

Independent Reporting Mechanism (IRM): Indonesia End-of-Term Report 2016–2018

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Overview: Indonesia

Independent Reporting Mechanism (IRM) End-of-Term Report 2016–2018

Commitments included in Indonesia's fourth action plan leaned heavily towards improving access to information. Consultation between the government and civil society moved in a positive direction, but the general lack of political support for open government posed bureaucratic challenges to the implementation efforts. Going forward, both government and civil society need to focus on delivering fewer but more ambitious commitments to optimize the impact for citizens.

The Open Government Partnership (OGP) is a voluntary international initiative that aims to secure commitments from government to its citizenry to promote transparency, empower citizens, fight corruption, and harness new technologies to strengthen governance. The Independent Reporting Mechanism (IRM) carries out a review of the activities of each OGP participating country. This report summarizes the final results of the period between October 2016 and December 2017 and includes relevant developments up to May 2018.

The Open Government Indonesia (OGI) National Secretariat within the Ministry of National Development Planning (Bappenas) led OGP coordination for Indonesia's fourth national action plan with significant contributions from the President's Executive Office (KSP) and the Ministry of Administrative and Bureaucratic Reform (PAN-RB).¹ A total of 10 other ministries and two government agencies along with five local governments also contributed to the 50 commitments in the action plan. This included five commitments from the Regency Government of Bojonegoro, which are assessed in a separate report as part of the OGP Local Program.

The government established a multistakeholder forum with civil society representatives during the development of the action plan, but it did not meet regularly during the implementation period. In December 2018, the government released a self-assessment report for the second year of the action plan.² However, it was published only in Indonesian and lacked any description of specific activities carried out in the implementation process.

At the time of the writing of this report, the Government of Indonesia had published its fifth national action plan in December 2018. With fewer commitments, the action plan continues to build upon the themes of access to information, civic participation, and public accountability, among others, but also sees the inclusion of themes such as beneficial ownership and open contracting, which were previously left out.

Table 1: At a Glance

Table 1: At a Glance		
	Mid-term	End of term
Number of Commitments	45	
Level of Completion		
Completed	9	16
Substantial	16	20
Limited	19	8
Not Started	1	1
Number of Commitments with...		
Clear Relevance to OGP Values	42	42
Transformative Potential Impact	0	0
Substantial or Complete Implementation	25	36
All Three (☺)	0	0
Did It Open Government?		
Major	3	
Outstanding	0	
Moving Forward		
Number of Commitments Carried Over to Next Action Plan	9	

¹ "Indonesia Open Government National Action Plan 2016–2017," Open Government Indonesia National Secretariat, 2016, https://www.opengovpartnership.org/sites/default/files/Indonesia_NAP_2016-2017_ENG_1.pdf.

² "Laporan Pelaksanaan Rencana Aksi Open Government Indonesia Tahun 2017," Open Government Indonesia National Secretariat, 2018, https://www.opengovpartnership.org/sites/default/files/Indonesia_End-Term_Self-Assessment_2016-2018.pdf.

Consultation with Civil Society during Implementation

Countries participating in OGP follow a process for consultation during development and implementation of their national action plans. OGI consulted parties from government and civil society identified as relevant stakeholders during the development of the action plan who then remained involved during the implementation period. Civil society representatives coordinated with OGI on who would be responsible to consult the responsible institution for each commitment based on their fields of expertise and scope of work.¹

Throughout the implementation period, OGI regularly met with government officials and civil society representatives carrying out the commitments to discuss the progress of each commitment's implementation.² Although the meetings are invitation-only, civil society members who were not involved during the action plan's development period and were not able to participate during the implementation period based on the recommendation of the civil society that was already involved.³

Early into the implementation period, each civil society chose which commitments to focus on based on their expertise and programs. For the most part, civil society worked with government separately on implementing individual commitments rather than collectively in a general forum, as was done during the action plan development process. Nevertheless, many expressed concerns over the government's perceived lack of commitment to the OGP action plan, as it was often represented by staff without the proper authorities to speak on behalf of their respective institutions and/or to make decisions.⁴ This resulted in some discrepancy between what was agreed upon and reflected in the commitments and what the government implemented afterward.⁵ Another common criticism highlighted the government's tendency to focus on technology-related commitments.⁶ Although civil society agreed that moving the government's process online could eliminate many barriers, it also exposes the government to the risks of neglecting the portion of the society that is not privileged with adequate access to technological infrastructure.

For example, throughout the implementation process, the government adjusted the indicators for some commitments depending on its assessment of the progress made at certain points within the period.⁷ When asked by the IRM researcher about its involvement in this particular process, civil society responded that these adjustments were made without prior consultation with its members.⁸ Consequently, while civil society did have the opportunity to provide feedback, the comments had little to no effect, as the changes had already been made by the time the members were informed. Civil society members believe that any changes to commitment indicators, albeit for internal purposes, should be made in consultation with them because they co-created the action plan with the government.⁹

Table 2: Action Plan Consultation Process

Regular Multistakeholder Forum	Midterm	End of Term
1. Did a forum exist?	Yes	Yes
2. Did it meet regularly?	No	No

Table 3: Level of Public Influence during Implementation

The IRM has adapted the International Association for Public Participation (IAP2) "Spectrum of Participation" to apply to OGP.¹⁰ This spectrum shows the potential level of public influence on the contents of the action plan. In the spirit of OGP, most countries should aspire for "collaborative."

Level of Public Influence during Implementation of Action Plan		Midterm	End of Term
Empower	The government handed decision-making power to members of the public.		
Collaborate	There was iterative dialogue AND the public helped set the agenda.		
Involve	The government gave feedback on how public inputs were considered.		
Consult	The public could give inputs.		✓
Inform	The government provided the public with information on the action plan.	✓	
No Consultation	No consultation		

¹ Tities Eka Agustine (Open Government Indonesia National Secretariat), interview by IRM researcher, 16 November 2018.

² Ibid.

³ Ibid.

⁴ Ibid.

⁵ Ibid.

⁶ Astrid Debora Meliala (Indonesian Center for Environmental Law), interview by IRM researcher, 12 December 2018.

⁷ Debby Adelina Suryani (Open Government Indonesia National Secretariat), interview by IRM researcher, 16 November 2018.

⁸ Astrid Debora Meliala, interview.

⁹ Darwanto (MediaLink), interview by IRM researcher, 12 December 2018.

¹⁰ For more information on the IAP2 Spectrum, see:

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

About the Assessment

The indicators and method used in the IRM research can be found in the IRM Procedures Manual.¹ One measure, the “starred commitment” (★), deserves further explanation due to its particular interest to readers and usefulness for encouraging a race to the top among OGP-participating countries. Starred commitments are considered exemplary OGP commitments. To receive a star, a commitment must meet several criteria:

- Starred commitments will have “medium” or “high” specificity. A commitment must lay out clearly defined activities and steps to make a judgment about its potential impact.
- The commitment’s language should make clear its relevance to opening government. Specifically, it must relate to at least one of the OGP values of Access to Information, Civic Participation, or Public Accountability.
- The commitment would have a “transformative” potential impact if completely implemented.²
- The government must make significant progress on this commitment during the action plan implementation period, receiving an assessment of “substantial” or “complete” implementation.

Starred commitments can lose their starred status if their completion falls short of substantial or full completion at the end of the action plan implementation period. At the end of term, Indonesia’s action plan did not contain any starred commitments.

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

About “Did It Open Government?”

To capture changes in government practice, the IRM introduced a new variable “Did It Open Government?” in end-of-term reports. This variable attempts to move beyond measuring outputs and deliverables to looking at how the government practice has changed as a result of the commitment’s implementation.

As written, some OGP commitments are vague and/or not clearly relevant to OGP values but achieve significant policy reforms. In other cases, commitments as written appear relevant and ambitious, but fail to open government as implemented. The “Did It Open Government” variable attempts to capture these subtleties.

The “Did It Open Government?” variable assesses changes in government practice using the following spectrum:

- Worsened: Government openness worsens as a result of the commitment.
- Did not change: No changes in government practice.
- Marginal: Some change, but minor in terms of its effect on level of openness.
- Major: A step forward for government openness in the relevant policy area, but remains limited in scope or scale.
- Outstanding: A reform that has transformed “business as usual” in the relevant policy area by opening government.

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

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

¹ IRM Procedures Manual, <http://www.opengovpartnership.org/about/about-irm>.

² The International Experts Panel changed this criterion in 2015. For more information, visit <http://www.opengovpartnership.org/node/5919>.

Commitment Implementation

General Overview of Commitments

As part of OGP, countries are required to make commitments in a two-year action plan. The tables below summarize the completion level at the end of term and progress on the “Did It Open Government?” metric. For commitments that were complete at the midterm, the report will provide a summary of the progress report findings but focus on analysis of the “Did It Open Government?” variable. For further details on these commitments, please see the Indonesia IRM progress report (2017).

Indonesia’s fourth national action plan comprises six general themes: enhanced public participation (commitments 1–4), Ombudsman capacity building (commitments 5–8), LAPOR!-SP4N integration (commitments 9–15), village governance (commitment 16), public information disclosure (commitments 17–20), and data governance (commitments 21–22).

Additionally, five local governments contributed commitments to this action plan: The City Government of Banda Aceh (commitments 23–25), the City Government of Bandung (commitments 26–33), the City Government of Semarang (commitments 34–39), the Regency Government of Bojonegoro (commitments 40–44), and the Provincial Government of the Special Capital Region of Jakarta (commitments 45–50). Commitments 40–44 are not included in this report due to Bojonegoro’s participation in the OGP Local Program. They are instead assessed in a separate IRM report. Please note that this report retains the original numbering of the commitments in the same order as they were originally published in Indonesia’s fourth national action plan.

Table 4: Assessment of Progress by Commitment

Commitment Overview	Specificity				OGP Value Relevance (as written)				Potential Impact				Completion		Midterm	End of Term	Did It Open Government?				
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Technology & Innovation for Transparency & Accountability	None	Minor	Moderate	Transformative	Not Started	Limited	Substantial	Completed	Worsened	Did Not Change	Marginal	Major	Outstanding
Theme I: Enhance Public Participation																					
1. Formulation of Open Government Strategic Plan and Road Map		✓				✓				✓				✓						✓	
															✓						
2. Guidelines to regularly conduct public consultations			✓			✓				✓				✓					✓		
											✓			✓							

3. Good governance manual and public consultation forum for SDGs				✓		✓		✓			✓					✓			✓	
4. Enhanced public participation in improving geospatial information management				✓		✓					✓				✓			✓		
Theme II: Ombudsman capacity building																				
5. Enhanced capacity of ombudsman to monitor public services				✓		✓					✓								✓	
6. Enhanced credibility of ombudsman to oversee public service quality				✓		✓					✓							✓		
7. Improved compliance with Law No. 25/2009 on Public Services at the Ministry of Education and Culture					✓	Unclear					✓							✓		
8. Improved compliance with Law No. 25/2009 on Public Services at the Ministry of Religious Affairs					✓	Unclear					✓							✓		
Theme III: LAPOR-SP4N integration																				
9. Online LAPOR!-SP4N					✓			✓			✓				✓			✓		
10. Minister of State Apparatus and Civil Service Reform developed into LAPOR!-SP4N					✓			✓			✓				✓			✓		

11. Utilize LAPOR!-SP4N as citizen complaints platform			✓			✓				✓					✓			✓				
12. Greater dissemination of LAPOR!				✓		✓				✓					✓			✓				
13. Improved responsiveness to public complaints and enhanced accountability of LAPOR!			✓				✓			✓				✓				✓				
14. Increased interconnectivity of SOEs to LAPOR				✓		✓				✓				✓					✓			
15. Improved quality of public complaints handling in the environment and forestry sector				✓		✓				✓				✓					✓			
Theme IV: Village governance																						
16. Strengthened village governance in transparency, participation, and responsiveness				✓	✓					✓				✓					✓			
Theme V: Public information disclosure																						
17. Enhanced public information disclosure by the Ministry of Health			✓		✓					✓				✓					✓			
18. Enhanced public information disclosure by the Ministry of Education and Culture		✓			✓					✓				✓					✓			
19. Enhanced public information			✓		✓					✓				✓					✓			

disclosure through pilot projects													✓							
20. Public information disclosure at higher education institutions			✓		✓					✓			✓						✓	
														✓						
Theme VI: Data governance																				
21. Enhancing budget transparency information system				✓	✓						✓			✓						
														✓						✓
22. Strengthening of intergovernmental agency data governance		✓			✓					✓			✓					✓		
City Government of Banda Aceh																				
23. Open Data implementation				✓	✓			✓		✓						✓			✓	
24. Strengthening public complaints channels			✓		✓		✓	✓		✓			✓					✓		
													✓							
25. Enhanced information disclosure at village levels (Gampong/ (desa)				✓	✓			✓		✓			✓						✓	
															✓					
City Government of Bandung																				
26. Increase the number of open data				✓	✓					✓					✓				✓	
															✓					
27. Improve public services				✓	✓					✓				✓					✓	
															✓					
28. Transparency in the Regional Government budget system				✓	✓						✓			✓				✓		
														✓						
29. Strengthen contract and procurement information disclosure			✓		✓						✓			✓					✓	
														✓						

30. Enhance LAPOR! application			✓				✓			✓				✓		✓			
31. Increased public satisfaction of complaints handling services		✓			Unclear				✓							✓			
32. Enhanced disclosure of citizen proposals to Regional House of Representatives (DPRD) Members			✓		✓				✓								✓		
33. Greater public participation in disseminating development information				✓	✓				✓					✓			✓		
City Government of Semarang																			
34. Regulation on data governance to align with “One Data Indonesia” agenda				✓	✓				✓								✓		
35. One data basis for the City Government Semarang				✓	✓				✓					✓				✓	
36. Enhanced public information disclosure			✓		✓				✓								✓		
37. Promote public participation in monitoring quality of services			✓				✓		✓					✓				✓	
38. Improved access to information on DPRD institutions and activities			✓		✓				✓					✓				✓	
39. Improved governance of data and			✓		✓				✓					✓			✓		

information under the authority of DPRD														✓						
Provincial Government of the Special Capital Region of Jakarta																				
45. Strengthened infrastructure for public information disclosure				✓	✓						✓					✓			✓	
																✓				
46. Enhanced utilization of public information through communication strategy			✓		✓					✓				✓				✓		
														✓						
47. Enhanced utilization of public information through Jakarta.go.id portal				✓	✓			✓			✓					✓			✓	
																✓				
48. Strengthened public services complains channels				✓			✓			✓				✓				✓		
														✓						
49. Strengthened data governance				✓	✓					✓						✓			✓	
																✓				
50. Public participation in development planning				✓	✓	✓		✓			✓			✓				✓		
																✓				

Theme I: Enhance Public Participation

I. Formulation of Open Government Strategic Plan and Roadmap

Commitment Text:

Indicators of Success 2016:

1. Development of Draft Strategic Plan for the National Secretariat of Open Government Indonesia
2. Development of Draft Open Government Policies Roadmap

Indicators of Success 2017:

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

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

Supporting institution: N/A

Start date: Not specified

End date: Not specified

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

Commitment Aim

This commitment aimed to establish an organizational structure to help the Open Government Indonesia (OGI) National Secretariat fulfill its role as the main coordinator of the OGP process in Indonesia. This involved developing two documents through the use of public focus groups: a Strategic Plan and an Open Government Policies Roadmap.

Status

Midterm: Limited

OGI published the draft Strategic Plan available on its website www.opengovindonesia.org on 12 June 2017.¹ OGI then called for public comments using social media channels, newsletter, and email before finalizing the draft. For the Roadmap, OGI conducted focus group discussions (FGDs) on June and September 2017 before publishing the draft on 18 October 2017.²

End of Term: Substantial

By the end of the implementation period, OGI developed the final drafts of both the Strategic Plan and Roadmap but did not sign and publish the two documents.³

The Strategic Plan provides an overview of open government practice in Indonesia, relevant laws and regulations, Indonesia's membership in OGP, strategic priorities, and Indonesia's core achievements from previous action plans. It states that OGI works to accelerate the process of creating an open, participatory, accountable, and innovative governance while supporting the government in coordinating the strategies for Indonesia to actively participate in OGP process both regionally and globally. It outlines the following four missions⁴ to be achieved by 2019:

1. Greater participation from ministries, government agencies, and local governments in OGI;
2. Improved data governance in ministries, government agencies, and local governments;
3. Better coordination and supervision in implementing open government commitments; and
4. Efficient and effective national secretariat.

The Roadmap, however, provides a more general reference that applies not only to OGI but also to other stakeholders involved in the process. It highlights the regulatory aspect of open government in Indonesia and the role of OGI as the coordinator of the process in the country. It also explains the general process of action plan development, implementation, monitoring, and evaluation.

Did It Open Government?

Civic Participation: Marginal

Both the Strategic Plan and Roadmap contain important information comprising Indonesia's progress and vision for open government. The Strategic Plan provides clear and detailed explanation of OGI's responsibilities as the coordinator of the OGP process in Indonesia. The Roadmap contains information that can be useful for other ministries, government agencies, local governments, and CSOs to understand the OGP process.

