency (Bappeda); Office of Communications, Informatics, and External Relations

Supporting institution(s): N/A

Start date: Not specified   **End date:** Not specified

Editorial Note: For the purposes of this report, the IRM maintained the original numbering of the commitments from Indonesia's fourth action plan, where the six commitments for the Provincial Government for the Special Capital Region of Jakarta are numbered 45–50. Commitments 40–44 in the national action plan pertain to the Regency Government of Bojonegoro, and are not included in this IRM report.

Commitment Overview	Specificity				OGP Value Relevance				Potential Impact				On Time?	Completion			
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Tech. and Innov. for Transparency and Accountability	None	Minor	Moderate	Transformative		Not Started	Limited	Substantial	Complete
45. Strengthen infrastructure for public information disclosure				✓	✓						✓		Yes				✓
46. Enhanced utilization of public information through communications strategy			✓		✓					✓			No		✓		
47. Enhanced utilization of public information through Jakarta.go.id portal				✓	✓			✓			✓		No			✓	
48. Strengthen public services complaints channels				✓			✓			✓			No		✓		
49. Strengthen data governance				✓	✓					✓			Yes				✓
50. Public participation in development planning				✓	✓	✓		✓			✓		No		✓		

Context and Objectives

Located on the island of Java, Jakarta is the capital and largest city of Indonesia, and (as of 2016) the second most populous urban area in the world at roughly 30 million inhabitants. Jakarta is both a city and a province ("Special Capital Region"), and is the political and economic center of the country. Most major Indonesian companies and businesses are headquartered there. However, Jakarta also faces a number of socio-economic challenges that are common to other major urban areas in the developing world, such as overpopulation, high levels of pollution, and frequent flooding.[1]

Indonesia's fourth action plan include six commitments for the Provincial Government of the Special Capital Region of Jakarta. Broadly, these six commitments involve:

- Strengthening the infrastructure for public information disclosure by creating a Provincial Information Service Desk (PPID) and consolidating information on services provided by DKI Jakarta Work Units (Commitment 45);
- Developing an information dissemination strategy for all information and services provided by DKI Jakarta's Work Units (Commitment 46);
- Integrating information on Work Units into the DKI open data portal (Commitment 47);
- Increasing the percentage of follow-up to complaints and developing a Citizen Relationship Management (CRM) system to integrate all public complaint channels (Commitment 48);
- Increasing the number of datasets available on the DKI Jakarta open data portal and (Commitment 49); and
- Improving public participation in development planning by providing citizens with a channel to participate and monitor e-development planning meetings (e-Musrenbang) and directly monitor citizen proposals on development (Commitment 50).

Five of the six DKI Jakarta commitments are relevant to the OGP value of access to information. Specifically, Commitment 45 calls for the development of a PPID website, Commitment 46 aims to develop a dissemination strategy for all services, information, and public applications managed by all Work Units (SKPD), and Commitment 49 will make additional datasets available on Jakarta's open data portal. Additionally, Commitment 47 would ensure all services on the Jakarta.go.id portal are accessible and operational. Commitment 48 is relevant to the OGP value of public accountability because it plans to integrate all public complaint channels (including those reported through LAPOR!), and increase follow-up to complaints received. Commitment 50 is relevant to the OGP values of access to information and civic participation because it involves the publication of development planning during Regional Government Work Plans, and the establishment of a channel for citizen input through online development planning meetings, and is therefore relevant to the OGP value of civic participation.

The commitments include activities with deliverables that are mostly measurable and verifiable, such as the number of datasets to be uploaded to the open data portal, the percentage of follow-up to public complaints, and the creation of a monitoring feature for citizen feedback to development planning meetings. If fully implemented, several of DKI Jakarta's commitments could significantly improve open government. By creating a Provincial Information Service Desk (PPID) through Commitment 45, Jakarta could improve public information sharing among DKI Jakarta's Work Units. By linking all Work Unit websites to the centralized www.jakarta.go.id website (through Commitment 47), information on Work Unit services (as well as e-budgeting and e-development) could be made more accessible to the public. Also, the planned activities

for Commitment 50 could improve the public's ability to participate in local development planning by facilitating proposal submissions during the annual neighborhood discussions ("Rembug" or RW) via the online e-Musrenbang system, and could alleviate confusion over how to submit proposals.

