Independent Reporting Mechanism (IRM): Bojonegoro Final Report 2017

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The Open Government Partnership (OGP) is a voluntary international initiative that aims to secure commitments from governments to their citizenry to promote transparency, empower citizens, fight corruption, and harness new technologies to strengthen governance. In 2016, OGP opened to subnational participants in their own right as part of a pilot program. The OGP Subnational Pilot Program consists of 15 subnational governments who submitted Action Plans and signed onto the Subnational Declaration at the Paris Global OGP Summit. This report summarizes the results of the implementation of Bojonegoro's pilot subnational action plan from January 2017 to December 2017.

The IRM reports for OGP pioneers will be published online primarily. As a result, this template is outlined in terms of the final site layout of the report.

Site map

- Overview page
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- Development process and monitoring of the action plan
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Overview

Period under Review

Action Plan under Review	2017
Dates of Actions under Review	01/2017 – 12/2017

Summary of IRM Findings

Bojonegoro saw remarkable high-level engagement during the co creation and implementation process. However, involvement from the public and CSOs during implementation was mostly limited to two organizations. Moving forward, the IRM recommends finalizing commitments and expanding participation in the OGP process to include local council members and specialized CSOs.

Participation in OGP

Action Plan Date	2016-2017
Lead Agency (Office, Department, etc.)	Office of Communication and Informatics

At a Glance

Table 1: At a Glance	
Number of Commitments	5
Level of Completion	
Completed	0
Substantial	4
Limited	1
Not Started	0
Number of Commitments with...	
Clear Relevance to OGP Values	5
Transformative Potential Impact	1
Substantial or Complete Implementation	4

All Three (⊙)		0
Did It Open Government?	*Major*	2
	Outstanding	0

Action Plan Priorities

1. Open data for public policy decision making
2. Transparency and civic participation in the Regency's budgetary process
3. Civic participation in public service delivery

Institutional Context

This section summarizes the Institutional and Subnational Context section. It emphasizes the description of the lead institutions responsible for the action plan, their powers of coordination and how the institutional set-up boosts or affects the OGP process.

OGP leadership in Bojonegoro

Bojonegoro is one of the five local governments participating in the national OGP process, together with Banda Aceh, Bandung, Semarang and Jakarta.[1] Their subnational action plan is part of Indonesia's OGP National Action Plan 2016-2017. Bojonegoro's five commitments were among 50 of Indonesia's action plan commitments, and were developed in the first semester of 2016 to be implemented throughout 2016 and 2017. The action plan implementation period of the OGP Local Pilot Program officially started in 1 January 2017 and ended in 31 December 2017. Therefore, this report assesses all activities carried out within that period.

The OGP process has been led by the Regent's office with an active involvement of the Regent Suyoto Ngartep Mustajab. During the development of the action plan and part of its implementation, there was no formal body working exclusively on OGP. In 18 May 2017, Suyoto, issued regulation No. 188/177/Kep/412.013/2017 to create three committees charged with undertaking the OGP process: Bojonegoro's OGP steering committee, a tactical team, and an evaluation team.[2] The regulation, which was drafted by the regency, describes the committees' structure, functions and members. The Steering Committee is integrated by a combination of government members, CSO, academia and private sector. The tactical team is divided in five groups, one per commitment. Each of the groups includes approximately six members including government and CSOs. The evaluation team is headed by non-governmental stakeholders. However, in practice, because the regulation is not binding, many of the listed team members (government or CSO) did not participate in the process or took other responsibilities according to need. For example, Djoko Lukito, vice secretary of Bojonegoro Regency in welfare affairs, was named as head of Bojonegoro OGP tactical team. However, in practice, the Office of Communication and Informatics led and guided the implementation of open government commitments since the beginning of the OGP process, with little to no technical participation of the vice secretary. Similarly, some members claimed that they were given a very short notice to participate. For instance, there were representatives of the Institute of Development of Society (IDFoS), a local CSO at Bojonegoro, was featured in every commitment. Nevertheless, IDFoS was only able to engage in two commitments (#2 and #5).[3]

In the course of interviews from the IRM researcher with representatives of the Indonesian Women Coalition (KPI), whose names were mentioned in the regulation, they claimed to have never been involved in the implementation of any commitments.[4] A representative of the academia, during an

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interview with the IRM researcher explained that he was invited to join the OGP process in Bojonegoro, but was unable to attend due to his duties on campus. Although he sent his administrative staff, with limited knowledge on open government, he was not further engaged during the OGP process in the regency.[5]

As was mentioned before, the Bojonegoro Institute (BI) and IDFoS played a crucial role during the implementation of some commitment milestones. The BI is a local civil society organization that focuses its work on open data and transparency in government budgetary processes. They have worked with international organizations such as Open Contracting Partnership and Hivos on local development projects. IDFoS is a very well known NGO in Bojonegoro engaging in community development with a special focus on empowering civil society. IDFoS has a wide network of civil society organizations that they partner with. Both organizations are considered to be the oldest CSO. They were created in the 90's, working first on democratization issues and evolving into development.

Additionally, ExxonMobile Cepu Ltd (EMLC) was also involved as a source of funding,[6] but did not take any formal part or representation throughout the process. After reviewing publications and public comments related to the open government process in the regency, the IRM researcher determined that the company included some of the action plan milestones as part of its social responsibility programs in the region.[7] EMCL was invited to the launching ceremony of OGP's Subnational Bojonegoro but never got directly involved in the development or finalizing of the action plan. The company has admitted its knowledge and involvement in completing each open government commitment of Bojonegoro[8], however other donors have taken a role in action plan implementation, like the organization HIVOS who played a crucial role in allocating funds for the digitalization of procurement and data management in the regency (commitment #1 & #3).

The Regent of Bojonegoro Suyoto has been acting as the chair of the steering committee and has been giving full political support to the success of open government in his territory. To some extent, the open government parallels to his vision of engaging citizens into the development of the regency. In practice, this political support should also be accompanied by financial support for the accomplishment of each commitment.

Table 1.1 Summary of OGP leadership in Bojonegoro

1. Structure	Yes	No
Is there a clearly designated government lead for OGP?	✔	
	Shared	Single
Is there a single lead agency or shared leadership on OGP efforts?	✔	
	Yes	No
Is the head of government leading the OGP initiative?	✔	
2. Legal Mandate	Yes	No
Is the government's commitment to OGP established through an official, publicly released mandate?	✔	
Is the government's commitment to OGP established through a legally binding mandate?		✔
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?		✔
Was there a change in the executive leader during the duration of the OGP action plan cycle?		✔

Participation in OGP by Government Institutions

This sub-section describes which government institutions were involved at various stages in OGP.

In Bojonegoro regency, the implementation of OGP commitments was assumed by the Office of Communication and Informatics. The leading coordinator of open government in Bojonegoro is the office's head, Kusnandaka Tjatur. The idea of openness in Bojonegoro started from the government's efforts to address the issue of information accessibility in 2008 with the Friday Dialogue project, which was prepared by the Office of Communication and Informatics. The Friday Dialogue was one strategy of the Office to collect inputs from the citizens regarding development and public service delivery in Bojonegoro. Accordingly, representatives of the Office were distributed in each commitment's tactical team to ensure the management of information within the whole OGP team. Table 1.2 below details which institutions were involved in OGP.

The office has been receiving full political support from Bojonegoro Regent, Suyoto. He issued a regulation for the establishment of an *ad hoc* team for Bojonegoro´s OGP Subnational process.[9] At first, he sent formal invitations to major, reputable CSOs in the regency like BI and IDFoS. , Kusnandaka organized a series of follow-up meeting to discuss and finalize the commitments starting from February 2016.

In early August 2016, a first draft of the regency's five initial commitments to be submitted to the national OGP office was issued.[10] On 23 August 2016, the Regent's office organized a consultation meeting with national OGP representative to finalize the action plan. Some initial commitments were merged, some were deleted, and new commitments were added.[11] The result was the ongoing commitments in the 2016-2017 Action Plan.[12]

The regent´s regulation (No. 188/177/Kep/412.013/2017) about OGP Bojonegoro's steering committee, tactical team, and evaluation team[13] does not guarantee that all the team members will work in their intended post.[14] The regulation does not state the functions of each designated member clearly and some of the listed members have not been informed of their inclusion. Each team consisted of bureaucrats, local activists, and local academics. Bureaucratic members were chosen according to the relevance of their position at the time, in relation to the implementation of each commitment.[15] However, the membership has been based more on the person rather than the position held in the government. If one team member was moved into a different position that had no competence over matters of open government she/he still had the responsibility to secure the completion of the commitments carried out during her/his term in the relevant office. Personnel rotation has been one major problem for the implementation of open government in the regency, where OGP team members had to perform additional tasks when they were posted in new positions.[16]

There was no mention of the involvement of local council's members in the course of open government in Bojonegoro. The government´s executive branch is the main responsible for open government initiatives in the regency. Although the executive´s commitment on the matter is good for tactical and practical purposes, the absence of local council members has made it harder to secure funding for open government implementation beyond what is allocated by the Regency's local budget (APBD).[17] Outside sources of funding from international donors and multinational companies have been sought out by the open government tactical team in collaboration with local CSOs.

Table 1.2 Participation in OGP by Government Institutions

How did institutions participate?	Ministries, Departments or agencies	Legislative (parliaments or councils)	Justice institutions (including quasi-judicial agencies)	Other (special districts, authorities, parastatal bodies, etc.)
Consult: These institutions observed or were invited to observe the action plan, but may not be responsible for commitments in the action plan.	19[18]	1[19]	0	0
Propose: These institutions proposed commitments for inclusion in the action plan	15[20]	0	0	0
Implement: These institutions are responsible for implementing commitments in the action plan whether or not they proposed the commitments	8[21]	0	0	0

Commitment Overview

For the Government of Bojonegoro, open government is a means to target sustainable development, especially after the discovery of natural resources. In general, there were three major themes of open government in Bojonegoro, Indonesia (2016-2017).

The first theme aimed to provide open data infrastructure to enhance the quality of development process in the regency. Commitment 1 (Data Revolution) was promoted to fill lack of real-time, accurate data as a basis for decision making. Commitment 4 (Open Data Contract) was proposed as a strategy to reduce corruption through a transparent procurement of goods and services. A second theme on transparent and civic participation in the budgetary cycle in regency and village levels was developed with 2 commitments. Commitment 2 (Village Accountability) targeted for more accountable administration of select villages in the regency, while Commitment 3 (Local Budget Transparency) created several strategies to call for more civic engagement by opening data for budget planning and report. A third theme consisted of Commitment 5 (Improving Quality of Public Services). The commitment focused on how to create a pilot mechanism for civic engagement with a joint, contextual standard for public service delivery, targeted at the local health sector. The model would be applied for other public service sectors, in different administrative levels.

In general, the Government of Bojonegoro has no substantial problem in implementing these commitments. However, some commitment' milestones were too high in expectation so many were not fully accomplished.

Table 2.1 Overview: Assessment of Progress by Commitment

Table 2.1 displays for each commitment the level of specificity, relevance to OGP values, potential impact level of completion.

Commitment Overview	Specificity				OGP Value Relevance				Potential Impact				Completion				Did It Open Government?				
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Technology & Innovation for Transparency & Accountability	None	Minor	Moderate	Transformative	Not Started	Limited	Substantial	Completed	Worsens	No change	Marginal	Major	Outstanding
1. Data Revolution				✔	✔			✔			✔				✔				✔		
2. Enhancing Village Administration Accountability			✔		✔	✔		✔				✔		✔					✔		
3. Improving Local Budget Transparency			✔		✔			✔			✔				✔				✔		
4. Enhanced Open Procurement Contract Data			✔		✔			✔			✔				✔				✔		
5. Improving Quality of Public Services			✔			✔					✔				✔					✔	

General Recommendations

Lack of overall support for the OGP process has been an issue in Bojonegoro. Although political support is evident, financial support has not been secured for the achievement of OGP commitments and its milestones. Therefore, the inclusion of local council members is highly important to guarantee the proper funding of open government commitments.

Since the Regent in Bojonegoro will be replaced in 2018, a follow-up mechanism with periodic meetings with the regency's development planning body for the inclusion of open government commitments/agendas in the regency' mid- and long-term development plan should be put in place. This would legitimize political, financial and human resource support for the implementation of open government in Bojonegoro.

The local government should also address the big issue of development sustainability in Bojonegoro and allow for an open exchange of ideas and solutions with the general public on this matter.

Capacity building for citizens is still pending in the regency, especially in rural areas. Some citizens who already have good capacity in conveying ideas and performing public speaking will find the greatest helpfulness in getting involved in dialogues with the government.[22]

[1] Bappenas & Open Government Indonesia, 2016, *Rencana Aksi Nasional Keterbukaan Pemerintah 2016-2017*.

[2] https://drive.google.com/file/d/0By7NDz0CM7jzSWxjbXhITmF5dlE/view?usp=sharing

[3] Focus discussion with IDFOS, Bojonegoro (October 26, 2017).

[4] Interview with Alrotun Nimah, Bojonegoro (October 27, 2017) and Sri Qomariyah (October 27, 2017). Both are exponents of Indonesian Women Coalition in Bojonegoro.

[5] Interview with Ridlwan Hambali, Nahdlatul Ulama University of Sunan Giri, Bojonegoro (October 27, 2017).

[6] The information was confirmed in separate discussions with OGP team member (August 10, 2017), IDFOS (October 26, 2017), and Bojonegoro Institute (October 26, 2017); and, email personal communication with Dave A. Seta, External Affair Manager EMCL (November 30, 2017).

[7] Email personal communication with Dave A. Seta, External Affair Manager EMCL (November 30, 2017).