As part of the development process of these documents, OGI consulted with representatives from civil society and other government institutions in June 2017⁵ for the Roadmap and opened an online public review period⁶ for the Strategic Plan. Despite that the public review period for the Strategic Plan only attracted one input,⁷ the consultation with civil society for the Roadmap resulted in a few recommendations that were eventually incorporated into the final draft.⁸ The Strategic Plan⁹ outlines seven functions of OGI as follows, including facilitating the development of an action plan as reference for both the central and local governments to optimize the quality of public service and facilitating the opportunity of peer learning in implementing the commitments of the action plan.

Although the Strategic Plan focuses heavily on formalizing a structure of responsibility and clarity of roles for OGI, it also contains a great deal of information regarding OGP process in Indonesia. In similar fashion, the Roadmap is written in a way that provides important, detailed information on the OGP process. However, it does not provide details on how civil society can participate in the consultation process beyond the development of an action plan.

Civil society also emphasized the urgency of these two documents as a means to strengthen and sustain open government practice, which is aligned with one of IRM's key recommendations in a previous report¹⁰ and in response to the three "lessons learned"¹¹ included in the government's 2015 self-assessment report as detailed below.

- Lack of coordination between OGI and responsible institutions during implementation period resulted in many commitments not being fully completed.
- Uncertainty during political transition time and lack of operational support disrupted the coordination between government and civil society.
- Conflicting time frame between the implementation period of the commitments and the government's planning and budgeting cycles contributed to the failure of completing up to 50% of the commitments.

In the same self-assessment report, OGI also indicated the urgency of developing a roadmap for open government as a standard reference, building the capacity of all stakeholders, and harmonizing the action plan cycles with the government's planning and budgeting cycles.¹²

Carried Forward?

The development of these documents has continued beyond the implementation period of the fourth action plan as part of internal government process. The government has committed to continue developing them in consultation with civil society to support the open government process in Indonesia as part of a separate internal work plan not related to the OGP action plan.¹³

¹ “Draft Rencana Strategis Open Government Indonesia 2017–2019”, Open Government Indonesia National Secretariat, 2017, <http://opengovindonesia.org/download/100/draft-rencana-strategis-open-government-indonesia-2017-2019>.

² “Draft Peta Jalan Keterbukaan Pemerintah 2017–2019”, Open Government Indonesia National Secretariat, 2017, <https://opengovindonesia.org/download/106/draft-peta-jalan-keterbukaan-pemerintah-2017-2019>.

³ Husni Rohman (Ministry of National Development Planning), interview by IRM researcher, 11 December 2018.

⁴ “Rencana Strategis”, Open Government Indonesia National Secretariat.

⁵ “Laporan Konsultasi Publik Membahas Rancangan Peta Jalan Pemerintah Terbuka”, Open Government Indonesia National Secretariat, 2017, <https://drive.google.com/file/d/1jYYY-eMr9kztNwzpirpkDkedKOaQ6CqU/view>.

⁶ “Laporan Uji Publik Draft Rencana Strategis OGI”, Open Government Indonesia National Secretariat, 2017, https://drive.google.com/file/d/1n-PSWFObSiFpiaMs_3DHX7WfQqujtfkk/view.

⁷ Ibid.

⁸ “Risalah Focus Group Discussion (FGD) Penyusunan Peta Jalan Pemerintah Terbuka”, Open Government Indonesia National Secretariat, 2017, https://drive.google.com/file/d/1DcwEc5_RxPkc9UmXMjqKCvg7Fp36zp50/view.

⁹ Ibid.

¹⁰ “Independent Reporting Mechanism (IRM): Indonesia Progress Report 2014–2015”, Open Government Partnership, 2016, <https://www.opengovpartnership.org/documents/1-indonesia-third-progress-report-2014-2015-final-version-english>.

¹¹ “Laporan Pelaksanaan Rencana Aksi OGI 2015”, Open Government Indonesia National Secretariat, 2015, <https://www.opengovindonesia.org/download/93/laporan-pelaksanaan-rencana-aksi-ogi-2015>.

¹² Ibid.

¹³ Tities Eka Agustine (Open Government Indonesia National Secretariat), interview by IRM researcher, 11 December 2018.

Commitments 2 and 3

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

Indicators of Success 2016:

Issuance of Ministry of Administrative and Bureaucratic Reform Circular and Technical Procedures for all Ministries/Agencies to conduct public consultation.

Indicators of Success 2017:

70% of Ministries/Agencies conduct Public Consultation Forum.

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

Indicators of Success 2016:

1. Issuance of Presidential Decree on Sustainable Development Goals (SDGs) agenda implementation, factoring quality public participation into equal representation of non-government and government in SDGs administration at national and sub national levels.

2. Issuance of public participation guidelines for the implementation of Sustainable Development Goals/SDGs Agenda.

Indicators of Success 2017:

1. Inclusive formulation process for the Sustainable Development Goals National Action Plan (RAN-TPB).

2. Digital communication platform for SDGs Secretariat is developed, enabling active citizens to actively contribute to the process of planning, implementation, monitoring, evaluation and reporting of SDGs Action Plan (for instance: public consultation dashboard, public polling feature for SDGs agenda implementation.

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

Supporting institution(s): N/A

Start date: Not specified

End date: Not specified

Commitment Overview	Specificity				OGP Value Relevance (as written)				Potential Impact				Completion		Mid-term End of Term		Did It Open Government?				
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Technology & Innovation for Transparency & Accountability	None	Minor	Moderate	Transformative	Not Started	Limited	Substantial	Completed	Worsened	Did Not Change	Marginal	Major	Outstanding
2. Guidelines to regularly			✓			✓					✓			✓				✓			

Commitment 2 aimed to develop a standard reference for all government institutions to follow when conducting public consultations during policy development.

Status

Midterm: Limited

End of Term: Limited

In an April 2017 report, several local government representatives noted that they have been conducting public consultation forums in a limited scope. In this report, the participants expressed that although they are not new to public consultation forums, they have encountered various challenges in their implementation, such as a lack of funding, limited authorities, and absence of a standard procedure.⁵ By December 2017, the Ministry of Administrative and Bureaucratic Reform reported that a total of 31 provincial governments and 158 city/regency governments had participated in the series of socialization meetings conducted throughout the year.⁶

Midterm: Substantial

End of Term: Complete

The process of formulating the SDGs action plan entailed frequent consultation meetings with ministries/government agencies, the private sector, donor organizations, academia, media, and civil society organizations.¹⁰ In November 2017, the chair of SDGs' Executive Committee within the Ministry of National Development Planning issued an open invitation for non-government stakeholders to actively contribute to the development of the SDGs' action plan.¹¹ Following the publication of the draft action plan on December 2017, the SDG Secretariat also invited members of the public to submit their comments and feedback.¹²

The public consultation process is divided into three stages: initial plenary meetings, initial working group meetings, and then a series of regular working group meetings to analyze the progress, problems, and challenges of implementing different goals taking place continually between 2019 and 2030.¹³ Each working group is responsible to discuss and analyze the public comments and feedback received during the specific working group meetings. They are classified into four focus areas: social development, economic development, environmental development, and governance and rule of law development.¹⁴

To support the public consultation process, the SDGs' Secretariat provides a section on its website www.sdgs.bappenas.go.id specifically to receive comments, feedback, and questions from the public¹⁵ along with a live chat feature available on the bottom right corner of the website.¹⁶ Additionally, the Secretariat also maintains a Facebook page at www.facebook.com/SDGsIndonesia and a Twitter feed at www.twitter.com/SDGs_Indonesia where it shares information related to SDGs and engages the public.¹⁷

Did It Open Government?

Commitment 2

Civic Participation: Did Not Change

Prior to this commitment, there were already laws—particularly Laws No. 25/2004 on National Development Planning System and No. 25/2009 on Public Services—encouraging government institutions to incorporate public participation in developing policies. However, this practice was inconsistent, as none of these laws specify the manner in which government institutions must implement it, resulting in inconsistent practices.

During the implementation period, despite the issuance of the Ministerial Circular, the Ministry of Administrative and Bureaucratic Reform fell short in achieving the target of 70% government institutions to conduct public consultation forums. Instead, the ministry only conducted socialization meetings and did not track or guide the implementation of public consultation forums by ministries, government agencies, and subnational governments. Moreover, the socialization meetings only targeted local governments, not ministries and government agencies.

In the April 2017 report, the Ministry of Administrative and Bureaucratic Reform instructed local governments that have been conducting public consultation forums to continue doing so in the manner these local governments see fit, despite the report's findings of confusion among them due to a variety of issues.¹⁸ Although local context cannot be disregarded, it is important for the ministry to establish a standard practice that adheres to open government values so that different institutions implementing public consultation forums can achieve a similar level of success despite facing varying challenges in different contexts.

Commitment 3

Civic Participation: Major

This commitment aimed to incorporate public participation into the process of developing the SDGs' action plan in Indonesia. Given that the SDGs' process has only reached the action plan development stage by the time the implementation period of this commitment ended, the assessment is limited to the level of completion during the development of the SDG action plan.

As part of this commitment, the Presidential Regulation on SDGs specifically mandates the inclusion of a public consultation process in the development, implementation, and monitoring of SDGs. As is also outlined in the implementation guidelines issued by the Ministry of National Development Planning, the SDGs' process has included representatives from donor organizations, the private sector, academia,¹⁹ media, and civil society organizations in the process of developing the SDG action plan.²⁰ With both the Presidential Regulation on SDGs and implementation guidelines in place, public participation in the SDGs' process can be continually strengthened.

Prior to this commitment's implementation, civil society's role in developing Indonesia's SDGs was not specified in detail. A civil society representative commented that civil society contributed significantly to the development of the SDGs action plan.²¹ These contributions included ensuring the inclusion of public review mechanism in the process, shaping the focus areas of the action plan, and establishing a clear coordination procedure to sustain the collaboration between government and civil society beyond the action plan development stage²² in the form of an SDGs-Civil Society Secretariat. Throughout the process, civil society actively participated in a series of meetings to draft the key indicators for each of the goals for inclusion in the SDG action plan.²³ These meetings took place between September and November 2017 focusing on all four focus areas.²⁴ Prior to the implementation of this commitment, civil society could participate in the SDG process in a limited observer role.²⁵ As observers, civil society could provide feedback to the government but was not part of the leadership within the mechanism. As such, civil society was unable to shape and/or influence the agenda of the SDGs' action plan.

According to a representative from the government's SDGs' Secretariat,²⁶ participation of non-government stakeholders was already mandated by the Presidential Regulation on SDGs. However, the SDGs' Secretariat encountered difficulties in establishing the mechanism for how these stakeholders were to participate in the process of developing the SDGs' action plan and its subsequent implementation. Through this commitment, the SDGs' Secretariat established a clear, structured process for civil society consultation modeled after the OGP process and coordinated by the OGI Secretariat. Additionally, the SDGs' Secretariat made efforts to broaden participation by making relevant documents available online. The Secretariat further conceded that, despite these efforts, government-civil society collaboration has been largely absent during the SDGs' action plan implementation. This resulted in gaps during the monitoring and evaluation process.

A civil society representative who is part of both OGI and SDGs' consultation forum also noted that the government needs to improve the communication process with all stakeholders. The classification of the four thematic working groups limited the involvement of civil society within a certain thematic working group only, whereas, in reality, civil society groups often work on subjects that are intersectional and relevant to multiple themes.²⁷ Nonetheless, civil society noted that the formation of the SDGs-Civil Society Secretariat and the inclusion of civil society representation in the SDGs' Secretariat's Steering Committee,²⁸ similar to the OGI process, are positive examples of how this commitment has helped ensure the sustainability of public participation in the continued process of developing, implementing, and monitoring SDGs in Indonesia.

Carried Forward?

Commitment 2 was carried over to the fifth action plan. Commitment 9 of the fifth action plan focuses on implementing the Administrative and Bureaucratic Reform Ministerial Circular No. 16/2017 on the Guidelines for Public Consultation Forum for Public Service Delivery. The milestones of this commitment aim to achieve the following goals:²⁹

- Socializing the practice of public consultation forum to 90 government institutions.
- Developing a public consultation forum database for monitoring and evaluation purposes.
- Public consultation forum pilot projects in three core sectors, i.e., Education and Culture, Health, and Social Services.

Commitment 3 was not carried forward to the fifth action plan.

¹ "Akselerasi Pelayanan Publik, MenPANRB Terbitkan SE Pembentukan Forum Komunikasi Publik untuk Setiap K/L dan Pemda", Ministry of Administrative and Bureaucratic Reform, 2017, <https://www.menpan.go.id/site/berita-terkini/akselerasi-pelayanan-publik-menpanrb-terbitkan-se-pembentukan-forum-komunikasi-publik-untuk-setiap-k-l-dan-pemda>.

² "Surat Edaran No. 56/2017 tentang Pembentukan Forum Konsultasi Publik dalam Rangka Penyelenggaraan Pelayanan Publik", Ministry of Administrative and Bureaucratic Reform, 2017, https://drive.google.com/file/d/1HsVFpbaFZ0B0qu7vuXVrbe0qYhxM34K_/view.

³ "Peraturan Presiden Republik Indonesia No. 7/2015 tentang Kementerian Negara", President of the Republic of Indonesia, 2015, <http://sipuu.setkab.go.id/PUUdoc/174380/Perpres%20Nomor%207%20Tahun%202015.pdf>.

⁴ Tities Eka Agustine (Open Government Indonesia National Secretariat), interview by IRM researcher, 11 December 2018.

⁵ "Laporan Penyelenggaraan Rapat Sosialisasi Forum Konsultasi Publik Nasional 20 April Tahun 2017", Ministry of Administrative and Bureaucratic Reform, 2017, https://drive.google.com/file/d/1NF-02cPVNcSTUxG_852y_mwbPwxCqTf0/view.

⁶ "Daftar Daerah yang Telah Menerima Sosialisasi Forum Konsultasi Publik (FKP) Tahun 2017", Ministry of Administrative and Bureaucratic Reform, 2017, https://drive.google.com/file/d/1_MTqI_xrNIDAsVSPoGv5xn6PKG6cXX9K/view.

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- ⁷ “Peraturan Presiden Republik Indonesia No. 59/2017 tentang Pelaksanaan Pencapaian Tujuan Pembangunan Berkelanjutan”, President of the Republic of Indonesia, 2017, <http://setkab.go.id/wp-content/uploads/2017/07/Perpres-Nomor-59-Tahun-2017-.pdf>.
- ⁸ “Pedoman Penyusunan Rencana Aksi Tujuan Pembangunan Berkelanjutan (TPB)/Sustainable Development Goals (SDGs)”, Ministry of National Development Planning, 2017, http://sdgs.bappenas.go.id/wp-content/uploads/2017/09/Buku_Pedoman_RAN_TPB.pdf.
- ⁹ “Kegiatan”, SDGs Secretariat, 2017, <http://sdgs.bappenas.go.id/kegiatan>.
- ¹⁰ “Berikan Masukan untuk Rancangan RAN TPB/SDGs: ‘Saatnya Terlibat Lagi secara Aktif’”, SDGs Secretariat, 2017, <https://sdgs.bappenas.go.id/berikan-masukan-untuk-rancangan-ran-tpbsdgs-saatnya-terlibat-lagi-secara-aktif>.
- ¹¹ “Keterlibatan Pemangku Nonpemerintah dalam Penyusunan Rencana Aksi TPB/SDGs”, SDGs Secretariat, 2017, <http://sdgs.bappenas.go.id/keterlibatan-pemangku-non-pemerintah-dalam-penyusunan-rencana-aksi-tpbsdgs>.
- ¹² “Berikan Masukan”, SDGs Secretariat.
- ¹³ Ibid.
- ¹⁴ “Pelaksanaan SDGs & Rencana Kerja Penyusunan Renaksi di Indonesia”, SDGs Secretariat, 2017, <https://drive.google.com/file/d/11VBKQwZAc2Jve-FOO4KCI1dd-km8atXE/view>.
- ¹⁵ “Komunikasi Publik”, SDGs Secretariat, accessed in, <http://sdgs.bappenas.go.id/komunikasi-publik>.
- ¹⁶ “Platform Media Komunikasi Digital Sekretariat SDGs”, SDGs Secretariat, 2017, <https://drive.google.com/file/d/1fQp62mNryglcBg8kiLLUo0UGa5JZ9AQO/view>.
- ¹⁷ Ibid.
- ¹⁸ “Rapat Sosialisasi”, Ministry of Administrative and Bureaucratic Reform.
- ¹⁹ “Kegiatan”, SDGs Secretariat.
- ²⁰ “Wujud Nyata Peran Akademia: SDGs Center Unpad”, SDGs Secretariat, 2018, <http://sdgs.bappenas.go.id/wujud-nyata-peran-akademia-sdgs-center-unpad>.
- ²¹ Fitri Novia Heriani, “INFID Apresiasi Perpres SDGs dengan Catatan”, Hukum Online, 2017, <https://www.hukumonline.com/berita/baca/lt5975cf427ed3e/infid-apresiasi-perpres-sdgs-dengan-catatan>.
- ²² Ibid.
- ²³ “Pelaksanaan SDGs & Rencana Kerja”, SDGs Secretariat, p. 27.
- ²⁴ Ibid.
- ²⁵ Darwanto (MediaLink), interview by IRM researcher, 12 December 2018.
- ²⁶ Indriana Nugraheni (SDGs Secretariat), interview by IRM researcher, 30 April 2019.
- ²⁷ Ibid.
- ²⁸ Ibid.
- ²⁹ “Indonesia Open Government National Action Plan 2018–2020”, Open Government Indonesia National Secretariat, 2018, https://www.opengovpartnership.org/sites/default/files/Indonesia_Action-Plan_2018-2020.pdf.