However, other commitments appear to be less ambitious in scope, and it is unclear how their proposed activities will improve the status quo. For example, it is unclear how the Provincial Government plans to develop its draft communication and integration dissemination strategies under Commitment 46. Commitment 48 proposes to improve the percentage of follow-up to public complaints it receives. However, without knowing the previous rate of follow-up, it is difficult to assess the potential improvement. Furthermore, Commitment 49 plans to increase the number of datasets available on the DKI Jakarta open data portal, without providing details on the content, relevance, or timeliness of the data to be produced.

Completion
Commitment 45
This commitment was completed.

Governor Regulation No. 48/ 2013 has been revised to Governor Regulation No. 175/ 2016, and the Provincial Information Service Desk (PPID) for the DKI Jakarta Provincial Government has been created through Governor Decree No. 839/ 2017.[2] The PPID has also developed a Standard Operating Procedure (SOP) and an official website that consolidates information on public services (http://ppid.jakarta.go.id). There are five urban wards ("kelurahan") government pilot projects delivering public service information. According to a representative from the Office of Communications, Informatics, and External Relations, the activities of this commitment have made it easier for the public to request information through PPID in the DKI Provincial Government. All public information requests are under official registration, which means they must be responded to in less than ten working days, as stipulated by the SOP.

Commitment 46
Overall, this commitment saw limited implementation.

The development of the draft communication and dissemination strategy for the Jakarta Work Units was delayed. According to a representative of the Department of Communication and Information (Diskominfo) in DKI Jakarta, the reason for the communication strategy's delay could be due to it not being a priority by the current Provincial Government leadership.[3]

Commitment 47
Overall, this commitment saw substantial implementation.

Based on the IRM consultant's assessment, www.jakarta.go.id has become a "one-stop shop" for consolidated information on Work Units in DKI Jakarta. A "related website" and search feature have been added to the main menu of the website, allowing the public to find information from relevant Work Unit websites. According to an official at the Provincial Government for DKI Jakarta, the integration of Work Unit websites into www.jakarta.go.id makes it easier for the public to access information on Work Units' services.[4] However, the IRM consultant did not find similar features linking the portal to the e-development planning meeting (e-Musrenbang) and e-budgeting websites, both of which were specific examples given in the action plan. It should also be noted that some Work Units do not maintain official websites, and are thus unable to link to the www.jakarta.go.id.

At the time of writing, the Provincial Government has not measured the impact of the new "related website" feature, but www.jakarta.go.id has reportedly received an increase in traffic following its incorporation into the portal.[5] However, the IRM consultant was unable to access the number of visitors to the website in order to verify this claim.

Commitment 48
Overall, this commitment saw limited completion.

The DKI Jakarta Provincial Government maintains several channels for the public to submit complaints, such as Twitter, Facebook, LAPOR!, QLUE, and One Stop Kecamatan. According to the Office of Communications, Informatics, and External Relations, the integration of the public complaint-handling systems has begun, including the development of the Citizen Relationship Management System (CRM). However, the IRM consultant was unable to access statistics on the percentage of effective government follow-up to complaints.

Commitment 49
This commitment was completed.

As of July 2017, there are 1,573 publically available datasets on DKI Jakarta's open data portal (data.jakarta.go.id), which meets the commitment's 2017 indicator for success (1,500).[6] Additionally, there are currently 114 Work Units producing data for DKI Jakarta's open data portal, which surpassed the commitment's indicator for success (101 institutions).

Commitment 50
Overall, this commitment saw limited implementation.

The public can now access neighborhood association (RW) development planning meetings online through the e-Musrenbang website (http://musrenbang.jakarta.go.id/). The website allows the public to view the RW process and submit proposals. The public can also monitor the progress of citizen proposals from the e-development planning meetings, and the government provides reasons for why certain proposals have been rejected. However, publication of development planning outcomes at every stage (such as citizen proposals from development planning meetings) is not entirely open or easily accessible because the website requires users to have a login account to access the information. Additionally, other documents mentioned in this commitment have not been published, such as the Regional Government Work Plan (RKPD), the general budget policies and provisional budget ceiling (KUA-PPAS) presentation, and the regional draft budget (RAPBD).