[8] Email personal communication with Dave A. Seta, External Affair Manager EMCL (November 30, 2017).

[9] https://drive.google.com/file/d/0By7NDz0CM7jzSWxjbXhITmF5dlE/view?usp=sharing

[10] https://drive.google.com/file/d/1LRwxEd0wcqYELSqfW6h6PMFyA0r1zqWp/view?usp=sharing

[11] https://docs.google.com/document/d/1PMUZtKbzawaOdvMUUgYn7ULrchNX-Rx7mne6Mh6gWb4/edit?usp=sharing

[12] https://drive.google.com/file/d/0By7NDz0CM7jzQVIqSFhjcmt1ZW8/view?usp=sharing

[13] https://drive.google.com/file/d/0By7NDz0CM7jzSWxjbXhITmF5dlE/view?usp=sharing

[14] Joko Hadi Purnomo, focus discussion with IDFOS, Bojonegoro (October 26, 2017); Lulus Hanarka & Syaiful Huda, focus discussions with Bojonegoro Institute (October 26, 2017); separate interviews with members of Indonesian Women Coalition Bojonegoro, Alrotun Nimah, Bojonegoro and Sri Qomariyah (October 27, 2017); interview with Ridlwan Hambali, Nahdlatul Ulama University of Sunan Giri (October 27, 2017).

[15] Focus discussion with OGP team members, Office of Communication and Informatics, Bojonegoro (August 10, 2017).

[16] Focus discussion with OGP team's members, Office of Communication and Informatics, Bojonegoro (August 10, 2017).

[17] Joko Hadi Purnomo, from focus discussion with IDFOS, Bojonegoro (October 26, 2017).

[18] Office of Communication and Informatics (Dinas Infokom), Agency of Regional Development Planning (Bappeda), Agency of Community Empowerment and Village Administration (BPMPD), Office of Regional Revenue (Dispenda), Agency of Regional Fiscal and Asset Management (BPKKD), Agency of Licensing Service (Badan Perijinan), Office of Public Health (Dinas Kesehatan), Division of Organization and Governance (Bagian Ortala), representative of dr. Sosodoro Djatikoesoemo public hospital, representative of Sumberrejo public hospital, representative of Padangan public hospital, Office of Public Work (Dinas PU), Office of Education (Dinas Pendidikan), Division of Governance (Bagian Pemerintahan), Division of Law and Regulation (Bagian Hukum dan Perundang-undangan), Secretary of Local Council (Sekretaris DPRD), Ministry of National Development Planning (Bappenas), Open Government Indonesia (OGI), Unit of Presidential Staff (UKP4), 19.

[19] The representative of Bojonegoro council participating in the process is anonymous. IRM researcher could not find the name of the council member. It was only mentioned in IDFoS' website (dated on August 22, 2016) that there was council member(s) during a meeting in the Regent office to sharpen up the regency open government commitments.

[20] Office of Communication and Informatics (Dinas Infokom), Agency of Regional Development Planning (Bappeda), Agency of Community Empowerment and Village Administration (BPMPD), Office of Regional Revenue (Dispenda), Agency of Regional Fiscal and Asset Management (BPKKD), Agency of Licensing Service (Badan Perijinan), Office of Public Health (Dinas Kesehatan), Division of Organization and Governance (Bagian Ortala), head of dr. Sosodoro Djatikoesoemo public hospital, head of Sumberrejo public hospital, head of Padangan public hospital, Office of Public Work (Dinas PU), Office of Education (Dinas Pendidikan), Division of Governance (Bagian Pemerintahan), Division of Law and Regulation (Bagian Hukum dan Perundang-undangan).

[21] Secretary Office of Bojonegoro (Sekda), Office of Communication and Informatics (Dinas Infokom), Agency of Regional Development Planning (Bappeda), Agency of Community Empowerment and Village Administration (BPMPD), Agency of Regional Fiscal and Asset Management (BPKKD), Office of Public Work (Dinas PU), Office of Public Health (Dinas Kesehatan), Division of Organization and Governance (Bagian Ortala).

[22] Joko Hadi Purnomo and Ainun Ni'am, focus group discussion with IDFos, Bojonegoro (October 26, 2017).

Institutional and Subnational Context and Scope of Action Plan

This section places the action plan commitments in the broader context. The emphasis of the IRM report is on the development and implementation of the OGP action plan. However, to ensure the credibility of the report and of OGP more broadly and to inform future versions of the action plan, researchers are asked to briefly consider the institutional context within which the OGP action plan is framed. Consider significant actions not covered by the action plan that are relevant to OGP values and the entity's participation in the Partnership. The emphasis should be on the specific subnational context, although researchers may make some reference to the broader national context as it affects implementation at the subnational level (in county, referring to ward level or in the Municipality, referring to State and Federal context).

Background

Bojonegoro and Indonesia

Bojonegoro is a *kabupaten* (regency) in East Java province, Indonesia. The total area of Bojonegoro reaches 230,000 hectares with a population of 1,5 million (2016). The working area of the government of Bojonegoro is very diverse from urban areas, countryside, mountains, and, since 2006, extractive industry areas.[23]

The practice of decentralization in Indonesia is different from other federal states in general. As a regency, Bojonegoro has its own government structure. Basically, the structure follows the national regulation, even though some regencies run autonomously from the national level. According to the Regional Government Law (No. 32/2004), *kabupaten* (regency) as well as *kota* (municipality) are a third-tier government in the country that enjoy greater decentralization. Regencies and municipalities differ in demography, size and economy. Municipalities usually are smaller and of an urban nature, while regencies are larger and rural. A Regency is headed by a regent (*bupati*), and municipalities are run by a mayor (*walikota*). Provinces in Indonesia are run by a governor (*gubernur*). Provincial governments act as the second tier of government and are mandated as the central government's representative (i.e., Ministry of Internal Affairs) at the local level. In 2014, a new law was introduced to regulate village administration. Village governance acquired a new dimension, providing them with more decision-making power and their own budgets. As reported by the Indonesian NGO PATTIRO and the Institute for Development Studies in their Research Report of 2017,

> *"In terms of village finance, before the law, villages used to receive limited funding called Alokasi Dana Desa (ADD), from the revenue of regional government. The Village Law has established an additional source of funding for the village – Dana Desa (DD) – derived from central government. As a result, allocations to village budgets have increased around ten-fold."*[24]

Therefore, villages have recently gained power in the administration of resources and ability to govern.

Every regency has its own local council from which members are elected simultaneously with the national council every five years. The last election was in 2014 and the upcoming will be in 2019. This parliamentary election's cycle is different from the election's cycle of the head of the regency (*bupati*). In Indonesia in general, since 2006, heads of local government are elected directly by the people, every five years. A person can only be a regent for two periods. The current regent of Bojonegoro Suyoto was first elected in 2008 and reelected in 2013. His term will end in 2018.

Bojonegoro and Cepu Block

Bojonegoro is among other regencies in Indonesia with a history of poverty.[25] However, since 2008 there has been a drastic increase in the regency's revenue following the operation of the Banyu Urip well.[26] The well is part of the oil and natural gas block of Cepu. The block stretched out the area of

three regencies in Central Java (Blora) and East Java (Bojonegoro and Tuban). In Bojonegoro, the Banyu Urip well has been the most productive well in the block. Operated by a multinational company, ExxonMobil Cepu Ltd. (EMCL), the well contributed almost 25 per cent of the national oil production with approximately 200,000 barrels per day.[27]

A 2014 independent report noted that Bojonegoro received US$23 million from oil and natural gas revenue sharing fund by 2012.[28] Accordingly, the regency's GDP increased significantly from US$870 million to US$2.5 billion in 2011. There has been a significant and consistent increase of oil and natural gas sector's contribution to the regency's GDP. Data from the Statistics Bureau of Bojoengoro shows that the increase of oil and natural gas production has almost tripled, from 24.05 billion barrels in 2015 to 62.39 billion barrels in 2016.[29] Table 1 compares mining and agriculture sectors' contribution to the regency GDP from 2012 to 2016. It shows that for the last few years, Bojonegoro's economy has been supported more by mining industries and less by agricultural sectors.

Table 1. Regional Gross Domestic Product of Mining and Agriculture sectors in Bojonegoro (in billion IDR)

Year	Mining		Agriculture		Bojonegoro Total
	Total	%	Total	%	
2012	22.851,4	52,31	6.137,5	14,05	43.686,4
2013	24.647,7	51,21	6.879,7	14,29	48.129,2
2014	24.523,9	48,53	7.611,0	15,06	50.533,9
2015	20.021,7	41,19	8.399,2	17,28	48.606,5
2016	24.164,5	43,48	9.012,5	16,21	55.582,3

Source: Bojonegoro Bureau of Statistics (2017), pp. 71-73.

For the Regent of Bojonegoro Suyoto, oil and natural gas in the regency is both a gift and a curse.[30] Learning from previous experience of other mining regions, Suyoto has been very aware of the fact that people's welfare growth does not follow the increase of local government revenue. As a leader, Suyoto concerns more on how to maintain the balance between high economic increases with socio-economic welfare of the people as well as to guarantee that today's economy can sustain the regency's development even after the oil has gone. He has stated that open government would be a great opportunity to provide Bojonegoro with good infrastructure and people's capacity to realize social and economic welfare for the citizens.[31]

Bojonegoro and Open Government

Bojonegoro has been one flagship of open government in Indonesia. The implementation of OGP initiatives in Bojonegoro has followed the regency's prior efforts in carrying out open government principles. Before joining the OGP local program, since 2013 Bojonegoro has been committed to do innovative management of public-participation-based development, with the issuance of a Regent Regulation (No. 30/2013).

The regulation establishes several mechanisms for citizens to engage in development process, including the weekly "Friday Dialog". The Friday Dialogue, has been a key instrument of civic engagement in the governance. The dialogue is broadcasted live on Radio Malowopati FM, and is currently live streamed on YouTube.

Besides the dialogue, people can send SMS to Radio Malowopati (0821143212958) and the Office of Communication and Informatics will bring the messages for daily management review meetings at the Regent's office. There is also an Internet-based "SIAP LAPOR!" application. Citizens can also send a direct SMS to Suyoto's cellphone which is publically available.

Suyoto has played a key role in the success of open government in Bojonegoro. He initiated some radical steps in bureaucracy reform. One major action was to desacralize Regency's *pendopo* (town hall)

where people could come and discuss various public affairs. In Javanese culture, *pendopo* is a sacred place; it is the symbol of the king's power where only certain (powerful) people could enter. Suyoto turned the *pendopo* into a social center for citizens to have education, social, and cultural activities.[32] Friday Dialogue is among other steps to desacralize *pendopo* by inviting everyone to come and discuss public issues in the regency.

The gap on infrastructure development has been a key factor affecting open government implementation in the regency. Additionally, cultural issues of government officials and the citizens' view and role on development have also played an obstacle for pushing the open government agenda forward. Although there is a changing orientation of development from top-down to bottom-up, the majority of citizens have not perceived this change. In many cases, citizens still need to be stimulated to be willing and able to engage in development governance. The problem with open government in Bojonegoro is not just about unequal structure, but also about the lack of culture changes of both government apparatuses and most of the citizens.

Stakeholder Priorities

There are three major priorities in Bojonegoro's action plan: a) providing sufficient, reliable, real time data for better development planning; b) reinforcing the structure for budget transparency; and, c) improving public service delivery through civic participation.

These priorities were deemed by CSOs as important and relevant to include in the action plan. Some commitments included specific concerns raised by organizations, such as the creation of a Village Transparency Index and improving public service evaluation standards by piloting a mechanism in health centers.

Scope of Action Plan in Relation to Subnational Context

While it is not the job of the IRM to tell governments and civil society organizations what can or cannot be in action plans, the IRM Guiding Principles do require the IRM to identify, "The extent to which the action plan and its commitments reflect, in a certain subnational context, the OGP values of transparency, accountability, and civic participation, as articulated in the OGP Declaration of Principles and the Articles of Governance.

In terms of the scope of the action plan in Bojonegoro, the priorities set by the government are strongly linked to transparency, in terms of access to information. Two of the major priorities of the regency are linked to open data, and the benefits it brings to citizen in terms of local development and administration. On the issue of civic participation, the action plan lays out actions to enhance this aspect of open government, related mostly with improving service delivery. However, the presence of private sector companies in the regency might become an issue to address with actions under the OGP framework that might extend citizen participation and public accountability in the context of the presence and extractive industries in the regency.

Beyond these priorities, the action plan does not address key issues such as how to use open government mechanisms to realize social and economic welfare in the context of mining-led economic increase in the regency. Bojonegoro Institute and IDFoS have been actively trying to raise awareness to the public as well as the government on this issue.[33] Economic development sustainability is repeatedly surfaced in most conversations and interviews held with different stakeholders during the course of this investigation, as well as in public opinion.

[23] Bojonegoro Bureau of Statistics (2017) *Produk Domestik Regional Bruto Bojonegoro (2012-2016),* Bojonegoro: Bureau of Statistics.

[24] Salim, Bulan, Untung, Laksono & Brock, "*Indonesia's Village Law: enabler or constraint for more accountable governance?*", October 217, https://opendocs.ids.ac.uk/opendocs/bitstream/handle/123456789/13324/Village_law_Indonesia_Final.pdf

[25] C.L.M. Penders (1984) *Bojonegoro, 1900-1942: A story of endemic poverty in north-east Java, Indonesia*, Jakarta: Gunung Agung.