4. Enhanced public participation in improving geospatial information management

Commitment Text

Indicators of Success 2016:

Development of standard reference designs for public participation in geospatial information provision as part of a concerted effort in accelerating the “One Map Policy” implementation.

Indicators of Success 2017:

1. Standard reference for public participation in the provision of geospatial information is developed, as part of a concerted effort in accelerating the “One Map Policy” implementation.

2. Standard reference for public participation in the provision of geospatial information is disseminated.

Responsible institution: Geospatial Information Agency

Supporting institution: N/A

Start date: Not specified

End date: Not specified

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

Commitment Aim

This commitment aimed to create a standardized reference for public participation on geospatial information to support the implementation of Indonesia’s digital mapping process (One Map Policy). This standard participatory reference is designed to help the government manage a number of geospatial issues, particularly conflicts over land rights and land-use licensing. Though it would be difficult for the standard reference to resolve the various geospatial issues by itself, it could start the process of harmonizing policies and practices across ministries and government agencies countrywide.

Status

Midterm: Limited

In February 2017, the Geospatial Information Agency issued the first draft of the regulation to support the standard reference. The agency then followed this up with a series of focus group discussions and conducted surveys to collect public feedback and comments to incorporate into the standard reference. However, the development of the standard reference was halted by the lack of clarity on the regulations over the rights of the indigenous groups to their lands.

End of Term: Substantial

The process of developing the standard reference is well documented on the quarterly reports that the Geospatial Information Agency submitted to OGI, the latest of which was submitted in December 2017.¹ At the end of this process, the agency issued the standard reference, which consists of the following documents specified below.

- Geospatial Information Agency Regulation on the Participation of Government Institutions and Local Governments on Basic Geospatial Information Delivery.² Along with the Regulation on Public Participation Mechanism in National Geospatial Information Network³ issued in 2015, this regulation is important in ensuring a strong legal framework to support the implementation of the standard reference.
- Geospatial Information Agency Regulation on Indigenous Communities' Land Mapping.⁴
- A series of Indonesia National Standards (SNI) to support a participatory mapping process,⁵ consisting of (1) land closure classification for small and medium scales, (2) land closure classification for large scale, (3) methodology for geographical feature cataloguing, (4) technical specification for a 1:10,000 scale topographic map, (5) geographical information metadata, (6) technical specification for a 1:25,000 scale topographic map, (7) technical specification for a 1:50,000 scale topographic map, and (8) basic map accuracy.
- Standards for a large-scale Indonesian topographic map.⁶
- Academic paper on the recognition of indigenous communities' status, land rights, and local wisdom from the perspective of geospatial information and defense to accelerate the One Map policy implementation.⁷
- Guidelines on the implementation of the carto metric method to determine village borders.⁸

However, the agency did not carry out any dissemination strategy outlined in the commitment text by the end of the implementation period. Therefore, the overall completion for this commitment is considered substantial.

Did It Open Government? **Civic Participation: Marginal**

The standard reference contains important elements to support public participation in the delivery of geospatial information by the Geospatial Information Agency. However, these documents focus heavily on improving the internal process for the agency and lack public-facing elements. Although the standard reference mentions the importance of consulting the public in carrying out geospatial information delivery strategies, it does not offer any specific mechanism as to how such public consultation will manifest in practice. Conversely, the participation of government institutions and local governments is regulated in a very detailed manner, as can be seen from the Geospatial Information Agency Regulation No. 13/2017.⁹ A civil society representative from an environmental law research and advocacy group expressed a similar sentiment. As the commitment aims to accelerate the implementation of the One Map Policy, civil society emphasized to the IRM researcher the importance of involving the Ministry of Environment and Forestry and the Ministry of Land and Spatial Planning, which are responsible for relevant areas within the geospatial information delivery framework along with the Geospatial Information Agency.¹⁰ Without cooperation or partnership between these stakeholders, civil society believes that the standard reference fell short of its One Map Policy aspiration due to regulatory overlap and remains relevant only in limited scope.¹¹

Carried Forward?

This commitment was not carried forward to the fifth action plan.

¹ "Laporan Kegiatan Triwulan 4: Standar Acuan terhadap Peran Serta Masyarakat, K/L, serta Pemda dalam Penyelenggaraan Informasi Geospasial", Geospatial Information Agency, 2017, <https://drive.google.com/file/d/197XDYG0Foy0MaKf6zFmhtKSgLyw00QFu/view>.

² "Peraturan Badan Informasi Geospasial No. 13/2017 tentang Tata Cara Pelibatan Instansi Pemerintah dan Pemerintah Daerah dalam Penyelenggaraan Informasi Geospasial Dasar", Geospatial Information Agency, 2017, <http://jdih.big.go.id/lihatdoc?id=10545304>.

³ "Peraturan Badan Informasi Geospasial No. 1/2015 tentang Mekanisme Peran Serta Setiap Orang Dalam Jaringan Informasi Geospasial Nasional", Geospatial Information Agency, 2015, <http://jdih.big.go.id/lihatdoc?id=6126>.

⁴ "Peraturan Badan Informasi Geospasial No. 12/2017 tentang Pedoman Pemetaan Wilayah Masyarakat Hukum Adat", Geospatial Information Agency, 2017, <http://jdih.big.go.id/lihatdoc?id=10554348>.

⁵ “Daftar SNI untuk Mendukung Pemetaan Partisipatif”, National Standardization Agency, 2017, <https://drive.google.com/file/d/1ldR9s5W5Wjh6P53QGGBKDi06fD3nMEMv/view>.

⁶ “Standar Pemetaan Rupabumi Indonesia Skala Besar”, Geospatial Information Agency, 2017, https://drive.google.com/file/d/12O_qzRISoaxm_KqMV0sp8SfzXyKz0sil/view.

⁷ “Pengakuan Masyarakat Hukum Adat, Wilayah Masyarakat Hukum Adat, dan Kearifan Lokal dari Sudut Pandang Pertahanan dan Informasi Geospasial dalam Rangka Percepatan Pelaksanaan Kebijakan Satu Peta”, Geospatial Information Agency, 2017, <https://drive.google.com/file/d/1dq3xvNjyintPf67erlcrOBzWvR5O-TSo/view>.

⁸ “Pedoman Metode Kartometrik pada Penetapan dan Penegasan Batas Desa/Kelurahan”, Geospatial Information Agency, 2017, <https://drive.google.com/file/d/178HVn8rvwX2ahDOEITuLPGThPIJKxTMI/view>.

⁹ “Peraturan Badan Informasi Geospasial No. 13/2017”, Geospatial Information Agency.

¹⁰ Astrid Debora Meliala (Indonesian Center for Environmental Law), interview by IRM researcher, 12 December 2018.

¹¹ Ibid.

Theme II: Ombudsman Capacity Building

Commitments 5 and 6

Commitment 5: Enhanced capacity in monitoring public services by Ombudsman

Indicators of Success 2016:

Development of online tracking system design.

Indicators of Success 2017:

Online tracking system is activated.

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

Indicators of Success 2016:

1. Publication of 2016 public complaints handling outcome.

2. Publication of systemic analysis of public services issues in 2016.

Indicators of Success 2017:

1. Biannual (every 6 months) publication of public complaints handling outcome for 2017.

2. Publication of systemic analysis of public services issues in 2017.

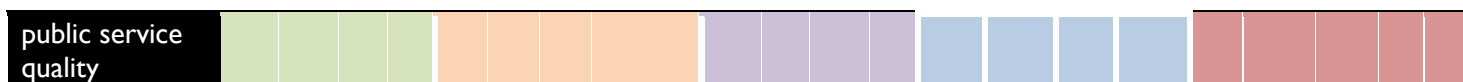
Responsible institution: Ombudsman

Supporting institution: N/A

Start date: Not specified

End date: Not specified

Commitment Overview	Specificity				OGP Value Relevance (as written)				Potential Impact				Com- pletion		Mid- term <div>End of Term</div>		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	Worsened	Did Not Change	Marginal	Major	Outstanding
			✓		✓					✓						✓				✓	
5. Enhanced capacity of Ombudsman to monitor public services			✓		✓					✓						✓				✓	
6. Enhanced credibility of Ombudsman to oversee			✓		✓					✓						✓		✓			



Commitments Aim

Commitment 5 planned to improve the capacity of the Ombudsman to monitor the quality of public service delivery by the government by integrating a tracking system to its online complaint system. By having a tracking system for its online complaint system, the public can follow up on the status of its complaints continuously and provide feedback accordingly throughout the process.

Commitment 6 sought to see the publications of the public complaint handling outcome reports and systemic analysis reports by the Ombudsman for 2016 and 2017. It is important to note, however, that the Ombudsman regularly published the reports annually prior to this commitment's inclusion in the action plan.

Status

Commitment 5

Midterm: Complete

This commitment was completed by the midterm review. The Ombudsman successfully developed an online tracking system SIMPel (www.tracking.ombudsman.go.id) to accompany its online complaint system (www.ombudsman.go.id/pengaduan). When citizens file a complaint through the SIMPel channel, they receive a registration number. They can then use this registration number to track the status of their complaints in the system by running the number through the tracking system.

In September 2017,¹ the Ombudsman reported the successful development of this online complaint and tracking system, citing that it faced some setbacks due to the long process of passing the Ombudsman Regulation No. 26/2017 on Complaints Handling and Resolution.² In brief, this regulation details the following elements of the complaints handling procedure:³

- Mechanism to register a complaint and the subsequent verification process by the Ombudsman to determine whether the complaint is relevant to the Ombudsman's scope of work or should be redirected to another government institution.
- Investigation process into the complaints, including a "quick-response" mechanism that can be invoked should a complaint be deemed an emergency.
- Complaint resolution process, comprising a standard reporting mechanism, mediation and/or reconciliation processes, recommendation formulation, and special adjudication for complaints over material losses.
- Monitoring process of the complaint resolution, comprising the implementation of Ombudsman's recommendations and/or the implementation of the agreement achieved through mediation or reconciliation.

Though this regulation was not part of the commitment, it is an integral part of its implementation. Without the issuance of this regulation, the online tracking system developed during the midterm period would not have been fully operational.

Commitment 6

Midterm: Complete

This commitment was also completed by the midterm review. Although the Ombudsman regularly published the reports annually previously, as in 2016,⁴ the Ombudsman published the reports more frequently in 2017. It released quarterly reports of the public complaint handling outcome for the period between January and March 2017,⁵ April and June 2017,⁶ July and September 2017,⁷ and October and December 2017.⁸ Additionally, the Ombudsman released a select case-by-case systemic analysis on its website.⁹

Did It Open Government?

Commitment 5

Access to Information: Marginal

Public Accountability: Major

The ability to track complaints on the Ombudsman's website gives the public greater access to information pertaining to how the Ombudsman resolves public complaints. While the commitment does not specify the mechanism of how the complaints received through the online platform would result in tangible consequences or change, the implementation did result in the issuance of the Ombudsman Regulation detailing a comprehensive complaint handling mechanism. As the Ombudsman outlined in the September 2017 commitment implementation report,¹⁰ the development of such regulation was required for the online complaint tracking system to be made available for public access. As such, this commitment was able to broaden public access to the information of how the Ombudsman respond to the public's complaints on the quality of public service delivery.

The Ombudsman Regulation No. 26/2017 provides important clarity to the complaint handling process. It gives citizens the legal basis to inquire the Ombudsman when the process does not adhere to the procedure as outlined in the regulation. As such, the implementation of this commitment achieved more significant results than originally intended considering that the Ombudsman did not have any standard procedure or mechanisms of complaint handling prior to this commitment's implementation.

In the past, although the Ombudsman was already open to receiving public complaints, there were no specific mechanisms available for citizens to track the status of their complaints once submitted. This created a loophole in the complaint handling process, as citizens could not verify whether, for example, a complaint had resulted in a specific action being taken or whether subsequent findings upon investigation did not produce evidence to substantiate a complaint. The regulations also marked a major step for the Ombudsman's accountability, specifically given that they addresses not only the internal mechanism to ensure proper response to public complaints but also equipped citizens with a clearly outlined procedure to ask the Ombudsman whether their complaints are being responded to according to procedure.

It also should be noted that the regulation represents a positive step forward in utilizing an online mechanism for public accountability in Indonesia, particularly in comparison with the government's LAPOR!-SP4N system, which operates without any specific response mechanism. This absence of a specific response mechanism has been noted in LAPOR!-SP4N, including a recommendation in the previous IRM report¹¹ emphasizing the need to establish a standard procedure to resolve public complaints filed through the LAPOR!-SP4N system.

Commitment 6

Access to Information: Did Not Change

The implementation of this commitment resulted in more frequent publication of the Ombudsman's systemic analysis reports. However, no new elements have been incorporated in either of the two reports that can qualify as improved access to participation pertaining to the Ombudsman's monitoring of public service delivery. Because the Ombudsman was already publishing both types of the reports regularly prior to this commitment's implementation, it is difficult to determine whether the implementation of this commitment has led to any improvement in government practice.

Carried Forward?

These commitments were not carried forward to the fifth action plan.

¹ "Laporan Perkembangan Online Tracking", Ombudsman Republik Indonesia, 2017, https://drive.google.com/file/d/1ffYaCd_2Vm4MjvwelSKcwXRYMo_5qi2n/view.

² "Peraturan Ombudsman Republik Indonesia No. 26/2017 tentang Tata Cara Penerimaan, Pemeriksaan, dan Penyelesaian Laporan", Ombudsman Republik Indonesia, 2017, http://www.ombudsman.go.id/regulasi/lihat/89/PO_file_20180117_112429.pdf.

³ Ibid.

⁴ "Data Penyelesaian Laporan Masyarakat Tahun 2016", Ombudsman Republik Indonesia, 2016, http://www.ombudsman.go.id/produk/lihat/43/LS_file_20180108_141537.pdf.

⁵ "Data Penyelesaian Laporan Masyarakat Triwulan I Tahun 2017", Ombudsman Republik Indonesia, 2017, http://www.ombudsman.go.id/produk/lihat/44/LS_file_20180108_150443.pdf.

⁶ "Data Penyelesaian Laporan Masyarakat Triwulan II Tahun 2017", Ombudsman Republik Indonesia, 2017, http://www.ombudsman.go.id/produk/lihat/45/LS_file_20180108_151744.pdf.

⁷ "Data Penyelesaian Laporan Masyarakat Triwulan III Tahun 2017", Ombudsman Republik Indonesia, 2017, http://www.ombudsman.go.id/produk/lihat/46/LS_file_20180108_152930.pdf.

⁸ "Data Penyelesaian Laporan Masyarakat Triwulan IV Tahun 2017", Ombudsman Republik Indonesia, 2017, http://www.ombudsman.go.id/produk/lihat/47/LS_file_20180108_153126.pdf.

⁹ “Pustaka Ombudsman”, Ombudsman Republik Indonesia, accessed in November 2018, http://www.ombudsman.go.id/produk/?c=38&s=SUB_BL_5a25a712a8fc9.

¹⁰ “Laporan Perkembangan Online Tracking,” Ombudsman Republik Indonesia.

¹¹ “Independent Reporting Mechanism (IRM): Indonesia Progress Report 2016–2017”, Open Government Partnership, 2018, https://www.opengovpartnership.org/sites/default/files/Indonesia_Mid-Term_Report_2016-2017_EN.pdf, p. 51–52.

Commitments 7 and 8

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

Indicators of Success 2016:

100% follow up of Ombudsman's 2015 research recommendations on public service administration compliance with public services standards at the Ministry of Education and Culture, which include improvements in 3 services administered by the One-Stop Services of the Ministry:

- 1. Service standards for the issuance of Teachers and Education Professionals' Unique Identification Number.*
- 2. Teacher Certification:*
 - a. Determination of teacher certification candidacy*
 - b. Professional Benefits Administration Process for Civil Service (PNS) Teachers at Regional Levels.*
 - c. Issuance of Professional Benefit Decree (SKTP) and administration of professional benefit for private teachers.*
- 3. Permit to establish School with International Cooperation (SPK) and permit to establish Early Childhood Education Center (PAUD).*

Indicators of Success 2017:

100% public services meeting ombudsman's green zone indicators.