Next Steps
Commitment 45
Going forward, the Provincial Government should continue to improve the capacity of public information officers in the newly-created PPIDs, as well as monitoring and evaluating the public information services that the provide.

Commitment 46
If the Provincial Government continues to develop the communication and dissemination strategy for Work Units services, it should first determine which services are most used by the public, and what information is currently lacking.

Commitment 47

Moving forward, the Provincial Government DKI Jakarta could require that all Work Units use the www.jakarta.go.id portal to publish information pertaining to the delivery of their services, and assist those Work Units without official websites to develop them.

Commitment 48
Moving forward, the Provincial Government should continue to integrate DKI Jakarta's public complaint channels. According to government officials, the Provincial government plans to create a new official public complaint-handling application called JAKI, which is expected to be an improvement from the Citizen Relationship Management (CRM) system.

Commitment 49
If more datasets will be published to DKI Jakarta's data portal, the Provincial Government should ensure that the information made available is relevant by consulting end-users (i.e. the public, researchers, the media, etc.) to determine what categories of data are most useful.

Commitment 50
The e-Musrenbang website has already improved transparency in local development planning, and provides greater opportunity for the public to participate in the annual development planning meetings. Going forward, the Provincial Government should continue make the information on the e-Musrenbang website fully open without requiring a user login account.

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[1] Marco Kusumawijaya, "Jakarta at 30 million: my city is choking and sinking – it needs a new Plan B" (*The Guardian*, 21 Nov. 2016), https://www.theguardian.com/cities/2016/nov/21/jakarta-indonesia-30-million-sinking-future.
[2] See: http://ppid.jakarta.go.id/dasar-hukum-ppid.
[3] Harry Sanjaya (Department of Communication and Information (Diskominfo), DKI Jakarta Province Government), interview with IRM consultant, Jul. 2018.
[4] *Ibid.*
[5] Sanjaya, interview.
[6] See http://data.jakarta.go.id/dataset.

V. General Recommendations

Although Indonesia's fourth action plan addressed major issues, the scope was limited due to the emphasis on internal, e-government indicators, as opposed to opening up government practice. It is important that future plans more closely follow OGP guidelines for co-creation and implementation, and that Indonesia prioritizes fewer, more impactful commitments around major open government issues in the country (such as sustainable development goals), and develop a strategy to more effectively incorporate subnational initiatives into the action plan.

This section aims to inform development of the next action plan and guide completion of the current action plan. It is divided into two sections: 1) those civil society and government priorities identified while elaborating this report and 2) the recommendations of the IRM.

5.1 Stakeholder Priorities

While Indonesia's fourth action plan addresses several open government issues such as the One Map Policy, environmental protection, village governance, and health sector information disclosure, the actual scope of these commitments was limited. Additionally, several stakeholder priorities that were recommended from the previous action plan were not included, such transparency in the fishery and marine sector, and transparency in the criminal justice system.

Moving forward, the next action could include commitments that directly incorporate Indonesia's sustainable development goals (SDGs), with an emphasis on using OGP to reinforce these initiatives by making them more open and inclusive. Establishing a beneficial ownership registry (discussed in greater detail below) could also be an important priority area to include in the next action plan, particularly given the recent approval Presidential Regulation No. 13/ 2018.

5.2 IRM Recommendations

Closely follow OGP guidelines for the action plan co-creation, development, and monitoring
Moving forward, it is imperative that Indonesia ensure that the next action plan co-creation process closely follows the minimum standards set by the OGP Steering Committee. These should include:

Adopting two-year implementation periods for action plans
Indonesia should adopt the standard two-year implementation period for its future action plans. Indonesia's four action plans have all been one-year initiatives, including the most recent plan (July 2016–December 2017). While this timeline is designed to align the action plan with the country's fiscal year so that commitments receive sufficient funding, it inhibits the inclusion of longer-term and more impactful nationwide reforms. This is largely evident in the content of the fourth action plan, While the fourth action plan includes commitments that are connected to long-term reform efforts, many of the activities are internal government indicators of success.[1] Two-year action plans will allow the government to incorporate more ambitious commitments that are part of deeper structural reforms.