[26] Ermy Ardhyanti and Hasrul Hanif (2014) "Innovative policy of regional development in decentralized Indonesia: local content policy in extractive industries governance at district of Bojonegoro, Province of East Java, Indonesia." ERSA conference papers, European Regional Science Association, https://econpapers.repec.org/RePEc:wiw:wiwrsa:ersa14p1511.

[27] Email personal communication with Dave A. Seta, External Affair Manager EMCL (November 30, 2017).

[28] Ermy Ardhyanti and Hasrul Hanif (2014) "Innovative policy of regional development in decentralized Indonesia: local content policy in extractive industries governance at district of Bojonegoro, Province of East Java, Indonesia." ERSA conference papers, European Regional Science Association, https://econpapers.repec.org/RePEc:wiw:wiwrsa:ersa14p1511.

[29] Bojonegoro Bureau of Statistics (2017) *Produk Domestik Regional Bruto Bojonegoro (2012-2016),* Bojonegoro: Bureau of Statistics, pp. 45-46.

[30] https://drive.google.com/file/d/1xiTPZVd4UHux00-L0c8WaqpCwdXfuKXo/view?usp=sharing.

[31] Dinas Kominfo (2017) *Menuju Gerbang Dunia. Pemerintahan Terbuka Rakyat Bahagia*, Bojonegoro, pp 21-22.

[32] Dinas Kominfo (2017) *Menuju Gerbang Dunia. Pemerintahan Terbuka Rakyat Bahagia*, Bojonegoro, pp 1-3.

[33] Separate group discussions with Bojonegoro Institute (October 26, 2017) and IDFOS (October 26, 2017).

Process of Development and Monitoring of the Action Plan

Process of Development of the Action Plan

Governments participating in the OGP follow a process for consultation during development of their OGP action plan and during implementation. This section summarizes the performance of Subnational Bojonegoro during the development of their first action plan.

OGP Basic Requirements

Subnational Governments received the following guidance on participation during action plan development and execution:

May – November 2016: Development of commitments: Participants set up ways to work with civil society organizations and other groups outside government and use these mechanisms to identify priority areas for commitments. Specific commitments should then be developed in partnership with civil society, allowing them the opportunity to support governments in drafting them and establishing milestones. Draft commitments should be shared with the OGP Support Unit as they are being developed and for comment and advice in October-November. Commitments should be finalized and agreed by the end of November, so they can be published and announced at the OGP Summit in December.

Bojonegoro has met all basic requirements in developing their action plan. The development of Bojonegoro's commitments was closely linked to the national process.

Bojonegoro's involvement in Indonesia's National OGP Process

On 8 October 2015, the local government of Bojonegoro was invited to the National Development Planning Body regarding open government at the subnational level. On December 2015, the body held a public consultation in Bojonegoro regarding the opportunity to incorporate Bojonegoro into the national action plan. In 25 February 2016, the national secretary of Open Government Indonesia invited three potential local government entities to join the national OGP process and submit commitments to the national action plan 2016-2017.[34] The national action plan finally incorporated five subnational entities: the Regency Government of Bojonegoro, Banda Aceh Municipality, the Provincial Government of the Special Capital Region of Jakarta, Bandung and Semarang. In parallel, Bojonegoro sent the application to join OGP's Subnational Pilot Program (renamed the OGP Local Program[35]) on 26 February 2016, which was confirmed and announced on 8 April 2016.

CSOs' involvement in the development of commitments for Bojonegoro

Following these results, the head of Office of Communication and Informatics, Kusnandaka Tjatur, organized a series of meetings to draft their commitments. On 3 June 2016 the Office discussed with the OGI national secretariat in Jakarta for comments and inputs. On 22 June 2016 another meeting was held to develop viability of the original plans based on the result from the previous meeting with the national secretary.[36] The meeting was also attended by representatives of two local CSOs, the Bojonegoro Institute and the Institute Development of Society (IDFoS). During the meeting, Kusnandaka noted a crucial point about limited financial support from the government local budget for the implementation of OGP in Bojonegoro.[37] IDFoS suggested that open government should cohere with the existing government-CSO partnership in performing sustainable development in Bojonegoro, especially in the village administration level. This was the initial idea for commitment #2 (Enhancing Village Government Accountability). Another input was regarding open government as tools to increase the quality of public service delivery, especially in health and education. This was the initial idea for commitment #5 (Improving Quality of Public Service).

IDFoS took an initiative to incorporate discussion about open government into their regular bi-weekly meeting. During one of those meetings held on 10 July 2016, IDFoS invited Kusnandaka Tjatur to their office to discuss and decide some visible milestones to address village government transparency and accountability (commitment #2).[38] In that meeting, Joko Hadi Purnomo from IDFoS noted that participation has been the main issue among other open government's values. For Joko, open government is about how to transform the way citizens's understand participation to involve them in the regency's development.[39]

On 28 July 2016, the government held another coordinating meeting to finalize the selection of the themes and activities to be included in the action plan as commitments.[40] This time, the Bojonegoro Regent Suyoto led the meeting in which CSOs representatives urged transparency of village government administration. Syaiful Huda from Bojonegoro Institute explained that following the implementation of the new Village Law, the national budget would be transferred to village administration and this would be prone for corruption if there is no mechanism of control and capacity building.[41] One strategy to prevent this is to open all information about village budget planning and implementation through some visible media for the villagers (milestones 2.1 & 2.3).[42] During this meeting, the five commitment themes were chosen.

In August 2016, the Office of Communications and Informatics took the five priority areas and outline of activities from this meeting and organized them in the action plan format, which resulted in five commitments. They were 1) improving public service, 2) integrating the openness of village administration, 3) enhancing local budgeting quality and management, 4) increasing open mechanism and public participation, and 5) data revolution. These commitments were presented to the OGI national secretary team on 23 August 2016 in Bojonegoro, who proposed to change the order in which the commitments were presented.[43] By September, Bojonegoro completed the Action Plan with commitments as follows: 1) data revolution, 2) enhancing village government accountability, 3) improving local budget transparency, 4) enhanced open procurement contract data, and 5) improving quality of public services.

Publication and dissemination of the final action plan

In mid-October 2016, the government of Bojonegoro hosted a national festival to raise public awareness of OGP in the regency and national level (milestone 3.2). In November, with assistance from OGI team, the government of Bojonegoro, IDFoS and the Bojonegoro Institute finalized the action plan by deciding on reasonable milestones for each commitment.[44]

Table 3.1: Basic Requirements

1. **Participatory Mechanism:** Was there a way of working with CSOs and other groups? Guideline: Participants set up ways to work with civil society organizations and other groups outside government and use these mechanisms to identify priority areas for commitments.	Yes
2. **Priority Identification:** Was civil society able to help identify priority areas for commitments? Guideline: Participants set up ways to work with civil society organizations and other groups outside government and use these mechanisms to identify priority areas for commitments.	No
3. **Commitment Development:** Did civil society participate in the development/drafting of commitments and milestones? Guideline: Specific commitments should then be developed in partnership with civil society, allowing them the opportunity to support governments in drafting them and establishing milestones.	Yes

4. **Review:** Were commitments submitted for review to the Open Government Partnership Support Unit prior to finalization? Guideline: Draft commitments should be shared with the OGP Support Unit as they are being developed and for comment and advice in October-November.	Yes
5. **Submission:** Were commitments submitted on time? Guideline: Commitments should be finalized and agreed by the end of November, so they can be published and announced at the OGP Summit in December.	Yes

Openness of Consultation

Who was invited?

The initial invitation in October 2015 was from the OGI national secretariat to the local government of Bojonegoro. The invitation was meant to select potential local entities to be included in the national action plan as implementers of their own open government commitments in the local level. Once selected by OGI to participate in the national OGP process, the Office of Informatics first held meetings with government institutions to raise interest in OGP and coordinate their participation in the process. They involved CSOs in the OGP process on the third meeting, held on 22 June 2016. At this point, they had gathered input from other government institutions in the Regency, but had not yet drafted any commitments nor defined the key areas. The Office of Communications sent a formal invitation letter to Bojonegoro Institute and Institute Development of Society (IDFoS), two active CSO collaborators in open government. They were contacted directly because of they are considered the most important CSOs working on issues of transparency. There was also an open call for collaboration to develop the first commitment of Data Revolution, which was published on Bojonegoro Institute's and Sinergantara's (national NGO) website,[45] but public participation was mainly limited to the network of the two collaborating CSOs. After this initial meeting, these organizations continued to be invited to subsequent meetings on action plan development, including the key meeting of July 27, were commitment themes were discussed and approved by all members.

How was awareness raising carried out?

Communication between the government and the two CSOs during co creation developed organically. These organizations already had a track record working on open government and transparency issues and had already worked with the government on other development projects. Their participation in the meetings to develop the action plan were similar to how meetings had been held in the past. Allowing everyone to provide feedback and propose ideas both on both a broad and granular level. This was visible during the different meetings where BI and IDFoS were able to contribute on general themes as well as milestones. Everyone was aware of their role and how they could contribute.

Additionally, the government of Bojonegoro held an OGP Festival in October 2016 as its strategy of public awareness raising of its participation in open government. It targeted not only the regency's citizens but also national audience. Invited to the event were governing ministers, other local government's head or representatives and this attracted local and national media to report the event.

A few months before the event, in August, the Regent of Bojonegoro Suyoto issued an instruction letter (No. 2/2016) to all subdistricts' and villages' heads in Bojonegoro mandating them to publish each unit's annual budget and budget plan in the form of posters and large banners placed in public spaces. It was meant to prepare the festival in case there was a random field visit.

Which parts of civil society participated?

Civil society's participation was only limited to the network of Bojonegoro Institute and IDFoS whom were already working with the local government in open government projects. They joined the process

of prioritization and development of commitments and played a key role in drafting the action plan. The IRM researcher found no substantial conflicting views in identifying priority areas. The CSOs were in the same framework on pushing the government's openness in the era of oil and natural gas economy and development sustainability in the aftermath. Additionally, the IRM researcher could not identify representations of private sectors in the formal OGP *ad hoc* team.

Level of Public Input

The IRM has adapted the International Association for Public Participation (IAP2) "Spectrum of Participation" to apply to OGP.[46] 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."

The general public and two CSOs played a role during the development process of Bojondegoro's action plan.

The general public participated through the Friday Dialogue meetings, that the Regency used to provide information and general updates on the process to citizens. During these, people could provide comments and ask questions about the OGP process as well as other subjects being discussed simultaneously. Therefore, these meetings served to inform the public on general issues, including OGP activities.

On the other hand, Bojonegoro Institute and IDFoS played a key role in determining the priorities in the action plan and provided input during the drafting of commitments. Throughout the process, the Government held iterative dialogue with these CSOs and they helped set the agenda. For example, during the June and July meetings, the Regency surfaced an issue of funding and not having the resources to implement open government activities. According to interviews with IDFoS and BI representatives, the CSOs suggested to include commitments relevant to Exxon Mobile's (EMCL) CSR programs, considering that they had already committed funds for development in 10 villages in Bojonegoro.[47] As such, they considered strategic to involve EMCL indirectly. Commitment 1 on Data Revolution and Commitment 4 on data contracting were proposed by Bojonegoro Institute. Syaiful Huda from Bojonegoro Institute suggested, "We only implemented Data Revolution (Commitment 1) in 10 pilot villages and they were Exxon's target villages for CSR."[48] Commitment 2 on village administration and commitment 5 on health were proposed by IDFoS, considering they were already working on these issues with government support and EMCL funding. The final drafting of commitments, was later done by the Office of Communications and Informatics, guided by the input from meetings with other governmental institutions and the two CSOs.

Therefore, the level of public input varies depending on the stakeholders involved. The two CSOs (which are among the oldest organizations and have a strong reputation in the region) who were targeted to work with the regency collaborated in the development of the plan. However, the public was only informed of what was being decided through the Friday Dialogues and media. Other organizations like the Indonesian Women Coalition (working on the issue of health reproduction for women in Bojonegoro), view open government as only a matter of opening information in the budgetary process, and is limited to the duty of the Office of Communication and Informatics. Taking this into consideration, the IRM researcher believes that the Regency involved two specific organizations, but could be more inclusive and open to other CSOs and networks.

Table 3.2 Level of Public Input

Level of public input		During development 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 commitments were considered.	✔
Consult	The public could give inputs.	
Inform	The government provided the public with information on the action plan.	
No Consultation	No consultation	

[34] "Renaksi OGI 2016-2017 Masuki Tahap Penjajakan Daerah", http://opengovindonesia.org/front/detail/news/renaksi-ogi-2016-2017-masuki-tahap-penjajakan-daerah

[35] For more information on Open Government Indonesia (OGI), see: https://www.opengovpartnership.org/local.

[36] "Dinkominfo Selenggarakan Rapat Pembahasan Draft Renaksi OGI 2016-2017", http://dinkominfo.bojonegorokab.go.id/index.php/berita/baca/179

[37] "Dinkominfo Selenggarakan Rapat Pembahasan Draft Renaksi OGI 2016-2017", http://dinkominfo.bojonegorokab.go.id/index.php/berita/baca/179

[38] "Diskusi Pentingnya Partisipasi Multipihak", https://www.idfos.or.id/diskusi-pentingnya-partisipasi-multipihak/

[39] "Diskusi Pentingnya Partisipasi Multipihak", https://www.idfos.or.id/diskusi-pentingnya-partisipasi-multipihak/

[40] "8 Catatan Rencana Aksi OGP Bojonegoro", https://www.idfos.or.id/8-catatan-rencana-aksi-ogp-bojonegoro/

[41] Email personal communication with Syaiful Huda, Bojonegoro Institute (November 23, 2017).