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

Indicators of Success 2016:

Follow up of 2015 Ombudsman research recommendations (70% of the 9 variables plus adjustment indicators) on compliance of public services administration with Ministry of Religious Affairs service standards, which include improvements in the 9 administered services:

- 1. Application of license for Hajj and Umrah Organizers (PPIU) (Sub Directorate of Hajj. Supervision)*
- 2. Application for extension of license for Hajj and Umrah Organizers (PPIU) (Sub Directorate of Hajj. Supervision)*
- 3. Legal seal for Marriage Certificate (Sub Directorate of Marriage Registration)*
- 4. Legal seal for Statement of Marital Status (SKBM) (Sub Directorate of Marriage Registration)*
- 5. Recommendations for Permanent Residency Permit (International Cooperation Division, Legal and International Cooperation Bureau)*
- 6. Recommendations for Limited Stay Permit (International Cooperation Division, Legal and International Cooperation Bureau)*
- 7. Recommendations for Foreign Expert Permit in Religious Affairs (RPTKA) (International Cooperation Division, Legal and International Cooperation Bureau)*
- 8. Limited Stay Visa (International Cooperation Division, Legal and International Cooperation Bureau)*
- 9. Visa Recommendations for Social and Cultural Visits (International Cooperation Division, Legal and International Cooperation Bureau)*

Indicators of Success 2017:

Follow up of 2016 Ombudsman research recommendations (100% of the 9 variables plus adjustment indicators) on compliance of public services administration with Ministry of Religious Affairs' service standards, which include improvements in the 9 administered services:

- 1. Application of license for Hajj and Umrah Organizers (PPIU) (Sub Directorate of Hajj. Supervision)*
- 2. Application for extension of license for Hajj and Umrah Organizers (PPIU) (Sub Directorate of Hajj. Supervision)*
- 3. Legal seal for Marriage Certificate (Sub Directorate of Marriage Registration)*

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4. Legal seal for Statement of Marital Status (SKBM) (Sub Directorate of Marriage Registration)

5. Recommendations for Permanent Residency Permit (International Cooperation Division, Legal and International Cooperation Bureau)

6. Recommendations for Limited Stay Permit (International Cooperation Division, Legal and International Cooperation Bureau)

7. Recommendations for Foreign Expert Permit in Religious Affairs (RPTKA) (International Cooperation Division, Legal and International Cooperation Bureau)

8. Limited Stay Visa (International Cooperation Division, Legal and International Cooperation Bureau)

9. Visa Recommendations for Social and Cultural Visits (International Cooperation, Division, Legal and International Cooperation Bureau)

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

Supporting Institution(s): N/A

Start date: Not specified

End date: Not specified

Commitment Overview	Specificity				OGP Value Relevance (as written)				Potential Impact				Completion		Mid-term	End of Term	Did It Open Government?				
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Technology & Innovation for Transparency & Accountability	None	Minor	Moderate	Transformative	Not Started	Limited	Substantial	Completed	Worsened	Did Not Change	Marginal	Major	Outstanding
7. Improved compliance with Law No. 25/ 2009 on Public Services at the Ministry of Education and Culture				✓	Unclear					✓					✓			✓			
8. Improved compliance with Law No. 25/ 2009 on Public Services at the Ministry of Religious Affairs				✓	Unclear					✓				✓				✓			

Commitments Aim

Commitments 7 and 8 aimed to hold the Ministry of Education and Culture and the Ministry of Religious Affairs, respectively, accountable to the evaluations in the 2015 Public Service Compliance Report that the

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Ombudsman had released. Additionally, Commitment 7 also sought to improve the Ombudsman's evaluation of the Ministry of Education and Culture's public service compliance from the "red zone" to the "green zone," whereas Commitment 8 sought to improve the Ombudsman's evaluation of the Ministry of Religious Affairs' public service compliance to "100% compliant" in the relevant areas (effectively achieving the green-zone status).

Status

Commitment 7

Midterm: Substantial

The Ombudsman released the 2016 Public Service Compliance Report in December 2016. The Ministry of Education and Culture improved its assessment result from the red zone to the green zone, ranking ninth among 25 ministries.¹ Although this clearly indicated improvement based on the components assessed in the report, it was unclear whether the ministry had actually addressed the areas highlighted in the 2015 report, as the two reports used different sets of variables in determining the level of compliance.

End of Term: Complete

As the Ministry of Education and Culture had already been included in the green zone (top level) of public service compliance in the 2016 Ombudsman report, it was excluded from the subsequent report. In the 2016 report, the ministry achieved an overall score of 93.10 out of 100, indicating high compliance. The Ombudsman assessed the ministry's service in four service areas: (1) the International Cooperation and Planning Bureau, (2) the Community and Early Education Directorate General, (3) the Teaching Competency and Qualification Improvement Planning Subdirector, and (4) the Ministry of Education and Culture's One-Stop Service Unit.² Additionally, although the ministry had successfully achieved the green zone, the Ombudsman noted that the ministry does not have special services available for people with disabilities.

Commitment 8

Midterm: Limited

In the Ombudsman's 2016 Public Service Compliance Report (mentioned above), the Ministry of Religious Affairs scored higher than 70% in 13 out of 19 variables in the report.³ This ranked the Ministry 21st among 25 ministries, therefore improving from the red zone to the yellow zone with an overall score of 65.90 out of 100. However, it is difficult to determine whether the ministry had addressed the areas specified in the commitment, as the two reports used different sets of variables in their assessments.

End of Term: Substantial

The Ombudsman released the 2017 Public Service Compliance Report in December 2017. In this report, the Ministry of Religious Affairs moved up in the ranking to the 10th place, with an overall score of 72 out of 100, remaining in the yellow zone.⁴ This indicates only slight improvement in the ministry's public service compliance given that the 2017 report only assesses 14 ministries, excluding those that had already been placed in the green zone in previous reports. Of the 19 public service components assessed in the report, the ministry scored perfectly only in nine of them with two components (clarity of service delivery time and availability of special services for people with disabilities) scoring 0.⁵

Did It Open Government?

Commitment 7

Access to Information: Did Not Change

Civic Participation: Did Not Change

Public Accountability: Did Not Change

Due to its weak relevance to open government, this commitment did not increase public access to information, the ability of the public to participate in government, or the government's accountability to the public. Although the Ministry of Education and Culture successfully achieved the green zone indicator of public service compliance evaluation in the Ombudsman's report, the implementation of this commitment focused on improving the ministry's internal practice and lacks any public-facing element.

Commitment 8

Access to Information: Did Not Change

Civic Participation: Did Not Change

Public Accountability: Did Not Change

Similar to Commitment 7, due to its weak relevance to open government, this commitment did not lead to changes in government practice. Additionally, the Ministry of Religious Affairs was only able to improve its Ombudsman's evaluation result from the red zone to the yellow zone indicator of public service compliance evaluation.

Carried Forward?

These commitments were not carried forward to the fifth action plan.

¹ "Laporan Buku I tentang Hasil Penilaian Kepatuhan terhadap Standar Pelayanan sesuai Undang-Undang No. 25/2009 tentang Pelayanan Publik", Ombudsman, 2016, https://drive.google.com/file/d/1bQHmi8m4QBs4NvIMV1SBj3v6_G9cx6kD/view, p. 39–40.

² Ibid.

³ "Laporan Buku I", Ombudsman, p. 23.

⁴ "Laporan Hasil Inisiatif Ombudsman tentang Kepatuhan Penyelenggara terhadap Pemenuhan Komponen Standar Pelayanan sesuai Undang-Undang No. 25/2009 tentang Pelayanan Publik", Ombudsman, 2017, http://www.ombudsman.go.id/produk/lihat/196/LP_file_20180227_133942.pdf, p. xvii.

⁵ "Laporan Hasil Inisiatif", Ombudsman, p. 17.

Theme III: LAPOR!-SP4N Integration

Commitments 9, 10, 11, 12, and 13

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

Indicators of Success 2016:

Optimizing implementation of Joint Memorandum of Understanding (MOU):

- 1. Signing of Agreement between the Ministry of Administrative and Bureaucratic Reform, President's Executive Office (KSP), and Ombudsman building on the MOU.*
- 2. Development of Roadmap transitioning the administration of LAPOR!-SP4N from President's Executive Office (KSP) to the Ministry of Administrative and Bureaucratic Reform.*

Indicators of Success 2017:

Optimizing implementation of Joint Memorandum of Understanding (MOU):

- 1. Agreement between the Ministry of Administrative and Bureaucratic Reform, President's Executive Office (KSP) and Ombudsman Implementation Report on utilization of LAPOR! as SP4N for 2017 is developed.*
- 2. Progress report on Roadmap LAPOR!-SP4N transition from President's Executive Office (KSP) to the Ministry of Administrative and Bureaucratic Reform for 2017 is developed.*

Commitment 10: Development of Minister of State Apparatus and Civil Service Reform decree/instruction/circular encouraging public complaints administration integration into LAPORSP4N

Indicators of Success 2016:

50% of non-structural institutions (LNS) are integrated to LAPOR!- SP4N.

Indicators of Success 2017:

100% non-structural institutions (LNS) are integrated to LAPOR!- SP4N.

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

Indicators of Success 2016:

- 1. Determination of LAPOR!-SP4N as Online Citizen Aspiration and Complaints platform through the signing of joint Memorandum of Understanding (MOU).*
- 2. Signing of Agreement between the Ministry of Administrative and Bureaucratic Reform, KSP, Ombudsman, and Ministry of Communications and Information in furtherance of the MOU.*

Indicators of Success 2017:

- 1. Data on public aspiration and appreciation is accessible.*
- 2. Progress report is formulated for implementation of agreement between the Ministry of Administrative and Bureaucratic Reform, KSP, Ombudsman, and Ministry of Communications and Information on determination of LAPOR!-SP4N as Online Citizen Aspiration and Complaints platform*

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

Indicators of Success 2016:

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1. Achievement of targeted aggregate number of complaints for LAPOR! i.e. 1 million complaints.

2. Achievement of targeted LAPOR! users i.e. 800 thousand users.

Indicators of Success 2017:

1. Achievement of aggregate number of complaints target for LAPOR! i.e. 1.4 million complaints.

2. Achievement of targeted LAPOR! users i.e. 1 million users.

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

Indicators of Success 2016:

50% of received complaints are followed up.

Indicators of Success 2017:

75% of received complaints are followed up.

Responsible institutions: Ministry of Administrative and Bureaucratic Reform (commitments 9, 10, 11, 11, 12, and 13), President's Executive Office (commitments 9, 11, 12, and 13), Ombudsman (commitments 9, 11, 12, and 13), Ministry of Communications and Information (Commitment 11)

Supporting institution(s): N/A

Start date: Not specified

End date: Not specified

Commitment Overview	Specificity				OGP Value Relevance (as written)				Potential Impact				Com-pletion		Midterm	Did It Open Government?					
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Technology & Innovation for Transparency & Accountability	None	Minor	Moderate	Transformative	Not Started	Limited	Substantial	Completed	Worsened	Did Not Change	Marginal	Major	Outstanding
9. Online LAPOR!-SP4N				✓			✓				✓			✓		✓		✓			
10. Minister of State Apparatus and Civil Service Reform developed into LAPOR!-SP4N				✓			✓				✓			✓		✓		✓			
11. Utilize LAPOR!-SP4N as citizen complaints platform			✓				✓			✓					✓			✓			
				✓			✓				✓				✓			✓			

Commitment 9 sought to guide the integration of LAPOR!, established in November 2011 under the coordination of the President's Delivery Unit for Development Monitoring and Oversight (UKP4) into the National Public Service Complaints Management System (SP4N) under the coordination of the Ministry of Administrative and Bureaucratic Reform. The integration could improve LAPOR!'s authority as the government's official complaint management platform in the form of LAPOR!-SP4N.

Commitment 11 called for establishing an intragovernmental partnership across different institutions, including the Ministry of Administrative and Bureaucratic Reform, the President's Executive Office, the Ombudsman, and the Ministry of Communications and Information.

Commitment 13 aimed to improve the responsiveness of ministries, government agencies, local governments, and any other government institutions connected to the LAPOR! system to ensure an effective complaints follow-up mechanism.

Commitment 9

The Ministry of Administrative and Bureaucratic Reform, the President's Executive Office, and the Ombudsman signed a cooperation agreement to support the integration process of LAPOR! to SP4N in September 2016.¹ The ministry's authority in coordinating the national complaints management system was formalized by the Presidential Regulation on Public Service Complaints Management signed in December 2013² and the Administrative and Bureaucratic Reform Ministerial Regulation on the Roadmap for the Development of SP4N signed in January 2015.³

The three institutions agreed on a division of responsibilities on managing LAPOR!-SP4N. The Ministry of Administrative and Bureaucratic Reform is responsible for coordinating the management of LAPOR!-SP4N with the President's Executive Office providing technical support, particularly during the transition period. Meanwhile, the Ombudsman is responsible for monitoring the management of LAPOR!-SP4N.⁴

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transition period, such as establishing a standard operating procedure for handling the complaints received through LAPOR!-SP4N.

Commitment 10

Midterm: Limited

The Ministry of Administrative and Bureaucratic Reform reported in October 2017 that a total of 56 nonstructural institutions have been integrated to LAPOR!-SP4N.⁷ However, due to conflicting information on how many nonstructural institutions actually exist within the current administration, it was difficult to determine the integration rate. It is also noted that many of these institutions serve on a conditional basis, which makes their integration redundant.

End of Term: Limited

The Ministry of Administrative and Bureaucratic Reform compiled a list of 75 active nonstructural institutions.⁸ In a December 2017 report,⁹ the number of nonstructural institutions integrated into LAPOR! stalled at 56, indicating that no progress had been made since the midterm review. This means that the integration rate of nonstructural institutions to LAPOR!-SP4N by the end of the implementation period was 75%.

Commitment 11

Midterm: Substantial

The Ministry of Administrative and Bureaucratic Reform, the President's Executive Office, and the Ombudsman signed the Joint Memorandum of Understanding (MoU) on the Utilization of LAPOR as the National Complaints Handling System in March 2016.¹⁰ The same three institutions then followed this up by signing the agreement enacting the MOU in September 2016.¹¹ The LAPOR!-SP4N administration team also began publishing weekly and monthly reports on its blog www.blog.lapor.go.id.

End of Term: Substantial

The Ministry of Administrative and Bureaucratic Reform published the public aspiration and appreciation data based on the LAPOR!-SP4N system in December 2017.¹² The data contain the following information:

- Integration of government institutions: 34 ministries, 97 government agencies, 302 local governments, 116 state-owned enterprises, 130 higher education institutions, and 130 foreign embassies and/or consulates.
- Sectors with the most complaints: health, administration and bureaucratic reforms, and energy and mineral resources management.
- All-time statistics (between the inception of LAPOR! in 2012 up to December 2017): 1,228,416 total complaints received (314,473 of which have been followed up), 686,840 users registered, and an average of 600 complaints received per day.
- Classification of complaints: 186,275 administrative complaints, 145,573 public information disclosure requests, 6,826 public aspirations, 697 whistleblower reports, and others.
- Sources of complaints: 939,138 via email and text messages, 126,410 via LAPOR! website, 21,708 via LAPOR! android mobile application, and 1,435 via Twitter.

Additionally, the data disclose that a total of 23 separate complaints handling system administered by government institutions have been integrated to LAPOR!.

Commitment 12

Midterm: Substantial

Supported by the integration of state-owned enterprises, nonstructural institutions, and local governments, the number of public complaints had continually increased by the midterm. Socialization activities also helped LAPOR! achieve a total of 599,293 registered users and 1,124,063 complaints by June 2017.¹³

End of Term: Substantial

By the end of December 2017, LAPOR! reported that it had received a total of 1,228,416 complaints (48% increase from the baseline figure of 827,977 complaints) and 686,840 registered users (63% increase from

the baseline figure of 420,348 users).¹⁴ These numbers fell short of the targets set by this commitment—1.4 million complaints and 1 million users. The efforts to integrate more government institutions into LAPOR! helped accelerate the increases in these figures.

Commitment 13

Midterm: Limited

The Ministry of Administrative and Bureaucratic Reform established an administration team for LAPOR!-SP4N. The team worked with the former team from the President's Executive Office during the transition period. In a report from June 2017, the team disclosed that 92.3% of all verified complaints were followed up.¹⁵ However, the report did not specify what courses of action were taken in response to these complaints.

End of Term: Complete

By the end of the implementation period in December 2017, the Ministry of Administrative and Bureaucratic Reform had reported that of the 346,312 complaints verified and relayed within the implementation window, a total of 314,473 (91%) had been followed up by the relevant government institutions.¹⁶ However, although this indicates that the government is responding well to public complaints, LAPOR! did not disclose any data on what forms of follow-up were taken, which makes it hard to confirm the resolution of the complaints.

Did It Open Government?

Commitment 9

Public Accountability: Did Not Change

The process of integrating LAPOR! into SP4N is an internal process across various government bodies. The designation of LAPOR! as SP4N is intended to strengthen LAPOR!'s authority as an integrated platform for government complaint handling. The involvement of the Ombudsman as a party to the agreement with the President's Executive Office and the Ministry of Administrative Bureaucratic Reform could also be seen as an improvement, as it now monitors LAPOR!'s handling of public complaints.

However, although the long-term aim is important to ensure the sustainability of LAPOR!, the IRM researcher found no evidence to determine whether the development of LAPOR! into SP4N has improved the government's complaint-handling quality. Additionally, as the President's Executive Office, the Ombudsman, and the Ministry of Administrative and Bureaucratic Reform signed the agreement in September 2016, prior to the action plan being finalized in December 2016. As such, it could not be attributed as a direct outcome of this commitment. Similar to other commitments in this action plan, the government focused too much on improving internal practice, which resulted in the implementation's lacking significant public-facing elements.

Commitment 10

Public Accountability: Did Not Change

Nonstructural institutions in Indonesia support specific functions of the government. The formation of one is usually regulated in a Law with elements of government, civil society, and private sector involved in the organization. As such, a nonstructural institution maintains a certain independence despite being government sanctioned, usually due to the nature of its function, for example, the Election Oversight Agency (Bawaslu), the Business Competition Oversight Commission (KPPU), the Human Rights National Commission (Komnas HAM), the Witness and Victim Protection Agency (LPSK), and the Corruption Eradication Commission (KPK).¹⁷ Due to the importance of these institutions maintaining their independence, integration into LAPOR!-SP4N may not be as effective for nonstructural institutions as it is for ministries, government agencies, and local governments.