Prioritizing fewer, more impactful commitments

Despite a recommendation from the previous IRM report to include fewer, more ambitious commitments, Indonesia's fourth action plan included a total of 50 commitments (22 national and 28 subnational), Therefore, the IRM again recommends that Indonesia limit the number of commitments in future action plans, and consider capping the number of commitments to 20 total, as suggested by the OGP Steering Committee during its September 2017 meeting.[2] Many commitments in the fourth action plan lacked ambition compared to the status quo or problem they addressed. For example, commitments 17–20 mostly include internal performance indicators (KPIs) as measurements of successful implementation, namely increasing the number of followers of government ministries' social media webpages, and developing a "digital communication strategy." In reducing the number of commitments, the government should move away from internal e-government metrics and the integration of platforms (like LAPOR!-SP4N), and move toward initiatives that more directly affect decision-making, create additional feedback mechanisms, and address the government's major reform priority areas (mentioned in Recommendation 4).

<u>Creating an online repository for key documents related to the action plan</u>
The government should create an online repository with documentation that is relevant to the action plan development and implementation. As mentioned earlier in Section 3.6, documentation on commitment progress was mostly internal within OGI, and only available through in-person requests at the Bappenas office. In order to ensure that Indonesia meets the minimum co-creation requirements according to the updated OGP Participation and Co-creation Standards, OGI should develop a document repository that is 1) available online (on the OGI website) without any barriers to access, 2) updated in real-time or regularly, and 3) includes relevant evidence for progress and completion of commitments, as well as evidence for consultations and multi-stakeholder forums.[3] In general, the online repository should provide a historical record and access to all documents related to the OGP process, including (but not limited to) consultation documents, action plans, government self-assessments, IRM reports, and supporting documentation of commitment implementation.

Develop a clear strategy for localizing open government in Indonesia
A key component in prioritizing fewer, more impactful commitments is for the national government to reconsider how it incorporates subnational government units in the action plan. The fourth action plan includes 28 commitments from five subnational entities, but their inclusion generally did not meet OGP criteria for co-creation. Given the high levels of decentralization in Indonesia, subnational involvement in OGP is important toward ensuring that commitments meet the needs of citizens. However, as mentioned in Section 3 of this report, there were limited consultations with civil society and the public regarding the scale and scope of these subnational commitments, thus making the reasoning for their inclusion in the national plan unclear. Additionally, while local government is important in Indonesia's highly decentralized system, the country's *national* action plan should focus on commitments that are impactful at a national level. Currently, subnational commitments in the fourth action plan are piecemeal initiatives, and serve largely as "mini" action plans with no discernible impact at the national level.

With this in mind, if the national government includes commitments at the local level into future national action plan, the IRM recommends that these commitments be designed and implemented in a way that could have a positive impact on open government in Indonesia as a whole. For example, national action plans could include one or two signature commitments that are implemented across several levels of government. Also, local level commitments in future national action plans

could be designed and implemented so that they can serve as pilot projects that assess their general effectiveness and broader replicability at the national level. Beyond the commitments themselves, the national government could also provide technical guidance and support for subnational initiatives when needed. This could involve providing guidelines on co-creation, monitoring and assessment for local government reforms, and localizing initiatives at the national level (such as the major priority reform areas mentioned under Recommendation 4).

Institutionalize the multistakeholder forum through government decree
Civil society and public involvement in monitoring the fourth action plan was highly limited, and OGI's multistakeholder forum met only once at the end of the implementation period. Moving forward, it is important that Indonesia institutionalize it's multistakeholder forum through an official government mandate. An official government mandate could:
1. Help guarantee greater government participation in the forum (and in the action plan development and implementation) beyond the institutions that are directly involved in OGI (e.g. Bappenas, KSP, and the Ministry of Foreign Affairs).
2. Establish clear regulations that formalize the forum's activities and schedule (i.e. provide a clear timeline for regular meetings and rules for participation).
3. Develop buy-in from government and civil society participants on their respective roles, particularly during action plan implementation.

When writing the mandate, the government should strive to meet the general principles as recommended by OGP regarding the development, creation, and role of the forum during action plan development and implementation monitoring.[4]

Include strategic government plans and priorities (particularly those led by Bappenas) in the national action plan
While certain commitments in Indonesia's fourth action plan do address government priority areas mentioned in Section 2: Country Context, many of these commitments are relatively minor reforms. For example, commitments that aim to increase the number of people viewing government webpages and social media pages, increase the number of LAPOR! users, and integrate other complaint-handling systems into LAPOR!-SP4N, though positive initiatives, do not necessarily measure citizen engagement in decision-making processes, or provide citizens with additional means of holding the government accountable.