[42] The issue was followed by the issuance of Regent Instruction (No. 2/2016) about the implementation of OGP in Bojonegoro (August 12, 2016). The instruction was ordering village head to publish each village budget in the form of banners and huge posters to be place in public spaces.

[43] "Partisipasi NGO dalam OGP Bojonegoro", https://www.idfos.or.id/partisipasi-ngo-dalam-ogp-bojonegoro/

[44] "Pemkab Bojonegoro Rumuskan Renaksi OGP 2017", http://www.bojonegorokab.go.id/berita/baca/1970/Pemkab-Bojonegoro-Rumuskan-Renaksi-OGP-2017; "Bojonegoro Siapkan Rencana-Aksi OGP 2017", http://ppid.bojonegorokab.go.id/bojonegoro-siapkan-rencana-aksi-ogp-2017/

[45] http://bi.or.id/revolusi-data-pada-tingkat-sub-nasional-sebuah-call-for-collaboration/ and http://sinergantara.or.id/berita/revolusi-data-pada-tingkat-sub/

[46] http://c.ymcdn.com/sites/www.iap2.org/resource/resmgr/foundations_course/IAP2_P2_Spectrum_FINAL.pdf

[47] Separate discussions with Bojonegoro Institute (October 26, 2017) and IDFOS (October 26, 2017).

[48] Focus discussion with Bojonegoro Institute, Bojonegoro (October 26, 2017).

Process of Monitoring Implementation of the Action Plan

OGP Basic Requirements

Subnational governments received the following guidance on participation during action plan development and execution:

December 2016 – December 2017: Implementation of Commitments

The guidance below provides more information about the best way to manage implementation of commitments, internal reporting and consultation with civil society throughout.

- Commitments should be developed in partnership with civil society and should seek to engage the widest possible input from citizens. This note provides guidance about how to conduct successful engagement with civil society and provides advice about ongoing consultation with civil society.
- Governments should conduct regular internal assessment, to make sure that commitments are on track and that there is an ongoing role for civil society. This assessment should be carried out along the lines of the OGP template for self-assessment, to make it easier for the IRM researcher to gather information.
- At regular intervals governments should publish a brief update on progress against commitments and use that as an opportunity to invite any comments. To complement any tracking system, governments are strongly encouraged to maintain a public, online repository of all documents giving evidence of consultation and implementation of commitments.

Overall, Bojonegoro met some of basic requirements for monitoring implementation of the action plan. The two CSOs, Bojonegoro Institute and IDFoS, played a key role as implementers of commitments. However, there were some obstacles when reporting to the public which resulted from miscommunication and lack of coordination between the national open government team and Bojonegoro's open government team who published the update reports.

The Government of Bojonegoro, at first, had the intention of assembling an evaluation team, which would include different members of Government as well as CSOs. On May 2017, the Regent of Bojonegoro issued a regulation (No. 188/177/Kep/412.013/2017) about the establishment of an OGP *ad hoc* team to ensure the implementation the commitments. This team consists of three sub-teams: a steering committee, a tactical team, and an evaluation team. It comprises academics, government officials, civil society organizations, and private sectors. As written in the text of the regulation, government officials dominate the operational team working with some members from CSOs, while members of the evaluation team present a majority of public figures. In practice, the establishment of the team was meant as a formality and did not represent the real work on the field (see Institutional Context above). A *WhatsApp* group was formed to facilitate information distribution within the group, but some CSOs representatives found it was not as functional because of the amount of information already distributed through that channel for multiple other activities. Additionally, not all CSO representatives have a stable Internet package. The IRM researcher found one CSO representative who deliberately uses a basic-technology cellular phone (for phonecall and SMS only) without Internet access.

Additionally, the Government carried out a general system to report on the OGP process in the regency to the national Government. Every three months, the government conducted a regular report of each commitment's progress in implementation, which included tables and metrics with raw data on implementation. This information was not proactively made available to the public, although it could be accessed upon request. Therefore, there was no formal or regular publication of the updates. The online repository only contains data of some commitments, but does not include these the update reports sent to the national government. The IRM researcher had to directly ask the government in order to get implementation updates. Instead of sending its internal report or self-assessment document to the

secretary of OGP tactical team, the government of Bojonegoro could only send matrixes/tables of achievement without further narrative or explanation. According to Alit Purnayoga, OGP secretary team, Bojonegoro only reported their update every three months through a portal provided by the national government. Open Government Indonesia's portal only provides news update (http://www.opengovindonesia.org/news) and not all news specifies or mentions which commitment is being reported or achieved.

Nevertheless, it is important to note that the two CSOs that were a part of the OGP process since the development of the action plan implemented commitments in collaboration with the Government and did have complete access to the OGP process in Bojonegoro. Therefore, these major CSO actors did have an ongoing role throughout the year. For instance, the Bojonegoro Institute led the development of an application as part of the achievement of some milestones within commitments #1 (Data Revolution) and #4 (Open Contract). The Institute for Development of Society (IDFoS) worked on commitments #2 (Enhancing Village Administration) and led most of commitment #5 to deliver the Public Service Standard Evaluation in the health centers. These organizations used their websites and social media to report and publish information on the activities being carried out as part of commitment implementation.[49] They also organized many of the meetings held for the implementation of specific commitments with multiple stakeholders, where they were provided with updates (as explained in this report's section on commitments). However, the information was sporadic and without structure, making it difficult to understand the progress made for the completion of each commitment.

Table 3.2: Basic Requirements

1. Internal Assessment & Participatory Mechanism:
 	
   a. Did the government conduct regular internal assessments?
   b. Did the government ensure an ongoing role for civil society in monitoring of the action plan?
	1.a Yes

Guideline: Governments should conduct regular internal assessment, to make sure that commitments are on track and that there is an ongoing role for civil society.	1.b Yes

2. Regular Updates & Opportunity to Comment:
 	
   a. Did the government publish updates on progress at regular intervals? [at least once every four months]
   b. Were civil society organizations provided the opportunity to comment on progress of commitment implementation?
	2.a No

Guideline: At regular intervals governments should publish a brief update on progress against commitments and use that as an opportunity to invite any comments.	2.b No
3. Online Repository: a. Did the government create a public online repository of documents? Guideline: To complement any tracking system, governments are strongly encouraged to maintain a public, online repository of all documents giving evidence of consultation and implementation of commitments.	3.a No

Openness during implementation

Who Was Invited?

There were limited invitations to monitor open government in Bojonegoro. Two major CSOs (Bojonegoro Institute and IDFoS) were in charge of deciding the participants from CSOs representatives in the OGP team. The Office of Communication and Informatics held the meetings inviting all members of OGP's tactical and evaluation team. An example of those invited was Ridlwan Hambali, the rector of Nahdlatul Ulama University of Sunan Giri whose name is mentioned as a member for the Commitment 4 (Open Document Contract) tactical team. Mr. Hambali received the invitation[50] but was unable to attend. Another case was Ms. Alrotun Ni'mah from Indonesian Women Coalition of Bojonegoro who did not know that her name was included as member of the tactical team for Commitment 4. During her interview with the IRM researcher, she stated that her organization does not have experience on procurement issues and works primarily on reproduction health and education.[51]

How Was Awareness Raising Carried Out?

There were no specific 'rules of the game' or method for monitoring implementation of the Action Plan, therefore, no awareness-raising was carried out to further involve other actors beyond Bojonegoro Institute and IDFoS in the general OGP monitoring process. Implementation and reporting on progress happened separately for each commitment instead of for the entire OGP process and was spearheaded by the implementers of the commitments, which were mainly Bojonegoro Institute and IDFoS.

Which Parts of Civil Society Participated?

Bojonegoro Institute and IDFoS are the two leading CSOs who have been actively participating in monitoring and implementing the OGP Action Plan. Female participation is very limited as most CSO's members involved are male. The inclusion of two exponents of the Indonesian Women Coalition of Bojonegoro was meant to facilitate female presence, but their participation was only by name. The government of Bojonegoro claimed female participation was represented through the active involvement of Dasa Wisma's members in Commitment 1 (Data Revolution), but some CSOs claimed that Dasa Wisma is a government-initiated organization and therefore it does not necessary represent the voice of the people.[52]

Level of Public Input

The IRM has adapted the International Association for Public Participation (IAP2) Scale of participation for use in OGP. The table below shows the level of public influence on the implementation of the action plan. From left to right, features of participation are cumulative. In the spirit of OGP, most countries should aspire for "collaborate."

For each commitment there are different levels of public influence, depending on who was in charge of implementation. Commitments' 1, 2, 4 and 5 were mainly led by CSOs, considering they were part of their agendas throughout the year. In general, these were led with continued government support throughout the process, although for some commitments (like number four) there was discoordination because of the lack of clarity on who was to lead the implementation of the commitment. Commitment 3, on the other hand, was led by the government Agency of Regional Fiscal and Asset Management. However, it is important to mention that there was no specific mechanism for third parties to monitor progress of implementation. The lead implementing organizations reported periodically on progress to the Office of Communication and Informatics and using their own social media platforms.

CSOs were key actors in the implementation of commitments with decision-making power throughout the process. However, there is no evidence of involvement from other external actors beyond Bojonegoro Institute and IDFoS in the general OGP process. Participation of the general public or key

stakeholders was commitment specific. Because of the reasons stated above, the IRM researcher considers that Bojonegoro led a collaborative process because of the level of influence both CSOs had, despite the lack of broad involvement in the process.

Table 3.2 Level of Public Input

Level of public input		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 commitments were considered.	
Consult	The public could give inputs.	
Inform	The government provided the public with information on the action plan.	
No Consultation	No consultation	

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[49] For instance, follow Bojonegoro Intitute's facebook feed here: https://www.facebook.com/bojonegoroinstitute/
[50] Interview with Ridlwan Hambali, Nahdlatul Ulama University of Sunan Giri, Bojonegoro (October 27, 2017).
[51] Interview with Alrotun Nimah, Bojonegoro (October 27, 2017) from the Indonesian Women Coalition in Bojonegoro.
[52] Interview with Alrotun Nimah, Bojonegoro (October 27, 2017) and Sri Qomariyah (October 27, 2017). Both are exponents of Indonesian Women Coalition in Bojonegoro.

Commitments

1. Data Revolution

Commitment Text

Objective: Development of integrated real time data, which is collected by "Dasa Wisma" (group of 10 households at the village and subdistrict/urban ward level) data application.

Description: The availability of integrated, real time, verified data in the Dasa Wisma application incorporated into the data.go.id portal will facilitate better access and utilisation of data by all parties in decision making process.

Ambition: Strengthen village administration data governance towards "One Data Bojonegoro", integrated to data.go.id national portal, which will strengthen open government practices in Bojonegoro

Milestones

<u>*Year 2016:*</u>

1. Training of Dasa Wisma PKK organizers (family welfare program for group of 10 households) for data input (2 persons per village/urban village)

2. Completion of Dasa Wisma data entry process for all villages (a total of 430 villages/urban villages) in Bojonegoro

<u>*Year 2017:*</u>

3. Verification of data entered by Dasa Wisma PKK organizers as an integrated data of the Bojonegoro Regency Government

4. Development of visual dashboard for Dasa Wisma data application

5. Incorporation of Bojonegoro data into national data portal i.e., data.go.id

Commitment Overview

Status of Completion	Substantial
Start Date	June 2016
Intended Completion Date	December 2017
Responsible Office	Office of Communications and Informatics
Did It Open Government?	Marginal

Commitment Overview	Specificity				OGP Value Relevance (as written)				Potential Impact				Completion				Did It Open Government?				
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Tech. and Innov. for Transparency and Accountability	None	Minor	Moderate	Transformative	Not Started	Limited	Substantial	Complete	Worsens	No change	Marginal	Major	Outstanding
Overall				✔	✔			✔			✔				✔				✔		
1.1 Training of Dasa Wisma PKK organizers				✔	✔						✔					✔					
1.2. Completion of Dasa Wisma data entry process				✔	✔			✔			✔				✔						
1.3 Verification of data entered			✔		✔			✔			✔			✔							
1.4 Development of visual dashboard				✔				✔			✔				✔						

1.5 Incorporation of Bojonegoro data into national data	✔	✔	✔	✔	✔	

Commitment Aim

Overall Objective & Relevance

Prior to the formulation of this action plan, the Government of Bojonegoro identified that development programs had difficulties reaching their goals due to the lack of accurate and up-to-date real time basic data. As the UN members adopt the Sustainable Development Goals (SDGs) following the 2030 Agenda, each country would need new tools for data collection and publication systems. Jeffrey Sachs of Columbia University suggests four distinct purposes of new data systems in the era of SDGs: (1) data for service delivery, (2) data for public management, (3) data for accountability of governments and businesses, and (4) data for measuring global and local achievements.[53] The commitment addresses the absence of public, integrated basic data to support Bojonegoro's development. The commitment aims to collect and update the data through an application named "Dashboard PKK" application prior to its incorporation into the national portal (data.go.id).

The Office of Communication and Informatics (*Dinas Infokom*) leads the implementation of this commitment, in collaboration with the organizers of the Dasa Wisma program. *Dasa Wisma* is a national family welfare program organized in groups of 10 households (*dasa* means "ten"; *wisma* means "house"). Dasa Wisma has been conducting a livelihood assessment of the household in rural and urban areas. The program was originally launched as part of a UN movement called 'Data Revolution' that aimed to improve monitoring of the SDGs. This assessment is now a routine evaluation the government of Indonesia leads to identify what are the most common vulnerabilities in the community. The data is used as input during government decision making, to improve efficiency in public spending. For example, it helps define how governmental subsidies can be disbursed or targeted across different communities (on health, education, etc.). The Dasa Wisma data collectors ask for information regarding family size, education level, income level, economic activities, home ownership status, among other. When the Dasa Wisma program started, this data was recorded into paper forms which was later gathered and entered in a central database. The long process resulted in outdated data and oftentimes inaccurate do to human error. The commitment proposes to improve the data collection system by creating an application to enter the information directly and making it public. It aims to tap into Dasa Wisma's know-how and maintain this household-based data with the logic of Open Data (real-time, integrated and aggregate data).[54] This is in line with the "One Data Bojonegoro" initiative, which aims to integrate the regency's data in Indonesia's national portal (data.go.id). The commitment does not explain whether this information would be published in anonymity or if households are giving informed consent to having the information published online. However, the expectation is that the data published on the national portal is presented without disclosing sensitive and personal information.