Additionally, the IRM researcher found that some nonstructural institutions listed as active do not have registered addresses or organizational structures. The conflicting information provided by multiple government offices indicates that the government is not certain either as to how many nonstructural institutions are still active, making it very difficult to integrate all of them into LAPOR!-SP4N. As this commitment only targeted integrating nonstructural institutions into LAPOR!-SP4N without specifying a certain mechanism for them to respond to public complaints, it has not resulted in any verifiable changes in government practice. Additionally, the government did not maintain baseline data of how many

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nonstructural institutions were already integrated into the system prior to the action plan implementation. Therefore, it is difficult to determine whether the reported increase was a direct outcome of this commitment.

Commitment 11

Public Accountability: Did Not Change

Three of the four indicators related to this commitment, the signing of the Joint MoU between the Ministry of Administrative and Bureaucratic Reform, the President's Executive Office, the Ombudsman, and the Ministry of Communications and Information; the subsequent agreement; and the progress report are identical to the indicators of Commitment 9—making them redundant. The government acknowledged this,¹⁸ with the Ministry of Communications and Information pulling out of the commitment through an official letter in the middle of the implementation phase. Furthermore, this commitment did not improve the way LAPOR! handles public complaints or directly contributed to any increase in the statistics.

Commitment 12

Public Accountability: Did Not Change

Through independent investigation, the IRM researcher found that the government did conduct a series of socialization forums to promote the use of LAPOR!. However, these efforts were focused solely on targeting government institutions to enhance their responsiveness to the complaints. Although the commitment aimed to increase the public's use of LAPOR!, the government did not report any physical activities targeting the public directly to raise awareness of LAPOR!.

Consequently, despite the increased number of users and complaints received, LAPOR! remains relatively unfamiliar to the greater portion of the public. In terms of enhancing public accountability, this commitment did not result in any improvement in the government's response mechanisms and/or in how the government takes the complaints into consideration when developing public policies and improving public service delivery. Compared with data from previous years, there was no significant growth in the number of users and complaints recorded by LAPOR! with the implementation of this commitment. In other words, the normal increase in the number of users and complaints could not be justified as evidence that the government has improved its accountability.

Commitment 13

Public Accountability: Did Not Change

This commitment carried the potential to improve the government's responsiveness to the public. However, because the commitment did not specify the course of action that would qualify as having followed up on a complaint, there is insufficient evidence to determine whether the implementation of this commitment had any significant impact, if at all, on improving government practice compared with prior to the action plan's implementation. The government also acknowledged that the lack of a clear and standardized procedure has been a recurring issue that it is not unaware of and hopes to address in the future.¹⁹

Up to the end of this action plan cycle, the government had not developed and published any detailed mechanism on how complaints submitted to LAPOR! are resolved. Instead, the IRM researcher found that the high rate of resolved complaints as reported by LAPOR! reflected a practice in which a complaint is marked as resolved once the LAPOR! administration team forwards the complaint to the specific ministry/government agency responsible for it. In other words, a complaint marked as resolved by LAPOR! did not constitute an action being taken or a response being provided to the individuals filing complaints. Without evidence to indicate that the government takes proactive measures in response/reaction to verified complaints, this commitment did not result in any changes of government practice.

Carried Forward?

Although Commitment 10 on integrating nonstructural institutions was not carried forward, an element of it was incorporated into Commitment 10 of the fifth action plan. The new commitment aims to improve the quality of complaint resolution by LAPOR!-SP4N, with the first milestone targeting the integration of 500 government institutions into LAPOR!-SP4N.²⁰

Commitment 13 was also partly carried forward to the fifth action plan. Commitment 10 of the new action plan aims to improve the quality of LAPOR!-SP4N's complaints resolution with the following milestones:²¹

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- 500 government institutions are integrated to LAPOR!-SP4N;
- 25% of the complaints received through LAPOR!-SP4N are followed up; and
- 15% of the government institutions' LAPOR!-SP4N administration team are categorized "good."

Commitments 9, 11, and 12 were not carried forward to the fifth action plan.

¹ "Perjanjian Kerja Sama tentang Pemanfaatan Sistem Aplikasi Layanan Aspirasi dan Pengaduan Online Rakyat (LAPOR!) sebagai Sistem Pengelolaan Pengaduan Pelayanan Publik Nasional (SP4N)", President's Executive Office, Ministry of Administrative and Bureaucratic Reform, and Ombudsman, 2016, <https://drive.google.com/file/d/1IjcZNBjAUmesykykQqTwhgL5rGrDYBma/view>.

² "Peraturan Presiden Republik Indonesia No. 76/2013 tentang Pengelolaan Pengaduan Pelayanan Publik", President of the Republic of Indonesia, 2013, <https://ekon.go.id/hukum/view/perpres-no-76-tahun-2013.788.html>.

³ "Peraturan Menteri Pendayagunaan Aparatur Negara dan Reformasi Birokrasi No. 3/2015 tentang Roadmap Pengembangan Sistem Pengelolaan Pengaduan Pelayanan Publik Nasional", Ministry of Administrative and Bureaucratic Reform, 2015, <https://upp.polkam.go.id/permenpan-rb-nomor-3-tahun-2015-tentang-road-map-pengembangan-sistem-pengelolaan-pengaduan-pelayanan-publik-nasional>.

⁴ "Laporan Akhir Tim Transisi Tahun 2017", LAPOR!, 2018, <https://drive.google.com/file/d/1WR2lr3z76yk9vppgOTMtl-8XLSC8mqDI/view>.

⁵ "Rencana Kerja Februari–Juli 2017", Ministry of Administrative and Bureaucratic Reform, 2017, <https://drive.google.com/file/d/1p36Po78SelsEzdkXbG5xRI4n4Nltp1vLs/view>.

⁶ "Laporan Akhir Tim Transisi", LAPOR!.

⁷ "Daftar Lembaga Nonstruktural yang Telah Terhubung dengan LAPOR!-SP4N", LAPOR!, 2017, <https://drive.google.com/file/d/1HI7yOUNZoVHsUuGctGF8XEFgSlLvI9Q/view>.

⁸ "Daftar Seluruh Lembaga Nonstruktural", Ministry of Administrative and Bureaucratic Reform, 2017, <https://drive.google.com/file/d/1aMevISDEPYVIZoT-65dFq0IzdCuNeApl/view>.

⁹ "Statistik Data LAPOR! 2017 hingga 31 Desember 2017", LAPOR!, 2017, https://drive.google.com/file/d/19xrsPH8d0EFvF_Xyqh_9DbOkI_8qcCBF/view.

¹⁰ "Nota Kesepahaman Bersama tentang Pemanfaatan Sistem Aplikasi Layanan Aspirasi dan Pengaduan Online Rakyat (LAPOR!) sebagai Sistem Pengelolaan Pengaduan Pelayanan Publik Nasional (SP4N)", President's Executive Office, Ministry of Administrative and Bureaucratic Reform, and Ombudsman, 2016, <https://anzdoc.com/pada-hari-ini-senin-tanggal-empat-belas-bulan-maret-tahun-du.html>.

¹¹ "Perjanjian Kerja Sama", President's Executive Office, Ministry of Administrative and Bureaucratic Reform, and Ombudsman.

¹² "Sistem Pengelolaan Pengaduan Pelayanan Publik Nasional SP4N-LAPOR!", LAPOR!, 2017, <https://drive.google.com/file/d/1IsIjx3RmldZ5LysEv3EjaflF0sHMraah/view>.

¹³ "Sistem Pengelolaan Pengaduan Pelayanan Publik Nasional", LAPOR!.

¹⁴ Ibid.

¹⁵ "Statistik LAPOR! hingga 30 Juni 2017", LAPOR!.

¹⁶ "Sistem Pengelolaan Pengaduan Pelayanan Publik Nasional", LAPOR!.

¹⁷ Ibid.

¹⁸ Tities Eka Agustine (Open Government Indonesia National Secretariat), interview by IRM researcher, 11 December 2018.

¹⁹ Tities Eka Agustine (Open Government Indonesia National Secretariat), interview by IRM researcher, 11 December 2018.

²⁰ Indonesia Open Government National Action Plan 2018–2020", Open Government Indonesia National Secretariat, 2018, https://www.opengovpartnership.org/sites/default/files/Indonesia_Action-Plan_2018-2020.pdf.

²¹ Indonesia Open Government National Action Plan 2018–2020", Open Government Indonesia National Secretariat, 2018, https://www.opengovpartnership.org/sites/default/files/Indonesia_Action-Plan_2018-2020.pdf.

I4. Increased interconnectivity of SOEs to LAPOR

Commitment Text

Indicators of Success 2016:

118 SOEs are connected to LAPOR! (100%).

Indicators of Success 2017:

100% public complaints followed up by SOEs.

Responsible institution: Ministry of State Owned Enterprises

Supporting institution: N/A

Start date: Not specified

End date: Not specified

Commitment Overview	Specificity				OGP Value Relevance (as written)				Potential Impact				Com-pletion		Mid-term End of Term		Did It Open Government?				
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Technology & Innovation for Transparency & Accountability	None	Minor	Moderate	Transformative	Not Started	Limited	Substantial	Completed	Worsened	Did Not Change	Marginal	Major	Outstanding
14. Overall				↘			↘				↘				↘				↘		

Commitment Aim

This commitment aimed to integrate all of state-owned enterprises (SOEs) in Indonesia into LAPOR! and ensure that they follow up on the relevant complaints. For-profit, state-owned enterprises operate principally to provide essential public services (e.g., electricity, water, oil and gas) and are therefore also subject to public accountability mechanisms such as LAPOR!.

Status

Midterm: Substantial

In a September 2017 report that the Ministry of Administrative and Bureaucratic Reform released, all 121 state-owned enterprises—not 118 as written in the original commitment text—were said to have been integrated into the system.¹ In July 2017, LAPOR!-SP4N organized a socialization workshop attended by 168 representatives from 99 state-owned enterprises.² A separate report that the Ministry of State-Owned Enterprises released in October 2017 noted that the public had filed a total of 462 complaints against state-owned enterprises through LAPOR!-SP4N with a 70% follow-up rate.³

End of Term: Substantial

In a January 2018 report, the Ministry of State-Owned Enterprises disclosed that a total of 62% of the 523 verified complaints received through LAPOR!-SP4N had been followed up.⁴ Previously, a separate report released by the Ministry of Administrative and Bureaucratic Reform in December 2017 specified that several state-owned enterprises had been removed from the LAPOR!-SP4N system due to inactivity.⁵ This brought the total of state-owned enterprises integrated into LAPOR!-SP4N down from 121 to 116.⁶

Did It Open Government?

Public Accountability: Marginal

Despite maintaining a degree of independence to cater to their business interests, state-owned enterprises are structurally responsible to the government, specifically the Ministry of State-Owned Enterprises. This means that they are not free from public scrutiny, especially considering that they are often highly involved in providing public services. This is reflected in an earlier report that the Ministry of Administrative and Bureaucratic Reform released in March 2017 specifying that a majority of the complaints received through LAPOR! are related to basic services such as electricity, oil and gas, and train services.⁷ These services are administered by state-owned enterprises such as PT Perusahaan Listrik Negara (PLN) for electricity, PT Pertamina for oil and gas, and PT Kereta Api Indonesia (KAI) for train services.

Prior to this commitment's implementation, the LAPOR!-SP4N administration team had to relay relevant complaints through the Ministry of State-Owned Enterprises. The Ministry would then relay the complaints to the relevant responsible state-owned enterprises. This meant a more complicated follow-up mechanism and a longer response time. With the integration of state-owned enterprises into LAPOR!, the complaints go directly to the relevant institution without going through any intermediary. Despite this improvement, the improvement remains limited in scope given that there is no standardized procedure for all state-owned enterprises to adhere to in responding to a complaint. In other words, once LAPOR! relayed a complaint to the relevant state-owned enterprise, any response qualified as a follow-up. If the party that registered the complaint found the response unsatisfactory, the party would then be required to submit another complaint to receive further response.

Carried Forward?

Although the specific commitment of integrating state-owned enterprises to LAPOR!-SP4N is not carried forward, an element of it is incorporated in Commitment 10 of the fifth action plan. The commitment aims to improve the quality of complaint resolution by LAPOR!-SP4N with the first milestone targeting the integration of 500 government institutions into LAPOR!-SP4N.⁸

¹ "Statistik LAPOR! hingga 28 September 2017", LAPOR!, 2017, <https://drive.google.com/file/d/1yTUGx4Pu-L052lhajltI ZMPFCfbZ7xP/view>.

² "Laporan Triwulan II Kementerian BUMN Rencana Aksi Keterbukaan Pemerintah (Open Government Indonesia)", Ministry of State Owned Enterprises, 2017, <https://drive.google.com/file/d/1ntksPGc4lMYSenje-xKTLDOOyofelhsx/view>.

³ "Laporan Triwulan III Kementerian BUMN Rencana Aksi Keterbukaan Pemerintah (Open Government Indonesia)", Ministry of State Owned Enterprises, 2017, https://drive.google.com/file/d/1HvFfemHYFg8vSr_dcACDszTUoyiKYwAu/view.

⁴ "Laporan Triwulan IV Kementerian BUMN Rencana Aksi Keterbukaan Pemerintah (Open Government Indonesia)", Ministry of State Owned Enterprises, 2018, https://drive.google.com/file/d/1WA6wVp6ARHHRsgXiHuT6Y_hjoP6cjDsr/view.

⁵ "Statistik Data LAPOR! 2017 hingga 31 Desember 2017", LAPOR!.

⁶ Daftar BUMN", Ministry of State Owned Enterprises, accessed on 29 November 2018, <http://bumn.go.id/halaman/situs>. The IRM researcher acknowledged that the report presented conflicting information. It states that 6 state-owned enterprises had been removed from the LAPOR!-SP4N system, bringing the total to 116, whereas the previous report listed a total of 121 state-owned enterprises. The number, therefore, should be 115 as opposed to 116 (see "Statistik LAPOR! hingga 28 September 2017", LAPOR!).

⁷ "Ringkasan Laporan Mingguan LAPOR! Periode 22–28 Maret 2017", LAPOR!, 2017, <https://drive.google.com/file/d/1by6hWVKhLAmQMKb8pWsVKToOUGEnPrtZ/view>.

⁸ Indonesia Open Government National Action Plan 2018–2020", Open Government Indonesia National Secretariat, 2018, https://www.opengovpartnership.org/sites/default/files/Indonesia_Action-Plan_2018-2020.pdf.

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

Commitment Text:

Indicators of Success 2016:

1. Issuance of Environment and Forestry Ministerial Decree on Complaints Handling Procedures in Environment and Forestry
2. Development of online complaints handling system at the Ministry of Environment and Forestry

Indicators of Success 2017:

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

Responsible institution: Ministry of Environment and Forestry

Supporting institution(s): N/A

Start date: Not specified

End date: Not specified

Commitment Overview	Specificity				OGP Value Relevance (as written)				Potential Impact				Com-pletion		Mid-term	Did It Open Government?					
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Technology & Innovation for Transparency & Accountability	None	Minor	Moderate	Transformative	Not Started	Limited	Substantial	Completed	Worsened	Did Not Change	Marginal	Major	Outstanding
15. Overall				✓			✓				✓				✓				✓		

Commitment Aim

This commitment aims to develop an online complaint handling and tracking system for the Ministry of Environment and Forestry and subsequently integrating it into LAPOR!. Since Indonesia is one of the world's richest countries in terms of biodiversity, public monitoring of the environment is important to support the government's efforts to protect the country's environment and vast forest resources. Given the vast resources to oversee, the Ministry of Environment and Forestry had already established a number of complaint handling systems for specific purposes, but not one that allows for general public complaints (e.g., forest fire monitoring system SiPongi,¹ national forest monitoring system SiMontana,² waste management information system SIPSN,³ and forest resources management information system SIPHPL⁴).

Status

Midterm: Substantial

The Ministry of Environment and Forestry adjusted the indicators of this commitment internally during the early phase of implementation. An April 2017 report disclosed that after coordinating with the LAPOR!-SP4N team from the President's Executive Office, the government agreed to cancel the plan of fully integrating the ministry's complaint handling system Gakum⁵ to LAPOR!.⁶ This was because Gakum is meant to receive complaints specifically related to criminal violations against the environment and forestry that require swift responses from the government, such as illegal logging, animal poaching, unregulated land

clearing, and so on. Instead, the ministry agreed to place a hyperlink to LAPOR! on the complaint's website to ensure that people can make the decision to file a complaint through either of the two systems.⁷

End of Term: Substantial

The Ministry of Environment and Forestry issued the Regulation on Complaints Handling Mechanism for Environmental Pollution and Destruction and Deforestation in May 2017.⁸ The ministry's online complaint handling system is available on www.pengaduan.menlhk.go.id where the public can access it. A hyperlink to LAPOR! has also been added to the website to ensure that users can choose to either file a complaint through the ministry's system or LAPOR!. A report submitted by the ministry detailed all the 506 public complaints the ministry received throughout 2017.⁹ The dataset shows that a majority of these complaints still came from written letters, with only 10 (2%) received through the complaints website and 42 (8%) received through LAPOR!.

Did It Open Government?