Moving forward, the government should better integrate its existing strategic reforms into future action plans by leveraging OGP's technical expertise and by using OGP as a separate platform to further reinforce these reforms. OGP possesses a wealth of knowledge and experience in helping governments develop technical solutions that make decision-making processes more inclusive and open, and that close the feedback loops between the government and the public. With this in mind, existing government reforms should be incorporated into future OGP action plans in a way that adds value to these reforms.

Notably, as the lead government institution for OGP in Indonesia, Bappenas is well-positioned to harness Indonesia's participation in OGP to improve upon its reform initiatives. Bappenas is currently heavily involved in the implementation of Indonesia's 2030 sustainable development goals (SDGs) with the United Nations Development Group.[5] Therefore, Indonesia's future action plans could include commitments that address of overlap between Bappenas, civil society stakeholders, and Indonesia's SDGs. Specific examples include healthcare provision, environmental governance, and gender equality.

Healthcare provision
Good health and well-being is one of Indonesia's SDGs (Goal 3), and Indonesia is currently implementing major healthcare reforms that aim to achieve universal health coverage by 2019. The reforms also seek to address regional disparities in service quality and accessibility. Future OGP action plans could include specific commitments that help implement this program by including public consultations on healthcare reforms and focusing on consultations with rural communities with less access to quality services. Bappenas and the Ministry of Health could increase engagement in this sector by identifying key health issues with citizens and stakeholders, release more government-held information on health, and spread information on disease prevention and access to healthcare (hospitals, doctors, etc.). Other possible commitments in this area could involve the creation of a mechanism for citizens to report corruption in the health sector or report long lines and undersupplied facilities (i.e. lack of medicine).

Environmental governance
Environmental governance is one of the four SDG pillars for Indonesia. Bappenas' SDG integration program includes six environmental priority areas:
1) Water security;
2) Housing and residential development;
3) Climate change adaptation and mitigation;
4) Development of the marine-based economy;
5) Protection of natural resources, environment and disaster management; and
6) Conservation and sustainable use of biodiversity.[6]

Future action plans could include commitments that incorporate these environmental governance issues. For example, Bappenas can work with the Ministry of Environment and Forestry to hold consultations with rural communities in developing and implementing climate change mitigation policy.

Gender equality
Gender equality is currently both a goal of Indonesia's SDGs (Goal 3) and an important priority area for OGP.[7] Indonesia can leverage future action plans to address issues that affect women, particularly in rural communities. Gender-based commitments could be tied to the incorporation of subnational governments into the national action plan (as mentioned above) by testing pilot projects for replicability. For example, the national government could adopt a similar commitment to Bojonegoro Regency's commitment and regularly survey public service delivery, which is an initiative that could potentially be replicated on a national scale.[8]

Create an open online beneficial ownership registry
Overall, the theme of anti-corruption was largely absent from the commitments in Indonesia's fourth action plan. Moving forward, Indonesia should use its participation in OGP to advance anti-corruption reforms, particularly in the areas of beneficial ownership and open contracting. Presidential Regulation No. 13 of 2018 (which came into effect on 1 March 2018) requires corporations to disclose information on beneficial owners to the government.[9] To ensure transparency, the IRM recommends that Indonesia develop an open, publically available register for information on beneficial ownership that is in line with both the Presidential Regulation No. 13 and with international best practices. Examples of beneficial ownership registries that Indonesia could copy include those from the UK[10] and the Ukraine.[11] Indonesia could also use future OGP action plans to improve transparency around open contracting, where the country has been slow to follow emerging trends.

Notably, Indonesia hosted the 2017 EITI Beneficial Ownership Transparency Conference.[12] To ensure its compliance with EITI, Indonesia has developed a beneficial ownership transparency roadmap that will be implemented by the end of 2019.[13] Future OGP action plans can include commitments for beneficial ownership disclosure that align with the EITI roadmap, such as the activities envisioned under the 2018 Strategy Stage II, "Developing Institutional and Regulatory Framework of Beneficial Ownership Transparency."