The publication of accurate, up-to-date, comprehensive, open and accessible data on Indonesia's national portal is clearly relevant to access to information. The Government of Bojonegoro claimed that involving Dasa Wisma members to collect data as a strategy for civic participation. To grow public's trust of the data produced and ownership of development projects they have committed to involve female groups at the village level. However, the level of involvement of the women of Dasa Wisma only goes to the extent of collecting information following government guidelines that later feeds into a larger government process. Dasa Wisma represents a good opportunity for people mobilization towards development goals, using the existing structure to gather the necessary data. However, it does not constitute civic participation, as the commitment does not aim to involve the citizens in decision-making or to increase freedoms of assembly, expression or association.

Specificity and Potential Impact

The commitment's specificity is high because it mentions clear and specific achievements. If fully implemented, it could have a moderate potential impact for it targets many structural and cultural changes of how the government and citizens perceive and make use of data by incorporating citizens into data collection and update. However, the commitment does not explain how the data is meant to be used and there is no guarantee if it will be functional in the course of designing and implementing future development programs for some remaining infrastructure and cultural barriers, such as differing levels of accessibility and of information literacy.

Completion
Substantial

Milestone 1.1 has been completed with delay. Some workshops for Dasa Wisma organizers took place in March and April of 2017, whereas in the initial plan they should have been completed before the end of 2016. The government of Bojonegoro established two training teams so that they could organize two events in the same time. The trainings were organized by district, such as Kasiman, Kedewan, Trucuk and Malo (March 17), Bojonegoro, Kalitidu and Ngasem (March 18), Baureno and Kepohbaru (March 24), Balen and Kapas (March 25), Sukosewu, Kedungadem and Sugihwaras (March 31), Kanor and Sumber Rejo (April 1), Temayang, Dander, Bubulan and Sekar (April 3), Tambakrejo, Ngraho, Margomulyo and Ngambon (April 4), Gayam and Purwosari (April 5). The number of participants on each training varied depending on how many villages were in each district. The organizer invited three people from each village consisting of one head of PKK and two Dasa Wisma members. The training was to prepare Dasa Wisma members in collecting the data.

Milestone 1.2 had not been completed by the end of 2017. It took extra time to do a total sampling of all villages in Bojonegoro due to geographical and cultural obstacles. Based on the latest update from the government (23 November 2017), an IRM researcher's calculation found that 67.05 percent of total data has been inputted.[55] The top three districts with almost all data inputted were Kedewan (95.91 percent), Ngambon (90.67 percent), and Bubulan (90.12 percent). And the lowest three districts were Kasiman (23.2 percent), Dander (47.84 percent) and Margomulyo (52.7 percent).

Information on how the verification process is happening is very limited. CSO representatives who met with the IRM researcher found the milestone was too ambitious in comparison with geographical contexts of the regency. The Bojonegoro Institute suggested that the government should prioritize target villages.[56] According to Joko Hadi Purnomo from IDFoS, "the government's target to cover all the villages was too much."[57] This delayed the completion of **Milestone 1.3**, which depended on the finalization of Milestone 1.2. Since the data had not been completely collected and inputted, data verification also faced delays.

The completion of **Milestone 1.4** was limited because the application is only for the purpose of data input. Bojonegoro Institute prepared the "Dashboard PKK", a smartphone-based application. According to Syaiful Huda from Bojonegoro Institute, the application was meant for government officials for using the data to design future development programs, even though it was still in the initial process of development. The future of the application is still vague.

It is difficult to measure the achievement of **Milestone 1.5**. The IRM researcher has no clear indication on which data is to be incorporated in the national data portal. The researcher only gathered information indicating that the OGP tactical team sent raw data directly to the national operator (of data.go.id) and did not have access and the capacity to manage it. According to a last observation of the IRM researcher of the data.go.id on 30 November 2017, the data of Bojonegoro in the national portal is routine, basic statistical data from the Bojonegoro Statistics Bureau, and not the Dasa Wisma's.[58]

Early results: did it open government?

Access to information: Marginal

Data Revolution has been one flagship commitment of Bojonegoro in Open Government. Its aim, as written, is to improve access to government-held data on community needs. The information would benefit from strengthening the current data collection program called Dasa Wisma with capacity building activities as well as an improved platform to display the data. The government believes that by having highly integrated data there would be improvement in the course of designing and implementing development projects in the regency.

Bojonegoro Institute has been working on the issue since the design process until developing the "Dashboard PKK" application for data entry and display. Syaiful Huda from Bojonegoro Institute mentioned that the commitment was similar to their program with Ford Foundation about strengthening public information accessibility.[59] In the course of the commitment, there have been workshops of capacity building for female groups from various places and level in Bojonegoro. These workshops have provided the Dasa Wisma collaborators with better tools to collect their community data. The Government of Bojonegoro and the Bojonegoro Institute have reached multiple communities and enlisted many new volunteers. However, the problem this commitment aims to address relates to the inaccuracy of data and its usefulness because of (1) the delays in publishing what is manually collected by the Dasa Wisma organizers, and (2) and accessibility. Capacity building can improve accuracy to a certain degree, but the main activities within this commitment to solve the issue, is the creation of the application to collect accurate, timely and integrated data and publish it on the national data platform. For this reason, the IRM researcher considers that the efforts to train new volunteers in multiple locations contributes to the amount of data collected, however it only improves access to information in a marginal way.

The government claimed the commitment targets civic participation but, according to the IRM Procedures Manual, civic participation should aim to create or improve citizens' role in decision-making. Dasa Wisma members only played a role in collecting the data in accordance with the preexisting tools or guidelines. However, the IRM researcher could not find any effort in leveling up the role of the women group in the design of the process and tools as well as data analysis in the aftermath.

Data incorporation to the national data portal (**1.5**) is very much depending on the data operator at the national level. This is something unpredicted in the initial action plan. The plan mentioned local participants only, and did not notice the involvement of other key parties who are beyond the regency's authority, i.e., the operator of data.go.id. Also, the technology platform difference between local and national levels has been one key barrier for the incorporation of Bojonegoro's Dasa Wisma data into the national data portal.

Recommendations

The Bojonegoro Regency could carry these activities forward and expand their scope until they meet the planned objective. The IRM researcher recommends pursuing the creation of the data collection application for accurate and timely information and the publication of the data in the national portal. However, the government could consider expanding the role of the Dasa Wisma women and other community members. For example, they could involve them in defining the priorities of what data should be collected, where and how. Moreover, the Government could further work on making this data available and consumable to the community by providing the information and enabling platforms for offline discussion.

[53] https://www.project-syndicate.org/commentary/sustainable-development-data-by-jeffrey-d-sachs-2015-05
[54] Syaiful Huda, focus group discussions with Bojonegoro Institute (October 26, 2017).
[55] https://drive.google.com/drive/folders/1E5NsWJMuN7MHBUTgyhlnSSDWyidal9dE?usp=sharing
[56] Focus group discussions with Bojonegoro Institute (October 26, 2017).
[57] Focus group discussions with IDFOS (October 26, 2017).
[58] http://data.go.id/dataset?organization=bojonegoro&q=bojonegoro&_groups_limit=0
[59] Syaiful Huda, focus group discussions with Bojonegoro Institute (October 26, 2017).

2. Enhancing Village Government Accountability

Commitment text

Objective: Open, accountable and transparent village administration and village community capacity building.

Description: To enhance village administration accountability and community capacity, by opening up planning and budgeting processes, village assets data and active public participation in every cycle of decision making process which will lead to open village government.

Ambition: A village government that is open, transparent and accountable which will support corruption prevention efforts and increase public trust to the village government.

Milestones

<u>Year 2016:</u>

1. Publication of the village administration's budget (APBDes) and accountability report, in the form of billboards, based on public information disclosure principles

2. Development of Village Administration Transparency Index [proposed by CSOs]

<u>Year 2017:</u>

3. Publication of the village administration's budget (APBDes) and accountability report, in the form of billboards (100%) and village website (70%), and publication of village asset data through billboards (70%)

4. Stronger community participation in the village level planning, program implementation and evaluation process in 30 villages

5. Regency government assistance for the creation of Village Information Service Desk (PPID Desa) in 30 villages

Commitment Overview

Status of Completion	Limited
Start Date	June 2016
Intended Completion Date	December 2017
Responsible Office	Agency of Village Community and Administration Empowerment
Did It Open Government?	Marginal

Is it a STAR commitment?	No
Starred commitments are considered exemplary OGP commitments. To receive a star, a commitment must meet several criteria: - It must be specific enough that a judgment can be made about its potential impact. Starred commitments will have "medium" or "high" specificity. - 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. - Finally, the commitment must see significant progress during the action plan implementation period, receiving an assessment of "substantial" or "complete" implementation.	

Commitment Overview	Specificity				OGP Value Relevance (as written)				Potential Impact				Completion				Did It Open Government?				
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Tech. and Innov. for Transparency and Accountability	None	Minor	Moderate	Transformative	Not Started	Limited	Substantial	Complete	Worsens	No change	Marginal	Major	Outstanding
Overall			✔		✔	✔		✔				✔		✔					✔		
2.1 Publication of the village administration's budget (APBDes) and accountability report			✔		✔							✔		✔							
2.2 Development of Village Administration Transparency Index			✔		✔	✔				✔					✔						
2.3 Publication of the APBDes, accountability report and village asset data			✔		✔			✔			✔		✔								
2.4 Participation in 30 villages		✔				✔						✔		✔							
2.5 Regency government assistance for the creation of the PPID in 30 villages			✔		✔					✔						✔					

Commitment Aim

Bojonegoro's action plan highlights that the lack of transparency at the village level in their budgetary process has led to public distrust. This is particularly important in Indonesia, considering the new village law approved in 2014. As mentioned in the General Context section of this report, one of the provisions of the law meant an increase of their budgets to ten times their original size.[60] For this reason, the Government of Bojonegoro, in collaboration with the IDFoS, decides to include commitment two, led by the Agency of Village Community and Administration Empowerment, with the aim to promote transparency and engage citizens in the budgetary process at the village level.

According to the 2015 International Budget Partnership (IBP) report, in Indonesia, government institutions provide limited budgetary information to the public.[61] In addition, the same IBP report points out that the Government of Indonesia still provides the public with few opportunities to engage in the budgetary process. Therefore, starting in 2016, the Regency of Bojonegoro issued instruction No 2/2016 to encourage village governments to implement the OGP commitment and publish their budget plan (APBDes) and accountability reports.[62] Specifically, it pushes village administration to provide citizens with a budget summary in the form of billboards, considering the limited Internet access in rural areas. Additionally, in 2016, in collaboration with Bojonegoro Institute and Institute Development of Society (IDFoS), the Government of Bojonegoro decided to develop the Village Administration Transparency Index to set standards for village administrators.

Moreover, in 2017, the Government of Bojonegoro committed to establish a Public Information Service Desk (PPID) at the village administration level in 30 select villages. PPID can provide basic information of every public administration services through face-to-face encounters. Although such information is available online on the government's website, some villages do not have Internet access.[63] In addition, not every citizen has the capacity to use the Internet for such purpose. With the existence of PPID in the village level, the government would expect that citizens would already get some knowledge about basic requirements and procedures of particular administration they need. Thus, they would be ready to prepare all the documents before coming to target work units in the regency level. Alit Purnayoga, the secretary of OGP's team of Bojonegoro, claimed that PPID can also function as a front desk to collect public input related to the improvement of public services.[64]

The commitment's specificity is coded as medium. It includes verifiable actions with clear goals and a distinct timeframe. However, it does not provide enough information to understand to what extend the milestones could achieve the objective of the commitment. For instance, it does not define what 'stronger community participation' could look like and how it could be measured.

However, this commitment could change the status quo significantly. Considering the APBD reports were not published prior to this commitment, and the importance of promoting off-line village level transparency, the IRM researcher considers this commitment to have a potentially transformative impact. As written, it sets a clear goal and proposes to raise the standard through the creation of a Village Transparency Index, which would require the Government, in close cooperation with two civil society organizations, to assess the village budgetary process. The potential impact of the Village Transparency Index would likely depend on how many villages reach the necessary capacity to publish the right information by the end of the year of assessment. There could be a major improvement of access to information, especially of villages' budget and administration. For the IRM researcher, villagers could have better knowledge of their village' head and apparatuses programs. Moreover, establishing information desks (PPID) at the village level could help citizens to get basic information and service delivery. In the rural context of Javanese villages, face-to-face encounters are more effective for the people to get involved in governance. Combined, these milestones could represent a transformative step forward to improving public trust in the government by modernizing of village administration or "a taste of [modern] city in the village" in the words of the Major of Bojonegoro Suyoto.[65]

Completion
Limited

The Government led efforts to achieve **Milestone 2.1,** which aimed to publish village APBDes and accountability reports, in the form of billboards. It was scheduled to be completed by 2016, however, by the end of the year 2017, only 168 of all 430 villages (39,07 percent) had reportedly posted their banners/posters of budget accountability. To track this effort, the Regency created a google repository for villages to upload pictures of the billboards that were created and put in place.[66] The information was submitted voluntarily by a village administration officer.