Public Accountability: Marginal

The Ministry of Environment and Forestry took a positive step toward enhancing its accountability by developing the online complaint handling system. As reflected from the ministry's public complaints dataset,¹⁰ only 10% of all the complaints received came through the online complaint system and LAPOR!. Despite the low percentage, this does represent a marginal change in government practice considering that the system is fairly new and that no socialization process has been conducted to raise public awareness.

A civil society representative from an environmental law research and advocacy group concurred with the government that integrating the ministry's system into LAPOR! is necessary to eliminate inconsistency between how the two systems handle public complaints.¹¹ However, the representative also expressed criticism of the government's tendency to overly focus on digitizing the process.¹² As is the case with other areas of governance, there remain many regions across Indonesia where people are not equipped with the adequate technological infrastructure to monitor the government.

Rather than focusing energy on the online channels, a civil society representative who advocates for environmental policy in Indonesia believes that the government should continue maintaining and improving the existing conventional channels¹³ to ensure that the government remains accountable to everyone without exception. Although a tech-enabled system could increase public access, it may not work well across all aspects of governance. In some cases, attempts to digitize governance may instead end up backfiring at the expense of the public without taking the best approach to the various factors and circumstances.

Carried Forward?

Elements of this commitment were carried over to the fifth action plan. However, given the small proportion of public complaints received through online channels, the IRM researcher recommends that the government explores ways to improve the offline complaint channels as opposed to focusing too much on establishing an online channel that has not seemed to be efficient in this particular context.

Commitment II of the new action plan aims to develop a one-stop complaint handling and monitoring system for the environment and forestry system. The milestones of this commitment involve the following:¹⁴

- Optimizing the role of public relations for LAPOR! application to accelerate the circulation of complaint information and other environmental issues.
- Formulating an improved standard operating procedure of a one-stop complaint handling system.

¹ "SiPongi Karhutla Monitoring System", Ministry of Environment and Forestry, accessed in November 2018, <http://sipongi.menlhk.go.id/home/main>.

² "NFMS Kementerian Lingkungan Hidup dan Kehutanan", Ministry of Environment and Forestry, accessed in November 2018, http://webgis.menlhk.go.id:8080/nfms_simontana.

³ "Sistem Informasi Pengelolaan Sampah Nasional", Ministry of Environment and Forestry, accessed in November 2018, <http://sipsn.menlhk.go.id>.

⁴ "SIPHPL", Ministry of Environment and Forestry, accessed in December 2018, <https://si-phpl.menlhk.go.id>.

⁵ "Pengaduan Lingkungan Hidup dan Kehutanan", Ministry of Environment and Forestry, accessed in November 2018, <http://pengaduan.menlhk.go.id>.

⁶ “Pencapaian Target Terhubungnya Sistem Pengaduan Kementerian Lingkungan Hidup dan Kehutanan Gakum dengan Sistem LAPOR!-SP4N”, Ministry of Environment and Forestry, 2017, <https://drive.google.com/file/d/1M9M8qndz-26Jmm1DdR6JNAzAiSIFVvH/view>.

⁷ Ibid.

⁸ “Peraturan Menteri Lingkungan Hidup dan Kehutanan No. 22/2017 tentang Tata Cara Pengelolaan Pengaduan Dugaan Pencemaran dan/atau Perusakan Lingkungan Hidup dan Perusakan Hutan”, Ministry of Environment and Forestry, 2017, <http://peraturan.go.id/kementerian-lingkungan-hidup-dan-kehutanan-nomor-p.22-menlhk-setjen-set.1-3-2017-tahun-2017.html>.

⁹ “Pengaduan terhadap Kementerian Lingkungan Hidup dan Kehutanan”, Ministry of Environment and Forestry, 2017, <https://drive.google.com/file/d/1LnLEcybdjED34pgQTH2h9gubrzGRkMcn/view>.

¹⁰ Ibid.

¹¹ Astrid Debora Meliala (Indonesian Center for Environmental Law), interview by IRM researcher, 12 December 2018.

¹² Ibid.

¹³ Ibid.

¹⁴ Indonesia Open Government National Action Plan 2018–2020”, Open Government Indonesia National Secretariat, 2018, https://www.opengovpartnership.org/sites/default/files/Indonesia_Action-Plan_2018-2020.pdf.

Theme IV: Village Governance

16. Strengthened village governance in transparency, participation, and responsiveness

Commitment Text:

Indicators of Success 2017:

Facilitation of 30 selected pilot villages for village governance models through village development planning and financial management, through the following stages:

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

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

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

Supporting institution(s): N/A

Start date: Not specified

End date: Not specified

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

Commitment Aim

This commitment sought to establish a set of guidelines to improve village development planning and administration in terms of transparency and public participation by conducting pilot projects. The Ministry of Home Affairs planned to provide technical assistance to village governments in the pilot project locations and to disseminate village budget plans.

Status

Midterm: Substantial

The Ministry of Home Affairs developed baseline reports and disseminated technical guidance for village governance, development planning, and financial management for the pilot project locations between February and May 2017. Technical assistance for responsive, participatory, and transparent development planning took place in the three provinces (West Sumatera, Maluku, and Central Java) where the 31 pilot villages (not 30 as originally intended on the commitment text) are located, between July and August 2017.

Additionally, the technical assistance for financial management, village administration, and financial and asset information management was provided in the six cities/regencies (Karanganyar and Sukoharjo in Central Java, Southeast Maluku and Tual in Maluku, as well as Sawahlunto and Solok in West Sumatera) in August 2017. The governments of the six regencies/cities also issued the regulation for village development planning and financial management to support the implementation of this commitment in the 10 villages.

End of Term: Complete

The Directorate General of Village Governments of the Ministry of Home Affairs submitted the final report of implementation of this commitment in the first week of January 2018.¹ Additionally, individual reports of the implementation of the project in the villages located in the Regency of Solok and the City of Sawahlunto in West Sumatera,² the Regencies of Karanganyar and Sukoharjo in Central Java,³ and the City of Tual and the Regency of Southeast Maluku in Maluku.⁴

Throughout the process, the Ministry accomplished the development of the following documents that represent positive steps toward the process of opening village governments beyond these pilot projects:

- Guidelines for the Implementation of Village Budget Management and Development Planning Pilot Project.⁵
- Technical Guidance for Village Budget Management.⁶
- Technical Guidance for the Participatory Model of Village Budget Management and Development Planning in Opening Village Governments.⁷
- Implementation Guidance for Pilot Village Budget Management and Development Planning Model.⁸

Did It Open Government?

Access to Information: Marginal

The inclusion of this commitment in the action plan indicates the Indonesian government's commitment to furthering the impact of open government initiatives beyond the central government. This commitment saw the government establishing the initial set of standard practices that can be replicated and enhanced to pilot open government initiatives for the smallest branch of the government (village level). Prior to this commitment, no mechanisms specifically mandated village governments to involve the public in development and budget planning.

However, because the implementation in this period focused on setting up the standard practices, it resulted mostly in the strengthening of the conceptual framework through the issuance of multiple guidelines. With these guidelines, the government has also initiated conversations on the possibility of replicating these initiatives in other villages and continuing to deepen the engagement in the pilot villages.

The results of this pilot project signified positive initial steps from the government in pioneering the practice of opening up government at the village level. The commitment contributed mostly to improving internal village government procedures by establishing the framework for opening up public access to information at the village level. As such, the actual access to information only saw limited improvement. Additionally, the implementation of a transparent, participatory, and responsive village development planning strategy would yield better results with greater citizen engagement in the village before and during

the process, not just at the dissemination stage when everything is already close to finalized. The government has also committed to continuing this project and replicating it during the next action plan cycle.

During the implementation period, a representative from the civil society group responsible for this commitment commented that the government collaborated well with civil society. Civil society contributed to the development of the guidelines that the government used to set up the initial process in the pilot villages.⁹ Furthermore, due to the pilot project taking place across 31 villages in six regencies/cities and three provinces located on three different islands, civil society's participation was substantial in filling in the gaps for the government. Civil society noted that it participated in co-facilitating, co-organizing, and co-funding public consultation forums through village meetings (musyawarah desa or 'musdes').¹⁰ However, civil society's roles in the process were mostly very limited during the planning stage of this commitment. Participation of the village citizens in the pilot project locations, however, remained limited within the same village meeting mechanisms, which have already been part of village governance for years in Indonesia.

Carried Forward?

This commitment was carried over to the fifth action plan. Commitment 5 of the new action plan focuses on encouraging more accountable and participatory village government planning. Milestones of this commitment are as follows.¹¹

- Workshop on village budget management in 30 villages.
- Development of a guidance on village consultation forum followed by focus group discussions involving civil society.
- Formulation of a Ministerial Regulations on Village Consultation Forum and on Village Assistance by the Ministry of Villages, Disadvantaged Regions, and Transmigration.

¹ "Laporan Pelaksanaan Fasilitasi Pilot Project Model Penyelenggaraan Tata Kelola Pemerintahan Desa melalui Penerapan Model Perencanaan Pembangunan Desa dan Pengelolaan Keuangan Desa secara Partisipatif Tahun Anggaran 2017", Ministry of Home Affairs, 2018, <https://drive.google.com/file/d/1MGQxi5EsYMzNUE2B0ueHX0Umlt6YZPz/view>.

² "Monitoring dan Implementasi Kebijakan tentang BPD dan Musdes di Kabupaten Solok dan Kota Sawahlunto", Ministry of Home Affairs, 2017, https://drive.google.com/file/d/1D-6tjcKBUTfy-yxVKi4_JeoMZJpU2DAu/view.

³ "Monitoring dan Implementasi Kebijakan tentang BPD dan Musdes di Kabupaten Karanganyar dan Kabupaten Sukoharjo", Ministry of Home Affairs, 2017, <https://drive.google.com/file/d/15tCfBAInlylhpRwaSAd9Q48S-3VF7iCS/view>.

⁴ "Laporan B09 Rencana Aksi Open Government Indonesia (OGI) Lingkup Ditjen Bina Pemerintahan Desa Kementerian Dalam Negeri Tahun 2017", Ministry of Home Affairs, 2017, https://drive.google.com/file/d/1ZtTCm7zAK_gslo3p649xI3NdFIXZZiKR/view.

⁵ "Arah Kebijakan Kemdagri dalam Pelaksanaan Pilot Model Perencanaan Pembangunan Desa dan Pengelolaan Keuangan Desa", Ministry of Home Affairs, 2017, <https://drive.google.com/file/d/1TFpCpCfx82DSkFH4cFERcyjZhFY-xM9F/view>.

⁶ "Penyelenggaraan Kegiatan Bimbingan Teknis Tata Cara Pengelolaan Keuangan Desa Tahun Anggaran 2017", Ministry of Home Affairs, 2017, <https://drive.google.com/file/d/1S8aQFfGtwrtbMlw9Gb-ij5pQnlaKJdUz/view>.

⁷ "Petunjuk Teknis Model Perencanaan Pembangunan dan Pengelolaan Keuangan Desa secara Partisipatif dalam Pelaksanaan Keterbukaan Pemerintahan Desa", Ministry of Home Affairs, 2017, https://drive.google.com/file/d/1Trg39_TRhJlJZJCqmL9GYxF09B6vHmG0/view.

⁸ "Langkah Pelaksanaan Pilot Model Perencanaan Pembangunan Desa dan Perencanaan Keuangan Desa", Ministry of Home Affairs, 2017, <https://drive.google.com/file/d/1TxDitKcI0TaGKe--CsOV5vI-ts0ycx9wg/view>.

⁹ Darwanto (MediaLink), interview by IRM researcher, 12 December 2018.

¹⁰ Candra Wijaya (Wahana Visi Indonesia), interview by IRM researcher, 12 December 2018.

¹¹ Indonesia Open Government National Action Plan 2018–2020", Open Government Indonesia National Secretariat, 2018, https://www.opengovpartnership.org/sites/default/files/Indonesia_Action-Plan_2018-2020.pdf.

Theme V: Public Information Disclosure

17. Enhanced public information disclosure by the Ministry of Health

Commitment Text:

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

Indicators of Success 2016:

1. Digital communication architecture is in place to govern integration and connectivity strategy for all digital information channels at the Ministry of Health

2. Digital communication strategy is in place to improve digital communications content performance of <http://www.kemkes.go.id> targeting:

Increase in website visitors, 25% annually;

20% annual increase of public information download from the website (digital communications content)

3. Expansion of Ministry of Health's social media target audience (followers and like page), 25% annually;

4. Inventory taking of all digital information channels of the Ministry and removal of inactive digital channels;

5. All links, public information and application available at <http://www.kemkes.go.id> are accessible and functioning;

6. Education information content is available at the: <http://kemkes.go.id> website.

Indicators of Success 2017:

1. Digital communication architecture governing integration and connectivity strategy for all digital information channels at the Ministry of Health is operational

2. Digital communication strategy is implemented for improving digital communications content performance of <http://www.kemkes.go.id> targeting

Increase in website visitors, 25% annually;

20% annual increase of public information download from the website (digital communications content)

3. Expansion of Ministry of Health's target audience (followers and like page), 25% annually;

4. All links, public information and application available at <http://www.kemkes.go.id> are accessible and functioning;

5. Education information content is available and regularly updated at the: <http://kemkes.go.id> website.

Responsible institution: Ministry of Health

Supporting institution(s): N/A

Start date: Not specified

End date: Not specified

Commitment Overview	Specificity	OGP Value Relevance (as written)	Potential Impact	Completion	Mid-term	Did It Open Government?
					End of Term	

	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	Worsened	Did Not Change	Marginal	Major	Outstanding
17. Overall			✓		✓					✓					✓				✓		

Commitment Aim

This commitment aimed to raise awareness and increase the use of public information provided by the Ministry of Health, particularly by optimizing its website and social media channels. It also called for the ministry to adopt a digital communication strategy and architecture to govern all of its digital information channels.

Status

Midterm: Substantial

The Ministry of Health developed a digital communication strategy in December 2016.¹ The number of website visitors increased by 42% from 197,424 visitors between April and July 2016 to 281,468 visitors between April and July 2017.² The number of website downloads increased by 12% from an average of 251,840 downloads between April and July 2016 to 282,049 downloads between April and July 2017.³ The Ministry of Health also expanded its social media audience by 20% on Twitter, by 89% on Facebook, and by 543% on Instagram.

End of Term: Substantial

The Ministry of Health reported in December 2017⁴ a recorded considerable growth in terms of website visits and public information downloads based on the following figures between April and December of 2016 and 2017:

- Website visits: 21% increase from 2,907,624 to 3,530,307 visitors, slightly below the 25% target.
- Public information downloads: 19% increase from 2,442,061 to 2,909,333 downloads, slightly below the 20% target.

In a separate report from December 2017,⁵ the Ministry of Health recorded significant growth across social media platforms as well, comparing the following figures from December 2016 and 2017:

- Twitter: 43% increase from 98,864 to 141,330 followers, surpassing the 25% target.
- Facebook: 212% increase from 19,790 to 61,826 page likes, surpassing the 25% target.
- Instagram: 2367% increase from 2,383 to 58,781 followers, surpassing the 25% target.

Additionally, the ministry has also continued to regularly update the education content available on its website www.kemkes.go.id as detailed in a December 2017 report.⁶

Did It Open Government?

Access to Information: Marginal

Although the Ministry of Health achieved substantial results in implementing this commitment, the lack of specificity of the indicators fell short of capturing the significance of enhancing the ministry's public information disclosure practice. The ministry's efforts to centralize the publication of its public information made it easier for the public to access the information and saw the ministry recording a considerable increase of public information downloads throughout the year.

Despite acknowledging the minor improvements, an interviewed civil society representative from a child protection advocacy group noted to the IRM researcher that the ministry's publication efforts were too focused on disseminating administrative and general programming information.⁷ The civil society representative argued that simply making more information available and measuring the effectiveness by looking at the number of website visits, downloads, and social media audience do not translate into better public access to information.⁸

Additionally, the same civil society representative also commented that the commitment could have achieved a better outcome if the ministry were to enable citizens to have a say in the practice of disclosing information by creating an online platform for requesting information on demand and providing feedback to make the available information more useful.⁹ For example, civil society highlighted how the ministry's budget transparency policy only discloses the budget plan at the beginning of the year. Such a transparency policy could be more beneficial for the public if the ministry disclosed its actual spending as it implements its programs regularly throughout the fiscal year. This way, citizens can scrutinize how the government plans to spend the budget for health services and can also take an active role in closely monitoring the realization of the budget plan.

Carried Forward?

An element of this commitment was carried over to the fifth action plan. Commitment 8 of the new action plan aims to publish data on health services and facilities provided by the government.¹⁰ Although the milestones of the fifth action plan's commitment are not similar to the ones in this commitment, both commitments share the general objective of improving citizens' access to information related to health services and facilities.

¹ "Strategi Komunikasi Kementerian Kesehatan", Ministry of Health, 2016, <https://drive.google.com/file/d/1e-bs38Cs8af2aslXDV4Zrr5yBYendh9L/view>.

² "Independent Reporting Mechanism (IRM): Indonesia Progress Report 2016–2017", Open Government Partnership, 2018, https://www.opengovpartnership.org/sites/default/files/Indonesia_Mid-Term_Report_2016-2017_EN.pdf.

³ Ibid.

⁴ "Jumlah Pengunjung Website www.kemkes.go.id Tahun 2015–2017", Ministry of Health, 2017, https://drive.google.com/file/d/1QRY9gRk7RyZfvpta50JOVhRiaP4tl_bX/view.