Table 5.1: Five Key Recommendations

1	Closely follow OGP guidelines for action plan co-creation, development, and monitoring
2	Develop a strategy for localizing open government in Indonesia
3	Institutionalize the multistakeholder forum through government decree
4	Include strategic government plans and priorities in the OGP national action plan
5	Create an open online beneficial ownership registry

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[1] For more information on the effect of the one-year timeframe on the action plan, see Section 3.3: Civil Society Engagement.
[2] OGP Steering Committee Meeting Minutes, (OGP, 20 Sept. 2017), 5, https://www.opengovpartnership.org/sites/default/files/SC-Meeting-Minutes_September2017.pdf,.
[3] "The OGP Participation and Co-Creation Toolkit" (OGP), 30, https://www.opengovpartnership.org/sites/default/files/OGP_Participation-CoCreation-Toolkit_20180509.pdf.
[4] "Designing and Managing an OGP Multistakeholder Forum: A Practical Handbook with Guidance and Ideas" (OGP), https://www.opengovpartnership.org/sites/default/files/Multistakeholder%20Forum%20Handbook.pdf.
[5] "Indonesia: Promoting Inclusive Approaches to Localize the SDGS" (United Nations Development Group), https://undg.org/indonesia-promoting-inclusive-approaches-to-localize-the-sdgs/.
[6] Gellwynn Yusuf, "Integrating SDGs to Development Plan" (Ministry of National Development/Bappenas, Republic of Indonesia, 24–25 Oct. 2016), http://www.asia-pacific.undp.org/content/dam/rbap/docs/meetTheSDGs/Opening%20-%20Country%20Reflections%20-%20Indonesia%20(by%20Mr.%20Jusuf).pdf.
[7] See: https://www.opengovpartnership.org/theme/gender.
[8] "Open Government Sub-national Action Plan Bojonegoro Regency Government Year 2016-2017" (OGP, 2017), https://www.opengovpartnership.org/sites/default/files/Bojonegoro_Subnational_Action-Plan_2016-17_ENG_0.pdf.
[9] Presidential Regulation No. 13 2018, available for download (in Bahasa) here: http://eiti.ekon.go.id/en/perpres-13-2018/.
[10] For more information on the UK's beneficial ownership registry, see: Robert Palmer, Sam Leon, "What Does the UK Beneficial Ownership Data Show Us?" (OGP, 24 Nov. 2016), https://www.opengovpartnership.org/stories/what-does-uk-beneficial-ownership-data-show-us.
[11] For more information on Ukraine's beneficial ownership registry, see: Zosia Sztykowski, "Ukraine opened up its beneficial ownership data: why it matters and how your country can be next" (OGP, 8 Jun. 2017), https://www.opengovpartnership.org/stories/ukraine-opened-its-beneficial-ownership-data-why-it-matters-and-how-your-country-can-be-next.
[12] For more information on the 2017 Beneficial Ownership Transparency Conference, see: https://eiti.org/eitibo2017.
[13] Coordinating Ministry for Economic Affairs, EITI Indonesia, "Final Report: A Roadmap of beneficial Ownership Transparency in the Extractive Industries in Indonesia," https://eiti.org/sites/default/files/documents/final-bo_roadmap_eiti_indonesia.pdf.

VI. Methodology and Sources

The IRM progress report is written by researchers based in each OGP-participating country. All IRM reports undergo a process of quality control to ensure that the highest standards of research and due diligence have been applied.

Analysis of progress on OGP action plans is a combination of interviews, desk research, and feedback from nongovernmental stakeholder meetings. The IRM report builds on the findings of the government's own self-assessment report and any other assessments of progress put out by civil society, the private sector, or international organizations.

Each IRM researcher carries out stakeholder meetings to ensure an accurate portrayal of events. Given budgetary and calendar constraints, the IRM cannot consult all interested or affected parties. Consequently, the IRM strives for methodological transparency and therefore, where possible, makes public the process of stakeholder engagement in research (detailed later in this section.) Some contexts require anonymity of interviewees and the IRM reviews the right to remove personal identifying information of these participants. Due to the necessary limitations of the method, the IRM strongly encourages commentary on public drafts of each report.