The Village Development index (**Milestone 2.2),** was completed in time, yet the index is being evaluated for improvement. The index includes four variables: transparency, accountability, participation, and innovation. It was implemented to select the five most open villages in Bojonegoro in 2016. The five villages are Pejambon, Kapas, Sukoharjo, Ngasem, and Kedungsumber.

Milestone 2.3, publishing APBDes, accountability reports and village asset data, was not completed. By November 2017, the IRM researcher found data available for 2016 but no updates for 2017 in order to assess the completion of the milestone. Bojonegoro OGP team's secretary, Alit Purnayoga said that for 2017 the village report would be published in every village website,[67] which was very difficult for people to access (or at least to know all 430 villages' name in the entire regency).

The IRM researcher received ambiguous information to account for progress of Milestones 2.4 and 2.5. The researcher did not receive the list of 30 villages targeted for the strengthening of community participation and creation of Village Information Service Desks. Upon request of information to the government representatives, Alit Purnayoga reported the development of the workshop "Sekolah Desa" (village school) facilitated by IDFoS and held in February 2017, as evidence of progress to achieve Milestone 2.4.[68] However, this workshop did not form part of commitment implementation, considering that the February 2017 workshop was the third iteration of the initiative that started in 2014. IDFoS has played a significant role in organizing capacity building workshops in target villages as part of EMCL's CSR program.[69] Four participating villages from Bojonegoro and six villages from Tuban were a part of the program. It is unclear how the villages were targeted, although, according to Joko Hadi Purnomo from IDFoS, his organization's target villages were aligned with EMCL's CSR target villages where the company's well is located and a pipe has been planted.[70] Therefore, the IRM researcher considers that milestone 2.4 has limited completion.

For **Milestone 2.5**, the Government reported to have exceeded the initial plan of 30 villages. The official data gathered by the IRM researcher indicated that there were 50 villages in five districts with their own Village Information Desk (PPID), while the initial plan was only 30 selected villages. However, as the IRM researcher has not received the village name's list or any further evidence to assess the completion status of the milestone.

Early results: did it open government?

Access to Information: Marginal
Civic participation: No change

The commitment has been very promising for open government in terms of increasing civic participation (**2.4**) and providing more accessible information (**2.1**, **2.3**, and **2.5**) regarding budgetary cycle and public administration in village level. Although the commitment had only seen limited completion, there has been a change in the way government approaches the publication of APBDes and accountability reports. Prior to this commitment, villages did not publish this information and was available upon citizen requests, which is now progressively being done in different villages.

Additionally, the Village Transparency Index serves as a new mechanism that allows the broader public to understand financial and governance openness at the village level. However, there are some concerns raised from CSOs regarding the methodology used to create the index. First, choosing the villages that were going to be indexed for the first time was problematic. It was a top-down instruction from the

regent to the districts' head to submit one village each as a candidate to be included and evaluated.[71] With such method, the index evaluation process was not open for all villages. Secondly, there were differences of understanding from the jurors regarding the index's variables and indicators which resulted in a disperse evaluation and therefore raised an issue of personal subjectivity in the course of the judging.[72] There is still an ongoing discussion regarding the re-implementation of the index and method for the 2017 valuation. In October 2017, there was a multi-stakeholder consultation to discuss past experience using the index and the improvement for the future use.

Recommendations

- For easier access to the villages' information, the IRM researcher recommends to include all hyperlinks to the village's websites in a single navigation portal. It could be geographically-based or district-based, and should be linked to the regency's official portal. The government at the regency level could provide Internet-based platform(s) for village officials to report their activities.

- Establishing PPID in every village is the first step for improving citizen access to village governance. Bojonegoro should consider developing a long-term strategy to keep them functioning. The PPID officers in each village should have the capacity to act as the reporting mechanism inside the villages. Subsequent workshops for building capacity of citizens as well as PPID officers should be carried out by the government.

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[60] Salim, Bulan, Untung, Laksono & Brock, "*Indonesia's Village Law: enabler or constraint for more accountable governance?*", October 217, https://opendocs.ids.ac.uk/opendocs/bitstream/handle/123456789/13324/Village_law_Indonesia_Final.pdf
[61] http://www.internationalbudget.org/wp-content/uploads/OBS2015-CS-Indonesia-English.pdf
[62] Instruksi Bupati No 2/2016.
[63] Alit Purnayoga, secretary of Bojonegoro's OGP team, in focus discussion with OGP team's members (August 10, 2017).
[64] Alit Purnayoga, secretary of Bojonegoro's OGP team, in focus discussion with OGP team's members (August 10, 2017).
[65] http://blog.opengovindonesia.org/2016/10/25/pemerintahan-terbuka-di-hilir-bengawan-solo/
[66] For data of all villages, see: http://ppid.bojonegorokab.go.id/transparansi-desa/; for data recapitulation, see: https://docs.google.com/spreadsheets/d/1ieQFn27yE9SzhSzvO8I5brOFjUstPpk2LTGNeV9kO7A/edit#gid=1868264710
[67] Alit Purnayoga, secretary of Bojonegoro's OGP team, in focus discussion with OGP team's members (August 10, 2017).
[68] Alit purnayoga, secretary of Bojonegoro's OGP team, in focus discussion with OGP team's members (August 10, 2017).
[69] "IDfoS gelar sekolah desa angkatan III," https://www.idfos.or.id/idfos-gelar-sekolah-desa-angkatan-iii/
[70] Focus group discussions with IDFOS (October 26, 2017).
[71] Focus group discussions with IDFOS (October 26, 2017).
[72] Joko Hadi Purnomo, in focus group discussions with IDFOS (October 26, 2017).

3. Improving Local Budget Transparency

Commitment text

Objective: Increased public trust to local budget system and strengthening corruption prevention efforts through fiscal policies that is transparent in accordance to Indonesia's FOI Law (No 14/2008).

Description: We are committed to engage the four stakeholder groups in the society (academia, private sector, government and community) in every cycle of policy making from, planning, implementation to M&E and last reporting. We are also committed to publish key output of each of this cycle in accordance to public information disclosure law (Law No. 14/ 2008)

Ambition: Fiscal transparency policies will strengthen corruption prevention efforts and increase public trust to the local government

Milestones

Year 2016:

1. Publication of Bojonegoro Regency budget (APBD) summary in the BPKAD website based on public information disclosure principles
2. Bojonegoro to host an OGP Festival

Year 2017:

3. Publication of the government work plan (RKPD) and regional budget (APBD)
4. Publication of detailed Bojonegoro budget (APBD) of each work unit (SKPD) through SKPD's web/information service (PPID)

Commitment Overview

Status of Completion	Substantial
Start Date	June 2016
Intended Completion Date	December 2017
Responsible Office	Agency of Regional Fiscal and Asset Management
Did It Open Government?	Marginal

Is it a STAR commitment?	No

Starred commitments are considered exemplary OGP commitments. To receive a star, a commitment must meet several criteria:
   - It must be specific enough that a judgment can be made about its potential impact. Starred commitments will have "medium" or "high" specificity.
   - 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.
   - Finally, the commitment must see significant progress during the action plan implementation period, receiving an assessment of "substantial" or "complete" implementation.	

Commitment Overview	Specificity				OGP Value Relevance (as written)				Potential Impact				Completion				Did It Open Government?				
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Tech. and Innov. for Transparency and Accountability	None	Minor	Moderate	Transformative	Not Started	Limited	Substantial	Complete	Worsens	No change	Marginal	Major	Outstanding
Overall			✔		✔			✔			✔				✔				✔		
3.1 Publication of APBD summary in the BPKKD website			✔		✔			✔		✔						✔					
3.2 OGP Festival			✔		Unclear Relevance					✔						✔					
3.3 Publication of the government work plan and regional budget			✔		✔			✔		✔					✔						
3.4 Publication of detailed APBD of each work unit's trough their web/information service			✔		✔			✔			✔				✔						

Commitment Aim

Overall Objective & Relevance

While commitment #2 (Enhancing Village Government Accountability) focused on bringing a new access-to-information mechanism to the village governance levels, this commitment addresses accessibility at higher level, the regency. The Government of Bojonegoro is committed to Open Government by publishing a work plan and a regional budget in order to increase public's access to information regarding the budgeting cycle.

The Government of Bojonegoro did not publish the budget summary online before the implementation of this commitment, the information was only available upon request. The commitment aimed to change this (milestone 3.1) in accordance to Indonesia's Freedom of Information (FOI) Law (No. 14 of 2008). The FOI law provides a structure for local governments in Indonesia to be more open to publics for any development programs, including financial issues.

Because the regency's budget is an aggregate of many subunits, the Government of Bojonegoro urges each subunit to submit their work plans and budgets and to have them published. This action improves public awareness of the development plans and their budget allocation for the ongoing year. Starting in the year 2017, Bojonegoro aimed to publish its budgetary report and their work plans for this year. Bojonegoro aimed through this commitment to perform open government by opening their financial plan and report in 2017. Citizens and the broader public would have the opportunity to inquire about programs to be implemented in 2017, costs and implementation activities. The Government of Bojonegoro is trying to step forward in publishing their year plans, instead of only the budgetary report. This would be a strategy to trigger civic participation by improving access to information of financial issues.

Specificity and Potential Impact

The commitment's specificity is considered as medium. It targets transparency of work plans and budgets of every work unit in the Government of Bojonegoro. However, it also calls for an OGP festival without providing information on how this event will be carried forward, who it is targeted to and how it will contribute to the objective of the commitment (increasing fiscal transparency in the Regency). Publishing this information could be a significant step to open access-to-information regarding the regency's development process. However, it is unclear whether this information will be published in a way that is accessible to citizens and if it will reach key stakeholders.

Completion
Substantial

The Government of Bojonegoro has completed all milestones of the commitment.

The Government of Bojonegoro created an IT-based financial system to complete milestones **3.1** and **3.4**. This website includes the APBD (the Regency's budget) summary with basic information on the regency's income and expenditures, downloadable as a PDF file.[73] It also includes the same information for the year 2017 and includes the budget for each work unit (up to 76 budgets).[74] To complete milestone **3.3**, the Government published its work plan and the regional budget on the Regional Development Planning Agency's official site.[75]

The most challenging to complete was **Milestone 3.2,** because of the Regency's ambitious list of participants to invite at the national and local level. The event was a success for many who have studied open government implementation in local levels. In 19-20 October 2016, the Government of Bojonegoro hosted a two-day OGP Festival. The festival provided national participants with spaces to learn about the open government practice in the regency. This was an opportunity to strengthen in-group solidarity among Bojonegoro's government officials by preparing the event and showcasing to citizens the region's progress in open government. The event also served to exhibit the seven villages which scored the highest in the open government index created as part of commitment 2 (milestone 2.2.).[76] According to Kusnandaka Tjatur, the festival showed some examples of open government practices in the regency, including the publication of village administration budget report and plan through various media (milestones 2.1 & 2.3).[77] The event also meant to raise public awareness of open government in Bojonegoro and beyond. There were some speakers who gave their perspective about open government, such as: the Minister of Civil Servant Empowerment and Bureaucracy Reform, Asman Abnur; the Minister of National Development Planning for Indonesia, Bambang Brodjonegoro; the Minister of Village, Development of Disadvantage Region, and Transmigration, Eko Putro Sandjojo; the head of the Corruption Eradication Comission, Agus Rahardjo; the Regent of Bojonegoro Suyoto, and Yanuar Nugroho from the Presidential Office.[78]

Early results: did it open government?
Access to information: Marginal

There has been an important improvement of the information disclosed to the public. Starting the year 2017, the government began to provide their financial plan and status, instead of only budget reports

(**3.1**, **3.3**, and **3.4**). In this sense, the public now has access to the government's spending plan as well as budget control actions. The festival (**3.2**) was a good opportunity for government officials to explain their actions regarding their responsibility for the use of public funds. Questions were not just coming from Bojonegoro's citizens but also external parties. At the OGP Festival, the Indonesian Minister of Civil Servant Empowerment and Bureaucracy Reformation Asman Abnur said that he was very impressed with what he learned from Bojonegoro about how to manage local governance. "We can replicate this in other regions. It's only a matter of willingness," Asman said.[79]

Nonetheless, internet infrastructure is still an aspect that needs to be given to all citizens. The secretary of Bojonegoro OGP Alit Purnayoga mentioned that the documents are Internet-based already, but there is a disparity of Internet access in the regency.[80] It would need more time for citizens to understand the government's budget logic in a development plan and report. The government could not provide the IRM researcher with evidence about how the government manages to build capacity for public to engage in the budget process, except the Village School, which was facilitated by IDFoS (milestone 2.3).

Recommendations

The IRM researcher suggests increasing budget literacy engaging in capacity building measures for the people of Bojonegoro. The efforts should be focused on helping citizens understand the government's budgetary process and how they can be involved in it. It should aim to increase the level of civic participation during the budgeting cycle, how to use the funds, and how to monitor, report, and evaluate its utilization. This will be very closely related to **Milestone 2.4**.

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[73] http://bpkad.bojonegorokab.go.id/transparansi
[74] http://bpkad.bojonegorokab.go.id/transparansi
[75] http://bappeda.bojonegorokab.go.id/index.php/menu/detail/25/RKPD
[76] https://www.idfos.or.id/tujuh-desa-ikuti-festival-open-government-partnership/
[77] https://www.opengovindonesia.org/news/180/menegaskan-pentingnya-keterbukaan-pemerintah-di-tingkat-daerah-festival-open-government-partnership-kabupaten-bojonegoro-tahun-2016
[78] https://jatim.antaranews.com/berita/185321/festival-keterbukaan-pemerintahan-bojonegoro-dihadiri-tiga-menteri
[79] http://blog.opengovindonesia.org/2016/10/25/pemerintahan-terbuka-di-hilir-bengawan-solo/
[80] Alit Purnayoga, secretary of Bojonegoro's OGP team, in focus discussion with OGP team's members (August 10, 2017).