⁵ "Kenaikan Sosial Media Kemenkes RI Triwulan IV Tahun 2017", Ministry of Health, 2017, https://docs.google.com/spreadsheets/d/18Sjcpe_6OSiV74t1NdOr2DRWLIJZgdbJBXc4s2PTKc/view.

⁶ "Data Dukung Rancangan Rencana Aksi Keterbukaan Pemerintah (Open Government Indonesia) 2016–2017", Ministry of Health, 2017, https://drive.google.com/file/d/1A7qjxvGlsVZYbPKBEtsrGBh8_qvip9w/view.

⁷ Candra Wijaya (Wahana Visi Indonesia), interview by IRM researcher, 12 December 2018.

⁸ Ibid.

⁹ Ibid.

¹⁰ Indonesia Open Government National Action Plan 2018–2020", Open Government Indonesia National Secretariat, 2018, https://www.opengovpartnership.org/sites/default/files/Indonesia_Action-Plan_2018-2020.pdf.

18. Enhanced public information disclosure by the Ministry of Education and Culture

Commitment Text:

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

Indicators of Success 2016:

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

Indicators of Success 2017:

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

Responsible institution: Ministry of Education and Culture

Supporting institution(s): N/A

Start date: Not specified

End date: Not specified

Commitment Overview	Specificity	OGP Value Relevance (as written)	Potential Impact	Completion	Mid-term	Did It Open Government?
					End of Term	

	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	Worsened	Did Not Change	Marginal	Major	Outstanding
18. Overall		✓			✓					✓					✓				✓		

Commitment Aim

This commitment aimed to increase the use of public information the Ministry of Education and Culture provided. This involved focuses on expanding the ministry's online engagement with the public to disseminate more education information. Similar to Commitment 17, this commitment also called for developing a digital communication strategy and architecture to enhance public information disclosure.

Status

Midterm: Substantial

The Ministry of Education and Culture developed the digital communication architecture and strategy in July 2017¹ and began implementing the strategies immediately. As part of this strategy, the ministry completed its review of the web pages available on its website. By the midterm review, the ministry's website saw a 94% increase in website visitors and a 9,750% improvement in public information downloads. The ministry also saw significant growth in social media, growing its Facebook audience by 16% and Twitter followers by 125%. However, it was difficult to determine whether these figures represented an annual increase, as the ministry did not provide the baseline data to compare against these..

End of Term: Substantial

In a December 2017² report, the Ministry of Education and Culture recorded its website visits and public information download data. The following percentage represents the comparison between the full-year figures from 2016 to 2017:

- Website visits: 94% increase from 7,526,312 to 14,587,314 visitors, far surpassing the 10% target.
- Public information downloads: 9,689% increase from 8,031 to 786,164 downloads, far surpassing the 10% target.

In the same report, the ministry also recorded a significant 86% growth of its Twitter followers from 735,252 followers in 2016 to 1,367,734 followers in 2017.³ However, the ministry did not keep sufficient evidence to compare the figures of the Facebook page likes in 2016 and 2017. Therefore, it is difficult to determine whether the ministry met the 10% audience growth target for that platform. Additionally, the ministry did not document any progress in regularly publishing and updating educational content across its social media platforms.

Did It Open Government?

Access to Information: Marginal

The Ministry of Education and Culture achieved considerable increase in terms of website visits and public information downloads along with limited increase in its social media audience. The ministry's internal efforts to integrate its digital communications platforms across the work units contributed to making it easier for citizens to retrieve public information. Because the ministry has created a standard reference, information the ministry has made available has become more centralized on its www.kemdikbud.go.id portal and hence easier for users to navigate and browse. However, similar to the implementation of Commitment 17, the unavailability of any mechanisms for the public to provide feedback and offer input signified a lack of public-facing elements in this commitment. The ministry's focus on increasing the numbers of visitors and downloads on its portal did not result in much change from the status quo, but the

development of a communication architecture and strategy indicated positive steps toward a better disclosure practice of educational and cultural information.

Carried Forward?

An element of this commitment was carried over to the fifth action plan. Commitment 4 of the new action plan aims to publish information of regional education budget to encourage a participatory process through a consultation process between local governments and civil society.⁴ Despite only minor similarities, the two commitments share the fundamental objective of making information regarding education management more transparent through increased availability of public information.

¹“Arsitektur dan Strategi Komunikasi Digital Kemdikbud”, Ministry of Education and Culture, 2017, https://drive.google.com/file/d/1hyYflrMZJqIFbVmaJzsvXwaIAm3qj_7F/view.

² “Laporan Capaian Rencana Aksi Keterbukaan Informasi Publik Kementerian Pendidikan dan Kebudayaan RI Periode Q4/B12 Tahun 2017”, Ministry of Education and Culture, 2017, https://drive.google.com/file/d/1rdcoxXRYCcXfm317A_HBn4deug50i3_n/view.

³ Ibid.

⁴ Indonesia Open Government National Action Plan 2018–2020”, Open Government Indonesia National Secretariat, 2018, https://www.opengovpartnership.org/sites/default/files/Indonesia_Action-Plan_2018-2020.pdf.

Commitments 19 and 20

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

Indicators of Success 2016:

Pilot Project to increase public information utilization through "public awareness campaign" on availability and importance of public information through:

- 1. Development of Public Information List (DIP);*
- 2. 25% increase of Ministry's website visitors, from December 2015 total visitors figure;*
- 3. 25% increase in the number of the Ministry's social media account followers, from December 2015 figure.*

Indicators of Success 2017:

Pilot Project to increase public information utilization through "public awareness campaign" on availability and importance of public information through:

- 1. Increase in the number of public information available in the information service website, 25% of the information listed in DIP per December 2016.*
- 2. 50% increase of the Ministry's website visitors, from December 2015 figure;*
- 3. 50% increase in the number of the Ministry's social media account followers, from December 2015 figure*

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

Indicators of Success 2016:

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

Indicators of Success 2017:

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

Responsible institution: Ministry of Research, Technology and Higher Education

Supporting institution(s): N/A

Start date: Not specified

End date: Not specified

Commitment Overview	Specificity	OGP Value Relevance (as written)	Potential Impact	Completion	Mid-term	Did It Open Government?
					End of Term	

	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	Worsened	Did Not Change	Marginal	Major	Outstanding
19. Enhance public information disclosure through pilot projects			✓		✓					✓				✓				✓			
20. Public information disclosure at higher education institutions			✓		✓					✓				✓					✓		

Commitments Aim

Commitment 19 aimed to enhance public information disclosure within the Ministry of Research, Technology, and Higher Education by publishing and updating the ministry's Public Information List (DIP) and raising public awareness of this information to increase visits to the ministry's website and engagement across the ministry's social media platforms.

Commitment 20 sought to encourage higher education institutions to establish public information management. As higher education is a new component, this commitment aimed to specifically target public information management across these institutions. Implementation of this commitment will see public higher education institutions establishing a dedicated Information Service Desk (PPID) similar to that found among all ministries and government agencies.

Status

Commitment 19

Midterm: Limited

The Ministry of Research, Technology, and Higher Education developed a Public Information List (DIP) internally, encompassing 14 of its directorate generals, directorates, and sub-directorates, which the Law on Public Information Disclosure mandates. To manage this information, the ministry established its own PPID. As the figures for website traffic and social media audience from December 2015 were not available to compare with the December 2016 figures, it was difficult to determine whether the ministry achieved its 25% improvement target.

End of Term: Limited

Although the ministry began tracking its website traffic and social media audience figures in 2016, the baseline figures from before this commitment have remained unavailable. This made it difficult to determine whether the ministry achieved its targets of a 50% increase in website traffic and social media followers. The only information that the ministry did provide were the figures by September 2017, as follows.¹

- Website: 3,690,000 visitors
- Facebook: 552,105 page likes
- Instagram: 69,700 followers

- Twitter: 1,613,717 followers
- YouTube: 659 subscribers

Upon browsing the ministry's online repository,² the IRM researcher found that the ministry had not updated its public information list in comparison with the findings during the midterm review. Although the ministry did issue documents for the Public Information List, which was verified in the midterm report, there had been no reports to suggest whether the ministry followed up on this particular indicator. However, from independent review, the IRM researcher found that the ministry's information service website had seen noticeable but minor content development compared with the findings in the midterm report.³

Commitment 20

Midterm: Limited

The Minister of Research, Technology, and Higher Education signed the Ministerial Regulation No. 75/2016 on Public Information Services⁴ in November 2016. For the pilot project, the ministry selected six universities (as opposed to five, as written in the commitment) to participate, as follows:

- Universitas Andalas (Unand) in West Sumatera
- Universitas Bengkulu (Unib) in Bengkulu
- Universitas Brawijaya (UB) in East Java
- Universitas Jambi (Unja) in Jambi
- Universitas Lambung Mangkurat (ULM) in South Kalimantan
- Universitas Negeri Malang (UM) in East Java

As the ministry only started the pilot project with the six universities in August 2017, there was insufficient evidence to determine whether the project had achieved its goals, which are focused on establishing information service desks (PPID) in each university and developing their respective Public Information Lists.

End of Term: Substantial

In December 2017, the ministry submitted a set of documents as evidence of the implementation of the ministerial regulation across all public universities under its coordination, an example⁵ of which can be seen from Universitas Negeri Gorontalo (UNG). However, the ministry did not produce any reports for either the implementation of the pilot projects in the select six universities or for the implementation of the regulation across all public universities.

Additionally, as the ministry did not maintain a database of this commitment's implementation, it is difficult to determine whether 100% of all public higher education institutions had successfully implemented the regulation by establishing a PPID and subsequently appointing the respective PPID officers.

Did It Open Government?

Commitment 19

Access to Information: Did Not Change

Although the efforts to enhance the Ministry of Research, Technology, and Higher Education's public information disclosure practice had seen progress (albeit limited), it is difficult to determine whether this commitment led to any changes in government practice at all due to insufficient and unverifiable evidence.

Commitment 20

Access to Information: Marginal

Despite the limited evidence to suggest the extent of this commitment's implementation, the issuance of the Ministerial Regulation did establish the legal framework to initiate the practice of public information disclosure across higher education institutions. However, due to the limited evidence available, the IRM researcher could not verify whether this commitment has led to any further changes beyond the establishment of an PPIDs and the appointment of PPID officers in all the public higher education institutions included in the ministry's report.

Carried Forward?

These commitments were not carried forward to the fifth action plan.

¹ “Media Sosial Kemristekdikti: Twitter, Facebook, Instagram, YouTube, and Website”, Ministry of Research, Technology, and Higher Education, 2017, <https://drive.google.com/file/d/1os6kijCFIYZmK1c599GDWhlFU5FGV8zX/view>.

² “PPID”, Ministry of Research, Technology, and Higher Education, accessed in December 2018, <https://ppid.ristekdikti.go.id>.

³ Ibid.

⁴ “Peraturan Menteri Riset, Teknologi, dan Pendidikan Tinggi Republik Indonesia No. 75/2016 tentang Layanan Informasi Publik di Lingkungan Kementerian Riset, Teknologi, dan Pendidikan Tinggi”, Ministry of Research, Technology, and Higher Education, 2016, <http://itjen.ristekdikti.go.id/wp-content/uploads/2015/11/SALINAN-PERMEN-NOMOR-75-TAHUN-2016-TENTANG-LAYANAN-INFORMASI-PUBLIK.pdf>.

⁵ “Keputusan Rektor Universitas Negeri Gorontalo tentang Pejabat Pengelola Informasi dan Dokumentasi (PPID) Pelaksana Pembantu dan Petugas Informasi Pelaksana Pembantu di Tingkat Fakultas, Pascasarjana, dan Lembaga Universitas Negeri Gorontalo”, Universitas Negeri Gorontalo, 2017, <https://drive.google.com/file/d/15ha-LMaOSnCoNVnuXPhAlnx9XTFyjWUB/view>.

Theme VI: Data Governance

21. Enhancing the budget transparency information system

Commitment Text:

Indicators of Success 2016:

Development of budget data portal based on Presidential Regulation on Detailed State Budget (Rincian APBN)

Indicators of Success 2017:

1. A link to budget data portal is available in the home page of kemenkeu.go.id and national data portal of data.go.id;

2. Budget data portal will be linked to the data portal of at least 6 Ministries/Agencies providing essential services (Public Works and Housing, Health, Education and Culture, Research Technology and Higher Education, Social Affairs, Transportation and National Development Planning Agency (Bappenas)).

Responsible institution: Ministry of Finance (Directorate General of Budget)

Supporting institution(s): N/A

Start date: Not specified

End date: Not specified

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

Commitment Aim

This commitment sought to enhance the transparency of the government in terms of disclosing government budget information by developing a budget data portal. Prior to this commitment's implementation, the government did disclose budget information, albeit in a very limited manner through newspapers. Implementation of this commitment would make budget information (and via relevant supporting information) more accessible to the public.

Status

Midterm: Substantial

The Ministry of Finance successfully launched the budget data portal ("Portal Data Anggaran Pendapatan Belanja Negara") in 2016 on www.data-apbn.kemenkeu.go.id. Although the portal was operational, it did not have updated budget information from each ministry/government agency and did not include local governments' budget data information. A hotlink to the budget data portal was available on the ministry's website www.kemenkeu.go.id but not on the One Data Indonesia portal www.data.go.id. Additionally, the portal included information of budget data related to six essential groups of services.

End of Term: Substantial

Evidence of the commitment's implementation commitment showed that the Ministry of Finance worked on a different target from what the action plan contained. The commitment's second indicator for 2017 is to link the data portals of six ministries providing essential services. However, the implementation report that the Ministry of Finance submitted to OGI in January 2018 during an internal monitoring period listed the development of a data map on state budget allocation as the second indicator.¹ This discrepancy resulted in the government recording this commitment to be completed despite not meeting the indicators set in the original commitment. The state budget allocation data map is available on the budget data portal.²

Despite this inconsistency, the IRM researcher verified through independent investigation that the budget data portal did achieve the second indicator's core objective. Although the portal is not linked to the six ministries specified in the commitment, the portal does provide thematic data of the government's budget by classifying them into seven vital areas: education,³ health care,⁴ infrastructure,⁵ poverty alleviation,⁶ food sovereignty,⁷ central government's administration,⁸ and rural and regional fund.⁹ The available data across these vital areas include the government's budget allocation spreadsheets on each specific sector from 2011 onward.

Did It Open Government?

Access to Information: Major

In 2015, the International Budget Partnership (IBP) scored Indonesia 59/100 for transparency and 35/100 for public participation on its Open Budget Index.¹⁰ These scores indicated that the government provided relatively limited budget information to the public and had significant room for improvement in terms of encouraging public participation in the budgeting process. Despite the common practice of publishing the government's budget plan on print media channels, the public only had access to budget information after the budget plan had already been passed and agreed upon by the legislative house and central government, therefore effectively closing any opportunities to scrutinize how the budget is allocated across different sectors.

The budget data portal made it easier for citizens to access budget information, as the data are now centralized on a portal the Ministry of Finance runs. Additionally, compared with the former practices of publishing budget information on a variety of print media, the budget data portal publishes budget information in an open data format (.xlsx and .csv), thus allowing citizens to reuse these data more easily compared to when the data were published in print media. This represented an important step toward making budget information more transparent and easier to obtain for the public and improving accessibility by removing the cost barrier that had accompanied needing to purchase newspapers and/or magazines to acquire budget information in the past.

Aside from publishing budget allocation data, the government also published a series of spreadsheets to disclose budget realization, in other words, the government's actual spending. Furthermore, the government also disclosed budget allocation and realization information retroactively by publishing the government's budget information starting from as far back as 1969.¹¹ The Ministry of Finance has also made other documents relevant to the government's budgeting process available on the portal, such as the government's macroeconomic assumption dataset¹² and central government operation analysis.¹³

An important element incorporated on the portal is the query feature,¹⁴ which allows citizens to access detailed spending data of any ministries and government agencies and to customize the types of information included. For this feature, the Ministry of Finance has made information from before the portal was established available as well, dating back as far as 2010. This feature gives citizens access to detailed data on how much the government spent in a fiscal year on each of its priority budget items. In the past, this type of information was not available for public access.

In the subsequent 2017 Open Budget Index,¹⁵ Indonesia improved the scores to 64/100 for transparency. The report specified that although the Indonesian government has made substantial improvement by publishing more core budget information, the lack of formal mechanisms¹⁶ to enable the public to actively participate in the process of developing and monitoring the allocation and use of the government's budget remains a stumbling block.

Going forward, although access to budget information has improved, the government also needs to open up access to information of its budgeting process, thus allowing citizens to use the budget information available to them to ensure that the government's priorities align with the public's desires.

Carried Forward?

Elements of this commitment were carried over to the fifth action plan. Commitment 3 of the fifth action plan aims to improve public access to more quality data of budget information related to education, health, and poverty alleviation both at the national and subnational levels.¹⁷ Milestones of this new commitment include:

- Availability of a memorandum of understanding (MOU) on budget information publication between the Ministries of Finance, Education and Culture, Health, and Social Affairs.
- Publication of budget information for the education, health, and poverty-alleviation sectors along with the activity costs on the national budget data portal.
- Development of local budget data (e-Budgeting) portal by the Ministry of Home Affairs.
- Availability of budget data information from 34 provincial governments on the e-Budgeting portal.