Each report undergoes a four-step review and quality-control process:

1. Staff review: IRM staff reviews the report for grammar, readability, content, and adherence to IRM methodology.

2. International Experts Panel (IEP) review: IEP reviews the content of the report for rigorous evidence to support findings, evaluates the extent to which the action plan applies OGP values, and provides technical recommendations for improving the implementation of commitments and realization of OGP values through the action plan as a whole. (See below for IEP membership.)

3. Prepublication review: Government and select civil society organizations are invited to provide comments on content of the draft IRM report.

4. Public comment period: The public is invited to provide comments on the content of the draft IRM report.

This review process, including the procedure for incorporating comments received, is outlined in greater detail in Section III of the Procedures Manual.[1]

Interviews and Focus Groups

Each IRM researcher is required to hold at least one public information-gathering event. Researchers should make a genuine effort to invite stakeholders outside of the "usual suspects" list of invitees already participating in existing processes. Supplementary means may be needed to gather the inputs of stakeholders in a more meaningful way (e.g., online surveys, written responses, follow-up interviews). Additionally, researchers perform specific interviews with responsible agencies when the commitments require more information than is provided in the self-assessment or is accessible online.

IRM staff wrote this report under the guidance of the IEP and in consultation with Ravio Patra and Muhammad Maulana, two independent researchers based in Indonesia, who conducted interviews with the responsible government institutions and relevant civil society stakeholders. It should be noted that following the end of the action plan period (December 2017), the Open Government Indonesia (OGI) Secretariat became unstaffed. This limited the number of interviews that the IRM

consultants were able to conduct since the OGI Secretariat could not assist in liaising between the consultants and the responsible ministries and government agencies.

In addition to relevant interviews, the IRM consultant for the national-level commitments was able to provide the IRM with copies of documents on commitment implementation that were provided from in-person visits to the Bappenas office. These documents were important in assessing the accurate level of completion of many commitments, since many commitment indicators were internal and because the OGI self-assessment report did not describe the specific implementation activities. IRM staff also verified the information provided from these interviews with desk research.

To gather information on the implementation of the national-level commitments, the IRM consultant Ravio Patra conducted the following interviews from December 2017 to March 2018 (listed in chronological order):

- 20 December 2017, Lukman Oesman, Communication Specialist and Tasha Nastiti Waris, Staff at the OGI National Secretariat

- 28 December 2017, Fithya Findie, Former Head of the OGI National Secretariat

- 3 January 2018, Fithya Findie, Former Head of the OGI National Secretariat

- 10 January 2018, Fithya Findie, Former Head of the OGI National Secretariat

- 22 January 2018, Fithya Findie, Former Head of the OGI National Secretariat

- 31 January 2018, Agung Hikmat, Associate Director at the President's Executive Office/Focal Point with the OGI National Secretariat

- 2 February 2018, Fithya Findie, Former Head of the OGI National Secretariat

- 7 February 2018, Husni Rohman, State Apparatus Deputy Staff at Bappenas/Focal Point with the OGI National Secretariat

To gather information on the subnational commitments, the IRM consultant Muhammad Maualana conducted interviews with the following individuals:

City of Banda Aceh
- Askhlani, Director of Gerak Aceh

- Arliadi, Staff at Community Empowerment Agency (BPMD)

- Ambia, Government Secretariat

- Kadafi, Dishubkominfo

- Apri, Bappeda

- Taufik Maulidyansyah, Head of Bidang PSI, Dishubkominfo (January – September 2017)

- Dwi, IT Consultant

City of Bandung
- Widi Nugroho, Director of Pattiro Semarang

- Purnomo, Head of Public Relation in DPRD Secretariat

- Nana Storada, Head of Diskominfo

- Diah, Head of Division Information Management & Public Communication Channel, Department of Communication and Information

- Taufik, Head of Division of E-Government, Department of Communication and Information

- Wilar Haruman, Head of Division Statistics, Department of Communication and Information

- Wahyudin, Head of the Economics, Statistics and Development Section, Department of Communication and Information

City of Semarang
- Widi Nugroho, Director of Pattiro Semarang

- Purnomo, Head of Public Relations for the DPRD Secretariat

- Nana Storada, Head of Diskominfo

- Diah, Head of Division Information Management & Public Communication Channel, Department of Communication and Information

- Taufik, Head of Division of E-Government, Department of Communication and Information

- Wilar Haruman, Head of Division Statistics, Department of Communication and Information

- Wahyudin, Head of Section Economy Statistic and Development, Department of Communication and Information