4. Enhanced Open Procurement Contract Data

Commitment text

Objective: To develop an application what would allow procurement contract data to be opened to public in accordance to the Law No. 14/2008; improve competency of goods and services procurement provides; and increase public participation in procurement activities

Description: We are committed to develop an application and appropriate business process that would allow a more transparent procurement system. Existing procurement activities are very prone to corruption; there is lack of transparency as to how and why certain goods and services being procured; whether things being procured are based on actual needs of the government and their work performance. Worth to note that direct appointment activities are the most prone activities to corruption.

Ambition: Innovation in open contract/ procurement policies helps to increase transparency and accountability of the overall procurement activities and thus also serves as corruption prevention efforts. Through this application, we wish to increase public oversight and public participation throughout the cycle.

Milestones

<u>*Year 2016:*</u>

1. Issuance of declaration of Bojonegoro's readiness to embark on open contract
2. Issuance of Regent Regulation on Open Contract
3. Availability of open data contract application prototype

<u>*Year 2017:*</u>

4. Implementation of the open data contract application

Commitment Overview

Status of Completion	Substantial
Start Date	June 2016
Intended Completion Date	December 2017
Responsible Office	Department of Local Development
Did It Open Government?	Marginal

Is it a STAR commitment? Starred commitments are considered exemplary OGP commitments. To receive a star, a commitment must meet several criteria: - It must be specific enough that a judgment can be made about its potential impact. Starred commitments will have "medium" or "high" specificity. - 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. - Finally, the commitment must see significant progress during the action plan implementation period, receiving an assessment of "substantial" or "complete" implementation.	No

Commitment Overview	Specificity				OGP Value Relevance (as written)				Potential Impact				Completion				Did It Open Government?				
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Tech. and Innov. for Transparency and Accountability	None	Minor	Moderate	Transformative	Not Started	Limited	Substantial	Complete	Worsens	No change	Marginal	Major	Outstanding
Overall			✔		✔			✔			✔				✔				✔		
4.1 Issuance of declaration of Bojonegoro's on open contract			✔		✔					✔						✔					
4.2 Issuance of Regent Regulation on Open Contract			✔		✔						✔					✔					
4.3 Availability of open data contract application prototype			✔		✔			✔		✔						✔					
4.4 Implementation of the open data contract application			✔		✔			✔			✔		✔								

Commitment Aim

Overall Objective & Relevance

The Government of Bojonegoro identified two key problems in existing procurement activities, which have been prone to corruption. First, there is a lack of transparency in the planning process and it is unclear whether certain procurable goods and services are purchases based on actual needs of the

government and their work performance. Second, there is lack of public oversight throughout procurement activities.

This commitment aims to increase transparency in public procurement processes by issuing a regulation on open contracts and creating an open data application to publish information on procurement processes. This commitment is closely related to Commitment 3 (Improving Local Budget Transparency). The proposed regulation is meant to provide more space for the public to monitor, give inputs, and oversee the procurement processes. Additionally, the government, in collaboration with Bojonegoro Institute, sought to develop an application for the publication of the contract data. The application combines an appropriate business process with a more transparent procurement system.

If implemented as written, this commitment could improve access to information with the publication of government contracts through an application. However, although it calls for the inclusion of citizens in the procurement cycle, it is not clear how this application will integrate features to include the public in decision-making processes or allow them to provide input of any kind. It also does not explain whether the application would serve as a mechanism to call upon the government to justify its actions or respond to citizen concerns and criticisms, reason why it is not considered relevant to public accountability.

Specificity and Potential Impact

The commitment is considered of medium specificity. The four milestones are objectively verifiable, however, it is not clear how the researcher could measure to what degree the implementation of the activities could contribute to the overall objective. The action plan lacks detail on what the regulation will contain, how the open data application will run, how it will be used by government agencies, whether it will be used to publish information on the full contracting process and in what format, etc. It also does not explain what innovative features would allow public participation and oversight. Because of this lack in specificity, the commitment is considered to have a moderate potential impact. The application may guarantee openness for procurement service providers and allow citizens to monitor the procurement processes and their results, however, it is not clear to what degree. Additionally, the application could only be functional for a limited group people with good access to these technologies and the capacity to use them. It could prove to be impractical for those who have limited Internet access or technologically literacy.

Completion
Substantial

The regency completed the first three milestones (**4.1**, **4.2**, and **4.3**). On 11 October 2016, there was a declaration of Open Document Contract, which was signed by 32 people, members of the local government, local council, police force, private sector and major local CSO representatives.[81] Later, on 5 January 2017, the regent issued a Regent Regulation (No 1 of 2017) regarding open document contracting in Bojonegoro.[82]

The purpose of this regulation is to provide standards and guidance to Bojonegoro's government departments (referred to as working units or SKPD) regarding open contracting. It covers the full contracting process, from activity planning, budgeting, procurement of goods & services, reporting and providing public access to participate.[83] All government contracts would be published under these criteria. As stated by the Regent Suyoto and recorded by Publish What You Pay Indonesia, goods and services procurement contracts consist of terms of reference, *Self Estimated Prices* (HPS), selection process, reasons for winners (minutes), business contracts, SKPD monitoring, community participation, payment process and asset recording. Specifically, the Regulation calls on government departments to include the reasons why they have chosen one contractor over another and allow public comments to be made online during the process.[84]

Milestone **4.3** was eventually completed in December 2017 with the launch of a new application (bos.bojonegorokab.go.id) set to function for the 2018 fiscal year.[85] However, the IRM researcher found inconsistencies between government officials and CSOs' explanations in regards to how this milestone

was completed. Erdyn Sucahyono, from the Local Development Department of Bojonegoro, claimed that there was a prototype application, which was developed by the Office of Public Works (simpen.bojonegorokab.net).[86] This application was limited to procurement processes of that particular office. However, Syaiful Huda from the Bojonegoro Institute argued that the Office of Public Work's application was not part of this commitment. Instead, he claimed that his organization developed a more complex application with funding from international donors like HIVOS. The application was designed based on the Open Contracting Data Standards (OCDS), which facilitates interoperability for multiusers. The new application is able to facilitate multiple work units within the local government during the different phases of the contracting cycle: planning, budgeting, implementation and evaluation. The other application only applied for the Office of Public Works and was not applicable for the other working units. The Regent of Bojonegoro, Suyoto, released the new application called the Bojonegoro Open System (bos.bojonegoro.go.id) created by the Bojonegoro Institute, in partnership with Hivos, in December 2017, announcing it would be ready for use during the 2018 fiscal year.[87]

The completion of this milestone saw significant delays due to budgetary constraints. Although the regulation on open contract (4.2) was issued in January 2017, the application was not ready until December 2017, a year after it was supposed to be ready. Syaiful Huda from the Bojonegoro Institute stated that "We did not receive money from the local government to support the implementation of the commitment. We searched fund from our donors, from HIVOS, from Ford Foundation, and also from Exxon's CSR".

Thus, **Milestone 4.4** could not be implemented by the end of 2017, since the new procurement cycle began with the opening of the new financial year on 2018, beyond the action plan implementation period. Therefore, this commitment was substantially completed by the end of the reporting cycle.

Early results: did it open government?

Access to information: Marginal
Civic participation: Marginal
Public Accountability: No change

Bojonegoro aimed to enforce a new regulation on open contracting and build a technology-based open procurement application for the 2018 fiscal year, with the aim of minimizing corruption during the public contracting process. The Regulation was announced and made public in time. Its content provides specific guidance to the Regency's departments on the process of open contracting following the Open Contracting Data Standard. It replaces regent regulation number 33 from 2016, Openness of Contract Documents in Government Procurement / Services. In essence, the new regulation aims to include the public in all stages of the procurement process: planning, implementation and evaluation; while the 2016 regulation only included the acquisition or bidding process. The new regulation defines the types of contracts and includes 'political contracts' or commitments from the Regency to citizens of Bojonegoro (regional government strategic plans, the local government work plans (RKPD), KUA-PPAS, regional regulation draft on APBD and regent regulations concerning translation of the APBD and its reporting); professional contracts with Bojonegoro's regional departments or sub-units (SKPD) which includes SKPD strategic plans, SKPD work plans, RKA-SKPD and DPA-SKPD; and business contracts between SKPD with businesses (provider / entrepreneur / business entity) in the process of procurement of goods & services.[88]

The application was not finished until the end of 2017, and therefore, not in use during implementing period. Thus, there is insufficient data to state that the government has significantly improved the quality of information disclosed to the public. These limitations were mainly due to the lack of financial resources for enforcing the open contract regulation. Syaiful Huda from Bojonegoro Institute and Joko Hadi Purnomo from IDFOS acknowledge that the Regent has prioritized the issuance of the new, innovative local regulation, crucial to put the commitment in motion.[89] However, Joko noted that for such program to get funding it would depend on the approval from the local council.[90] "The Regent is good person, and he has a good political will. But budget politics needs more negotiation with other

parties," said Joko Hadi.

However, the government and leading organizations carried out great efforts to implement the commitment which marginally increased participation in government processes. To fulfil milestone 4.1, regarding the issuance of the open contract declaration, the government led a mobilization effort to include the representation of various government institutions, the private sector and CSOs. This was an important step that defined the way the rest of the commitment was carried out. Despite the delays, there was strong collaboration between the government and the Bojonegoro Institute (BI) to develop the application. BI partnered with Hivos and led the process and to ensure that the new system followed the Open Contracting Data Standard. Additionally, although outside the scope of the milestones, the Bojonegoro Institute has been actively training stakeholders on the new Bojonegoro Open System, which speaks to the positive effect the collaboration between government and civil society has had on open government.

Recommendations

The success of this commitment's implementation would be a strong structure for other open government commitments in the regency. To successfully develop and launch the integrated and user-friendly application that fulfills the need of every stakeholder it requires better planning and increasing financial support. Another obstacle the Regency will face is how to change the current civil servant culture to adapt to changing technology. Extended and regular workshops are needed to build people's capacity to adapt to different technologies as well as to embed the practice of systematically publishing information. The government should be more consistent in financing workshops and trainings for its citizens in order to increase the capacity of using this technology. Without commitment in human development, new technology could increase the cultural gap between the government and its citizens.

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[81] https://drive.google.com/file/d/0By7NDz0CM7jzY3VxR3hEMmhmX1E/view?usp=sharing

[82] https://drive.google.com/file/d/0By7NDz0CM7jzZ2djaGVMSjVNSVE/view?usp=sharing

[83] Regulation abstract: https://peraturan.bpk.go.id/Home/Details/57177

[84] "Openness recipe in Bojonegoro Style", Publish What You Pay Indonesia, https://pwyp-indonesia.org/id/247299/resep-keterbukaan-ala-bojonegoro/

[85] Email communication with Alit Purnayoga, secretary of Bojonegoro's OGP team (November 28, 2017).

[86] Erdyn Sucahyono (Local Development Department of Bojonegoro) in focus discussion with OGP team's members (August 10, 2017).

[87] Press Release 12 Desember 2017.

[88] Bojonegoro News, September 2017: https://kumparan.com/beritabojonegoro/tim-provinsi-jawa-timur-lakukan-evaluasi-sakip-di-pemkab-bojonegoro

[89] Separate focus group discussions with IDFOS (October 26, 2017) and Bojonegoro Institute (October 26, 2017).

[90] Focus group discussions with IDFOS (October 26, 2017).

5. Improving Quality of Public Services

Commitment text

Objective: The commitment seeks to improve public services standards through an effective periodical evaluation and increased public participation in the public service delivery schemes/public service policymaking process.

Description: We are committed to improve the quality of public service through the implementation of Service Standard Evaluation and a public service standard that is jointly developed and agreed both by the government and local society in two community health centers.

Ambition: Stronger collaboration between the 4 (four) stakeholders with transparent and accountable manner that can foster public participation and better public service delivery

Milestones

Year 2016:

1. Implementation of Public Service Standard Evaluation (SPP)
2. Development of public service standard as jointly agreed by local government administration and by the public in 2 (two) community health centers (Puskesmas)

Year 2017:

3. Implementation of Public Service Standard that involves active participation from local citizens
4. Implementation of Public Service Standards that have been jointly agreed by local government administration and by the public in 2 (two) community health centers (Puskesmas)

Commitment Overview

Status of Completion	Substantial
Start Date	June 2016
Intended Completion Date	December 2017
Responsible Office	Division of Organization and Governance
Did It Open Government?	Major

Is it a STAR commitment?	No
Starred commitments are considered exemplary OGP commitments. To receive a star, a commitment must meet several criteria: - It must be specific enough that a judgment can be made about its potential impact. Starred commitments will have "medium" or "high" specificity. - 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. - Finally, the commitment must see significant progress during the action plan implementation period, receiving an assessment of "substantial" or "complete" implementation.	