DKI Jakarta
- Harry Sanjaya, Head of Section of Data, information, communication, and statistic

- Fauzi Akbar, Staff of Section of Data, information, communication, and statistic

- Setiaji, Head of UPT Jakarta Smart City

- Andy Susanto, Staff UPT Jakarta Smart City

- Ira Utami Agusputri, Staff UPT Jakarta Smart City

About the Independent Reporting Mechanism

The IRM is a key means by which government, civil society, and the private sector can track government development and implementation of OGP action plans on an annual basis. The design of research and quality control of such reports is carried out by the International Experts Panel, comprised of experts in transparency, participation, accountability, and social science research methods.

The current membership of the International Experts Panel is:

- César Cruz-Rubio
- Mary Francoli
- Brendan Halloran
- Jeff Lovitt
- Fredline M'Cormack-Hale
- Showers Mawowa
- Juanita Olaya
- Quentin Reed
- Rick Snell
- Jean-Patrick Villeneuve

A small staff based in Washington, DC, shepherds reports through the IRM process in close coordination with the researchers. Questions and comments about this report can be directed to the staff at irm@opengovpartnership.org.

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[1] IRM Procedures Manual, V.3: https://www.opengovpartnership.org/documents/irm-procedures-manual.

VII. Eligibility Requirements Annex

The OGP Support Unit collates eligibility criteria on an annual basis. These scores are presented below.[1] When appropriate, the IRM reports will discuss the context surrounding progress or regress on specific criteria in the Country Context section.

In September 2012, OGP officially encouraged governments to adopt ambitious commitments that relate to eligibility.

Table 7.1: Eligibility Annex for Indonesia

Criteria	2011	Current	Change	Explanation
Budget Transparency[2]	4	4	No change	4 = Executive's Budget Proposal and Audit Report published 2 = One of two published 0 = Neither published
Access to Information[3]	4	4	No change	4 = Access to information (ATI) Law 3 = Constitutional ATI provision 1 = Draft ATI law 0 = No ATI law
Asset Declaration[4]	4	4	No change	4 = Asset disclosure law, data public 2 = Asset disclosure law, no public data 0 = No law
Citizen Engagement (Raw score)	3 (7.06)[5]	3 (6.41)[6]	No change	*EIU Citizen Engagement Index* raw score: 1 > 0 2 > 2.5 3 > 5 4 > 7.5
Total / Possible (Percent)	15/16 (94%)	15/16 (94%)	No change	75% of possible points to be eligible

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[1] For more information, see http://www.opengovpartnership.org/how-it-works/eligibility-criteria.
[2] For more information, see Table 1 in http://internationalbudget.org/what-we-do/open-budget-survey/. For up-to-date assessments, see http://www.obstracker.org/.
[3] The two databases used are Constitutional Provisions at http://www.right2info.org/constitutional-protections and Laws and draft laws at http://www.right2info.org/access-to-information-laws.
[4] Simeon Djankov, Rafael La Porta, Florencio Lopez-de-Silanes, and Andrei Shleifer, "Disclosure by Politicians," (Tuck School of Business Working Paper 2009-60, 2009), http://bit.ly/19nDEfK; Organization for Economic Cooperation and Development (OECD), "Types of Information Decision Makers Are Required to Formally Disclose, and Level Of Transparency," in Government at a Glance 2009, (OECD, 2009), http://bit.ly/13vGtgS; Ricard Messick, "Income and Asset Disclosure by World Bank Client Countries" (Washington, DC: World Bank, 2009), http://bit.ly/1clokyf. For more recent information, see http://publicofficialsfinancialdisclosure.worldbank.org. In 2014, the OGP Steering Committee approved a change in the asset disclosure measurement. The existence of a law and de facto public access to the disclosed information replaced the old measures of disclosure by politicians and disclosure of high-level officials. For additional information, see the guidance note on 2014 OGP Eligibility Requirements at http://bit.ly/1EjLJ4Y.
[5] "Democracy Index 2010: Democracy in Retreat," The Economist Intelligence Unit (London: Economist, 2010), http://bit.ly/eLC1rE.
[6] "Democracy Index 2014: Democracy and its Discontents," The Economist Intelligence Unit (London: Economist, 2014), http://bit.ly/18kEzCt.