Commitment Overview	Specificity				OGP Value Relevance (as written)				Potential Impact				Completion				Did It Open Government?				
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Tech. and Innov. for Transparency and Accountability	None	Minor	Moderate	Transformative	Not Started	Limited	Substantial	Complete	Worsens	No change	Marginal	Major	Outstanding
Overall			✔			✔					✔				✔					✔	
1. Implementation of Public Service Standard Evaluation (SPP)			✔							✔						✔					
2. Development of public service standard in 2 health centers				✔		✔					✔					✔					
3. Implementation of Public Service Standard		✔				✔					✔		✔								
4. Implementation of Public Service Standards for 2 health centers				✔		✔					✔					✔					

Commitment Aim

Overall Objective & Relevance

This commitment aims to fulfill one of OGP Grand Challenges, i.e., "Improving Public Services." In collaboration with the Institute Development of Society (IDFoS), the Government of Bojonegoro is committed to improve the quality of public service delivery through the co-creation of public service standards between the government and citizens. The 'public service standards' are an innovative way to consult with citizens about their satisfaction with public services being delivered to the community. They are meant to be written by citizens with government members to diagnose current practices in specific public institutions (like health centers or public schools) and outline which needs are not being covered. These documents would result in the 'service standards', responding to community needs. The government identified the health sector as an initial area to tackle first. Targeting two pilot public health centers (*puskesmas*) of Pungpungan and Gayam, the commitment seeks to provide effective periodical evaluation of public health facilities by changing the method of civil society-government collaboration through the stimulation of public participation. If the implementation of this commitment proves successful, the intention is to carry out this framework in other areas of government.

Improving the delivery of public health services is one midterm goal of the Government of Indonesia. To achieve this, the national government has committed to implement a Public Service Law (No. 25/2009),

improve innovation in public service delivery, and increase public participation in service delivery by developing their capacity and involving them in public service monitoring and evaluation. The quality of health service is a major issue in Indonesia, especially following the establishment of the new, integrated system of national health security (JKN). This transition has caused many technical problems in delivering services in state-owned health facilities, especially at the primary level or *puskemas*.

To include civil society members in the process of developing public services standards, the Government of Bojonegoro, in alliance with IDFoS, aimed to facilitate civil society-government collaboration in two pilot *puskesmas*. According to the commitment text, the standards were to be jointly agreed by the public officials and local communities living in the service areas of the targeted *puskesmas,* and these standards would be specific to the puskesmas in question. In so doing, the government would have more accurate knowledge on community needs and there could be an improvement in public trust and satisfaction towards public services performed by the local government.

Specificity and Potential Impact

The specificity of the commitment is considered medium. The commitment's language is clear, but the deliverables are not specific enough to measure and could be open to interpretation from the reader. For instance, it is not clear what the difference is between milestone 3 and 4 and to what extent their implementation would contribute to the objective of the commitment. Nevertheless, if implemented, it could have a significant impact. This commitment proposes a major step forward in the evaluation of public service delivery, considering the innovative method of co-developing and co-implementing public service standards with citizens. The commitment offers an alternative approach of civic participation that, if successful, would serve as a model to be replicated in other sectors and other regions of the country. Although, as planned, this commitment will first be applied in the health sector, it identifies multiple other co-implementing institutions (such as the Public Works, Education and Communication Offices), that could carry this pilot forward.

Completion
Substantial

This commitment was substantially completed. Two milestones were carried out with delays, but within the timeframe, while other two saw limited progress.

Milestone 1 was completed in time, albeit the changes that transcribed during the implementation process. The Government of Bojonegoro contracted the private consultancy PT KOKEK[91] to design and conduct a community satisfaction survey in two community health facilities (puskesmas) with the aim of understanding how services were being delivered. These surveys were conducted in November 2016 and followed the national legislation requirements and guidelines stipulated by the Ministry of Administrative and Bureaucratic Reform.[92] PT KOKEK carried out the survey in puskesmas located in Kedungadem and Malo, nevertheless, the implementation of milestones 2 and 4 took place in the facilities of Gayam and Pungpungan. According to the IDFOS representative, the lack of sufficient financial support forced the changes.[93] These two sub districts were later chosen to take advantage of Exxon Mobile's social responsibility plans, which were to be focused in these two communities.

The efforts to secure resources caused significant delays in the completion of milestone 2. The development of the public service standards should have been completed by December 2016. Instead, the milestone was completed in August 2017. To gather input from different stakeholders in Gayam and Pungpungan, IDFOS organized a series of events in Gayam and Pungungan throughout 2017 as part of the Mama Asih program, financed by Exon Mobile to improve public health services. The Mama Asih program (a contraction of *Maklumat Bersama Pelayanan Bersih,* Joint Declaration for Clean Service) was built upon an existing forum that Bojonegoro's Health Office used to disseminate findings to health cadres in the region. The IDSoF changed the format and introduced monthly meetings in *puskesmas* to spur iterative dialogue between citizens and the government.[94] In those meetings, *puskesmas'* beneficiaries could join and express their opinions, interests, hopes, and solutions in regards to increase the quality of health delivery service in the *puskesmas*.[95] These meetings served as awareness raising

events[96] and focus groups with service providers and users.[97] Together with the managers of particular *puskesmas*, citizens co-created public service delivery standards according to geographical, social and cultural contexts of the region.

The final two public service standards created for the puskesmas in Gayam and Pungpungan were signed on 30 August 2017 by four representatives of the different stakeholder groups: the community leader from the Pungpungan Forum of the Mama Asih Program, the head of the Pungpungan puskesma, the head of the Health Service Department and the ombudsman of East Java. They include minimum standards of operation (defining service hours, complaint mechanisms, sanctions, and other issues). [98]

In October 2017, the standards were made effective in both puskesmas, within the action plan development period, although with delays. On 25 October 2017, with high level representation from the Regency of Bojonegoro and from the sub districts and Exon Mobile representatives, IDFoS led the 'Transparent and Participatory Health Service Training', a two-day training for capacity building on the new standards. Ten members of the two health centers and 12 representatives of community forums in Gayam and Pungpungan attended to learn about openness, participatory mechanisms, handling complaints, the creation of public service standards and other useful information, such as health insurance policies.[99] These efforts were considered as part of the implementation of the agreed upon standard, therefore, milestone 4 is considered complete.

As to milestone 3, it remains unclear how it differs from milestone 4 and no evidence was provided to assess its completion.

Early results: did it open government?

Access to information: No change
Civic Participation: Major
Public Accountability: Marginal

The commitment targets one OGP Grand Challenge (Improving Public Service) by increasing civic participation and public participation in health service delivery. There was significant civic participation in the course of developing public service standards in two locations: Pungpungan and Gayam. In so doing, more people acquired knowledge in how the health facilities and systems have been working so that they could contribute in improving the system itself.

In the area of civic participation, there was a new opportunity for the public to influence decisions in local health service delivery through a new-established forum of "Mama Asih" (a contraction of *Maklumat Bersama Pelayanan Bersih,* Joint Declaration for Clean Service) in the subdistricts of Pungpungan and Gayam. The forum was an optimization of a monthly meeting in *puskesmas* initiated by IDFoS. Before that, the meetings were a one-direction communication of health information dissemination from representatives of the Office of Health to health cadres in the region, according to a member of the forum in Pungpungan. With a full funding from Exxon Mobile Cepu Ltd (EMCL), IDFoS facilitates the transformation of the meetings into dialogue between citizens and the government.[100] In those meetings, *puskesmas'* beneficiaries could join and express their opinions, interests, hopes, and solutions in regards to increase the quality of health delivery service in the *puskesmas.*[101] Together with the managers of particular *puskesmas*, citizens co-created public service delivery standards according to geographical, social and cultural contexts of the region. The standards created for each facility is tailored made, considering regional differences, community needs among other factors. Therefore, the two public service standards created differ from each other due to the inclusive nature of the mechanism. The forum has also been functioning as a medium for public officials to explain their responsibilities and limitations, which is an important step towards public accountability in Bojonegoro. In that sense, there have been a series of productive monthly dialogues between citizens and public officials in finding solutions and alternatives to improve public health service delivery in particular health facilities. The results are then set forth in joint declaration in two *puskemas* of Pungpungan and Gayam.[102]

There has been an effort to establish a similar forum at the regency level in order to control and

monitor public health delivery service in Bojonegoro, especially in the public hospitals. However, there is a strong dependence on private sector funding to carry out the practice of producing collaborative public service standard evaluations. This presents itself as a limitation to the scalability of the program and its reach to other centers, new communities and sectors beyond health.

In their November clarification, the government claimed its routine programs, such as LAPOR, Friday Dialogue, or radio talk show as the result of Milestone 5.3.[103] This differs from the information collected in the course of a visit from the IRM researcher in August, where the government promised to employ similar technique of co-developing public service standards (**5.2**) to other public service sectors, i.e. education affairs and civil registration offices.[104] However, there has been not enough evidence of any effort to initiate the co-creation of the standard in those sectors from both the government and CSO sides.

Recommendations

The IRM researcher recommends the government to continue their work on the Public Service Standard Evaluation as a method to collaborate with citizens in the improvement of public services. Although it has proven to be a useful method, there are still questions of the sustainability of the program. The government could:

1. Focus on deepening civic participation and sustaining the co-developed standards in the two heath centers they are currently engaged with.
2. Develop a strategy for sustainability of the program and its possible expansion to other sectors and communities; increase government ownership of the activity and provide funding of spaces for dialogue.

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[91] Government of Bojonegoro registry of contracts in 2016, 'Procurement of Community Satisfaction Survey Services to the Licensing Agency PT KOKEK', services procured in November of 2016, Line 5820/LS-BJ/2016: http://www.bpkkdbojonegoro.com/sp2d/view/179/01-11-2016

[92] Description of PT KOKEK services regarding the Community Satisfaction Services: http://www.kokek.com/services/survei-kepuasan-masyarakat/

[93] Joko Hadi Purnomo, IDFOS, in focus discussion with IDFOS (October 26, 2017).

[94] Joko Hadi Purnomo, IDFOS, in focus discussion with IDFOS (October 26, 2017).

[95] Separate interviews with Syaifuddin, members of Gayam's *Mama Asih* forum, (October 27, 2017) and Bakri, members of Pungpungan's *Mama Asih* forum (October 27, 2017).

[96] 'Pungpungan-IDFoS health center coordination of service announcement', IDFoS website, (9 January 2017), https://www.idfos.or.id/puskesmas-pungpungan-gelar-fgd-maklumat-pelayanan/

[97] Pungpungan health center holds focus group discussions on service announcement', IDFoS website, (22 June 2017), https://www.idfos.or.id/puskesmas-pungpungan-gelar-fgd-maklumat-pelayanan/

[98] https://drive.google.com/file/d/1UV0hxRGY7YdesNyUy1W4Zdwwmp0ugTmB/view?usp=sharing and https://drive.google.com/file/d/0By7NDz0CM7jzR3djR2dlaHhhZlU/view?usp=sharing

[99] 'Important transparency for health services', IDFoS, (25 October 2017), https://www.idfos.or.id/transparansi-penting-untuk-pelayanan-kesehatan/

[100] Joko Hadi Purnomo, IDFOS, in focus discussion with IDFOS (October 26, 2017).

[101] Separate interviews with Syaifuddin, members of Gayam's *Mama Asih* forum, (October 27, 2017) and Bakri, members of Pungpungan's *Mama Asih* forum (October 27, 2017).

[102] https://drive.google.com/file/d/1UV0hxRGY7YdesNyUy1W4Zdwwmp0ugTmB/view?usp=sharing and https://drive.google.com/file/d/0By7NDz0CM7jzR3djR2dlaHhhZlU/view?usp=sharing

[103] Email communication with Alit Purnayoga, OGP team's secretary (November 23, 2017).

[104] Eliza Zuraida Zen, Division of Organization and Governance, in focus discussion with OGP team's members (August 10, 2017).

Method and Sources

The IRM report is written by well-respected governance researchers. All IRM reports undergo a process of quality control to ensure 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 assessments of progress put out by civil society, the government, the private sector, or international organizations.

The first and primary objective of the IRM is to verify completion of action plan commitments and the level of participation. Beyond this, the IRM seeks to assess potential impact and early changes in behavior around open government. There are two intended outcomes: accountability and learning. The method follows these aims. A second, important function of the IRM is to act as a "listening post" for the concerns of civil society.

Each report undergoes a 4-step review and quality control process:

- Staff review: IRM staff reviews the report for grammar, readability, content, and adherence to IRM methodology
- 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
- Pre-publication review: Government and select civil society organizations (at the discretion of the researcher) are invited to provide comments on content of the draft IRM report
- Public comment period: The public is invited to provide comments on the content of the draft IRM report.

Interviews and Focus Groups

Each IRM researcher is required to hold at least one public information-gathering event. Care should be taken in inviting 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 provided in the self-assessment or accessible online. If IRM researchers wish to substitute a stakeholder meeting with another format, they should communicate this to IRM staff.

IRM researcher visited Bojonegoro from 10th to 12th August 2017 and had meetings with government officials who are responsible for the implementation of OGP. In the course of the visit, IRM researcher had a chance to follow and observe the regency's weekly meeting and the Friday Dialogue at the town hall. Additionally, IRM researcher observed one workshop of Open Data application socialization for PKK organizers.

In October, IRM researcher established a small team consisting of three research assistants to have a three-day visit to Bojonegoro. Before the field research, IRM researcher prepared research assistants with a small workshop with Mujtaba Hamdi from *MediaLink*. *MediaLink* is among other national CSOs to support the Open Government Indonesia. From him, the team learnt how OGP has been running from the CSO's point of view.

IRM researcher and the team visited Bojonegoro from 25th to 29th October. In the course of the fieldwork, the team had a series of focus group discussions with two main OGP supportive CSOs (IDFOS and Bojonegoro Institute) and several interviews with other CSO representatives, academia, and local business.

Apart from the discussion and direct-interviews, IRM researcher has managed to conduct personal communications through emails with representatives of the government, CSOs and ExxonMobil Cepu Ltd.