¹ “Pelaporan Capaian Pelaksanaan Renaksi Keterbukaan Pemerintah B12 Tahun 2018”. Ministry of Finance, 2018, https://drive.google.com/file/d/1bnQySy3btdTIVrsoVVs41z_mhVa7djO/view.

² “Peta Data APBN”, Ministry of Finance, accessed in December 2018, <http://dev.ecorp.kemenkeu.go.id/QueryDJA>.

³ “Data Tematik Anggaran Pendidikan”, Ministry of Finance, accessed in December 2018, <http://www.data-apbn.kemenkeu.go.id/Dataset/Topics/1>.

⁴ “Data Tematik Anggaran Kesehatan”, Ministry of Finance, accessed in December 2018, <http://www.data-apbn.kemenkeu.go.id/Dataset/Topics/2>.

⁵ “Data Tematik Anggaran Infrastruktur”, Ministry of Finance, accessed in December 2018, <http://www.data-apbn.kemenkeu.go.id/Dataset/Topics/3>.

⁶ “Data Tematik Anggaran Pengentasan Kemiskinan”, Ministry of Finance, accessed in December 2018, <http://www.data-apbn.kemenkeu.go.id/Dataset/Topics/4>.

⁷ “Data Tematik Alokasi Anggaran Kedaulatan Pangan”, Ministry of Finance, accessed in December 2018, <http://www.data-apbn.kemenkeu.go.id/Dataset/Topics/5>.

⁸ “Data Tematik Belanja Pemerintah Pusat”, Ministry of Finance, accessed in December 2018, <http://www.data-apbn.kemenkeu.go.id/Dataset/Topics/6>.

⁹ “Data Tematik Anggaran Daerah dan Dana Desa”, Ministry of Finance, accessed in December 2018, <http://www.data-apbn.kemenkeu.go.id/Dataset/Topics/7>.

¹⁰ “The Open Budget Index 2015”, International Budget Partnership, 2015, <https://www.internationalbudget.org/wp-content/uploads/OBS2015-OBI-Rankings-English.pdf>.

¹¹ “Ringkasan Alokasi dan Realisasi APBN Tahun 1969–2000”, Ministry of Finance, accessed in December 2018, <http://www.data-apbn.kemenkeu.go.id/Dataset/Details/1028>.

¹² “Asumsi Dasar Ekonomi Makro 2015–2017”, Ministry of Finance, 2017, <http://www.data-apbn.kemenkeu.go.id/Dataset/Details/1010>.

¹³ “Data Central Government Operation (SDDS)”, Ministry of Finance, 2016, <http://www.data-apbn.kemenkeu.go.id/Dataset/Details/1018>.

¹⁴ “Data Belanja Pemerintah Pusat (K/L)”, Ministry of Finance, accessed in December 2018, <http://query.data-apbn.kemenkeu.go.id/>.

¹⁵ “The Open Budget Index 2017”, International Budget Partnership, 2017, <https://www.internationalbudget.org/wp-content/uploads/open-budget-survey-2017-OBIrankings.pdf>.

¹⁶ “Open Budget Survey 2017: Indonesia”, International Budget Partnership, 2017, <https://www.internationalbudget.org/wp-content/uploads/indonesia-open-budget-survey-2017-summary.pdf>.

¹⁷ Indonesia Open Government National Action Plan 2018–2020”, Open Government Indonesia National Secretariat, 2018, https://www.opengovpartnership.org/sites/default/files/Indonesia_Action-Plan_2018-2020.pdf.

22. Strengthening of inter government agency data governance

Commitment Text:

Indicators of Success 2016:

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

Indicators of Success 2017:

“One Data” Pilot Project is implemented in 7 Ministries/Agencies:

- a. Ministry of Energy and Mineral Resources
- b. Ministry of Health
- c. Ministry of Education and Culture
- d. Ministry of Research Technology and Higher Education
- e. Ministry of Environment and Forestry
- f. Ministry of Maritime Affairs and Fisheries
- g. Ministry of National Development Planning/ Bappenas

Responsible institution: President’s Executive Office and Ministry of National Development Planning (Bappenas)

Supporting institution(s): N/A

Start date: Not specified

End date: Not specified

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

Commitment Aim

This commitment aimed to implement a series of pilot projects to support Indonesia's One Data Policy across several ministries and to follow up on the Presidential Regulation on One Data Indonesia.

Status

Midterm: Not Started

Implementation of this commitment had not started by the midterm review, as the Presidential Regulation on the One Data Policy had not yet been issued despite having been drafted. Additionally, the pilot projects intended to be implemented in the seven select ministries were all canceled due to different levels of commitment to the One Data Policy across the ministries. This led to the decision to continue developing the framework of the One Data Policy implementation individually within each ministry.

End of Term: Limited

The IRM researcher was able to confirm that the Presidential Regulation on One Data Indonesia policy has been drafted and reviewed by multiple stakeholders.¹ However, by the end of the implementation period, the regulation had not been signed by President Joko Widodo into law.

Did It Open Government?

Access to Information: Did Not Change

Given the fact that the presidential regulation was never issued and that the pilot projects across the seven ministries were never carried out, there is no evidence that can be used to verify any changes in government practice as a result of this commitment.

Carried Forward?

This commitment was not carried forward to the fifth action plan.

¹ Husni Rohman (Ministry of National Development Planning), interview by IRM researcher, 11 December 2018.

City Government of Banda Aceh

Commitment 23: *Open data implementation*

Indicator of Success 2016:

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

Indicator of Success 2017:

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

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

Supporting institution(s): N/A

Start date: Not specified

End date: Not specified

Commitment 24: *Strengthening of public complaints channels*

Indicators of Success 2016:

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

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

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

Indicators of Success 2017:

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

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

Supporting institution(s): N/A

Start date: Not specified

End date: Not specified

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

Indicators of Success 2016:

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

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

Indicators of Success 2017:

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

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

Supporting institution(s): N/A

Start date: Not specified

End date: Not specified

Commitment Overview	Specificity				OGP Value Relevance (as written)				Potential Impact				Com-pletion		Mid-term	Did It Open Government?				
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Technology & Innovation for Transparency & Accountability	None	Minor	Moderate	Transformative	Not Started	Limited	Substantial		Completed			
23. Open data implementation				✓	✓			✓		✓						✓			✓	
24. Strengthened public complaints channels			✓		✓		✓	✓			✓			✓				✓		
25. Enhanced information disclosure at village levels				✓	✓			✓			✓			✓	✓				✓	

Commitments Aim

Indonesia's fourth action plan included three commitments from the City Government of Banda Aceh. Commitment 23 aimed to integrate the data management of the work units within the administration of the city government to the www.data.bandaacehkota.go.id portal to process accessing government's data (as part of the city government's broader open data agenda).

Commitment 24 sought to integrate the city government's public complaints channels, www.lpm.bandaacehkota.go.id and www.suwarga.bandaacehkota.go.id into LAPOR!-SP4N. Through this integration, the city government hoped to harmonize its public complaints handling process across different work units. Additionally, the commitment also aims to increase the effectiveness of the city government's responsiveness to public complaints.

Commitment 25 planned to enhance the public information disclosure practice in villages ("gampong" in local terms) that are part of the city government's administration. Full implementation of this project would see governments at the village level publishing their work and budget plans along with program implementation and evaluation reports through online channels and public spaces, taking into consideration that villages often do not have adequate access to online resources.

Status

Commitment 23

Midterm: Complete

This commitment was completed by the midterm review. In an updated report dated December 2017, the city government specified that a total of 45 work units had been integrated into the city's data portal data.bandaacehkota.go.id.¹ In carrying out the city's open data agenda, the city government took elaborate measures to involve elements of civil society organizations and academics, as exemplified by the following evidence included in a June 2017 report:²

- A focus group discussion for the development of the Mayor Regulation on Data Management System and Procedure on 23–24 September 2016 followed by the signing of the corresponding Mayor Regulation No. 26/2016 on Data Management System and Procedure.
- A series of focus group discussions to map the needs and sources for data on: (a) family planning and women’s empowerment on 12 October 2016, (b) public advocacy at the district and village levels on 13 October 2016, and (c) bureaucratic information on 14 October 2016.
- A series of trainings for the development of open data for work units within the City Government of Banda Aceh on (a) 16–17 November 2016 and (b) 8–9 May 2017, resulting in the immediate integration of more work units to the data portal.
- A training for high school students to understand open data and how these data can be used for academic purposes on 19–20 December 2016.
- An essay competition for high school students under the theme of “Banda Aceh Kota Kita” (Our City Banda Aceh) encouraging the use of open data for city development in cooperation with www.teumuleh.id, a local publication site from 23 January–6 March 2017.
- A training for university students to develop mobile applications using open data on 24–25 January 2017.
- A training for civil society organizations on public participation and open data on 26–27 February 2017.

Furthermore, the report specifies the activities and programs that civil society organizations and members of the academic community in Banda Aceh have carried out as part of their involvement in the city’s open data program.

Commitment 24

Midterm: Limited

Integration of the city’s two public complaints channels to LAPOR!-SP4N was delayed due to unspecified coordination issues across the responsible agencies.³ Meanwhile, development of the Mayor Regulation as mandated by the commitment was underway. Based on an interview, the city government claimed to have followed up on 90% of all the public complaints and also stated that individual work units had published regular monitoring and evaluation reports. It is important to note that the IRM researcher was not provided evidence to verify these claims during the midterm review.

End of Term: Limited

In November 2017, the city government issued Mayor Regulation No. 31/2017 on the Public Complaints Handling System.⁴ This regulation provides the legal framework for the city government to enact better management of public complaints regarding the city’s public service delivery. Clauses in the regulation cement the rights of the public to file complaints and the mechanism for filing such complaints, the responsibilities of the city government to adhere to certain procedures for following up the complaints, and the reporting process to ensure that public complaints are followed up accordingly. However, by the end of the implementation period, the city government had not released any report to corroborate the claim of the 90% complaint follow-up rate made during the midterm review.

Integration of LPM and Suwarga to LAPOR!-SP4N saw no progress since the midterm. The city government cited the internal consolidation process in response to changes in the government’s structure in which the Department of Transportation, Communications, and Informatics was reconfigured into the Department of Communications, Informatics, and Statistics.⁵ However, it should be noted that the city government did attempt to improve the quality of the two systems by instructing the Department of Communications, Informatics, and Statistics to revitalize the features,⁶ though this improvement has not yet materialized.⁷

Commitment 25

Midterm: Limited

The city government issued the Mayor Regulation No. 13/2018 on Village Information Systems in March 2018⁸, after the end of the implementation period. The city government claimed that 62 of the 90 village

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governments within the City of Banda Aceh had developed their websites and that all have published their village administration and budget plans along with program implementation and evaluation reports on billboards in public spaces. However, the IRM was unable to verify these claims during the midterm.

End of Term: Substantial

In a December 2017 report, the city government substantiated its claim regarding publication village administration and budget plans along with program implementation and evaluation reports on billboards in public spaces in villages as was noted in the midterm report.⁹ Additionally, the city government developed www.agam.bandaacehkota.info to aggregate the village websites where similar information is published online. As noted in the midterm report, only 62 of the 90 village governments have developed websites where they publish the relevant information.¹⁰

Did It Open Government?

Commitment 23

Access to Information: Marginal

Civic Participation: Marginal

Prior to this implementation's commitment, the city government was already using the open data portal to publish information. The problem was that there was no regulation requiring work units within the city government to publish their data on the portal. This commitment, in turn, helped the city government integrate all of its work units into the open data portal. The number of datasets available on the portal, however, had not seen significant growth with the implementation of this commitment. Before the action plan implementation, the city government had already published a total of 89 datasets between its launch in 2014 and before the action plan had been launched in October 2016.¹¹ Throughout the action plan cycle (between November 2016 and December 2017), the city government published a total of 112 datasets,¹² more than doubling the total number of available datasets compared to that of the first three years of the portal.

Although the commitment did not specify the way in which the integration of the city government's work units to a centralized data portal occurred, the commitment contributed to the increase in the number of datasets published on the portal. Within the implementation period of this commitment, an additional total of 32 work units¹³ within the City Government of Banda Aceh began publishing datasets on the portal. This brought the total number of work units integrated to the portal to 46, which comprises all work units within the city government's structure.

Furthermore, to promote the use of open data by citizens, the city government conducted extensive consultation meetings and trainings. During these events, the city government collected feedback and comments from multiple stakeholders in regard to the types of information that must be given priority to be provided and how that information can be used for the public interest.

The activities carried out by the city government with civil society and the local academic community also indicated active collaborations to ensure that the city's open data program did not only benefit the government internally. Additionally, the city government provided the avenues for the public to channel its feedback on the types and sources of information the public saw as priorities to make available. This represents a new practice by which the city government employs public comments and feedback to consistently improve its publication of public data, which was not part of the data disclosure process prior to this action plan.

Commitment 24

Access to Information: Did Not Change

Public Accountability: Did Not Change

This commitment did not change access to information or public accountability in Banda Aceh. The Mayor Regulation on Public Complaints Handling System signified a positive step toward improving the quality of the city government's complaints handling practice, but its implementation remains to be determined, as it was issued only a month before the end of the implementation period for this action plan cycle. The city government also experienced internal restructuring, which caused continued delay to the integration of LPM and Suwarga to LAPOR!-SP4N.

Commitment 25

Access to Information: Marginal

The city government's attempt to expand open government practice at the village government level yielded limited early results. Although opening up village governance requires more fundamental improvements, the city government succeeded at providing substantial assistance for village governments to increase access to information for people in villages. Furthermore, the implementation of this commitment did not only focus on digitizing the process of opening up village governments. This indicated the city government's awareness of the importance of maintaining conventional channels for people in villages where technological infrastructure is insufficient. However, the changes in government practice remain limited, as this commitment only saw publication of the end results of governance without any elements of public consultation that would have enabled people in villages to actively participate and monitor the governments.

Carried Forward?

These three commitments were not carried forward to the fifth action plan. However, the government has committed to continue the work on mainstreaming open government practice further at the subnational level through a "smart city" commitment included in an internal non-OGP action plan.

¹ "Implementasi Open Data", City Government of Banda Aceh, 2017, <https://drive.google.com/file/d/1z-ucESLI NORFApH3j3egdIRPs3y7TKci/view>.

² "Penjabaran Realisasi Capaian Program Open Data di Kota Banda Aceh", City Government of Banda Aceh, 2017, https://drive.google.com/file/d/1RQMPp_t_qei-Pj7tSeKfMDODJiqwNylG/view.

³ "Independent Reporting Mechanism (IRM): Indonesia Progress Report 2016–2017", Open Government Partnership, 2018, https://www.opengovpartnership.org/sites/default/files/Indonesia_Mid-Term_Report_2016-2017_EN.pdf, p. 82.

⁴ "Peraturan Walikota Banda Aceh No. 31/2017 tentang Sistem Pengelolaan Pengaduan Layanan Publik", City Government of Banda Aceh, 2017, http://jdih.bandaacehkota.go.id/xperaturan/pdf/SALINAN_PW_NO_31_TAHUN_2017.pdf.

⁵ M. Haris S. A., "Satuan Kerja Pemkot Banda Aceh Berubah", Antara News, 2016, <https://aceh.antaranews.com/berita/33165/satuan-kerja-pemkot-banda-aceh-berubah>.

⁶ "Penilaian Website, Sentiment Analysis, dan Penambahan Fitur Suwarga", City Government of Banda Aceh, 2017, <https://drive.google.com/file/d/1vC8lRgDtAGhEpCwn5h4eY4O8Sb4O7zK5/view>.

⁷ "Hasil Penilaian Website", Department of Communications, Informatics, and Statistics of Banda Aceh, 2017, https://drive.google.com/file/d/1KxecGe80wdVVEVK2bqPbXbMPH_kUB9TG3/view.

⁸ "Peraturan Walikota No. 13/2018 tentang Sistem Informasi Gampong", City Government of Banda Aceh, 2018, http://jdih.bandaacehkota.go.id/xperaturan/pdf/PW_NO_13_TAHUN_2018.pdf.

⁹ "Publikasi Program dan Anggaran Desa di Ruang Publik", City Government of Banda Aceh, 2017, https://drive.google.com/file/d/1L2woL88yJLo-ToAg3RxEuPlatLevv_g3/view.

¹⁰ "Peningkatan Keterbukaan Informasi Gampong", City Government of Banda Aceh, 2017, https://drive.google.com/file/d/1bo-NyWUWVUCjZXa5v_reWSMBctwmfow/view.

¹¹ "Statistik Dataset", City Government of Banda Aceh, 2017, <http://data.bandaacehkota.go.id/index.php/home/stat/dataset>.

¹² Ibid.

¹³ "SKPK", City Government of Banda Aceh, 2017, <http://data.bandaacehkota.go.id/index.php/orgs>.

City Government of Bandung

Commitment 26: Increase in the number of open data

Indicators of Success 2016:

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

Indicators of Success 2017:

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

Responsible Institution: Communications and Informatics (Diskominfo)

Supporting institution(s): N/A

Start date: Not specified

End date: Not specified

Commitment 27: Improved public services

Indicators of Success 2016:

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

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

Indicators of Success 2017:

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

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

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

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

Supporting institution(s): N/A

Start date: Not specified

End date: Not specified

Commitment 28: Transparency in the regional government budget system

Indicators of Success 2016:

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

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

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

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

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

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

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

Indicators of Success 2017:

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

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

a. Citizens are able to access grants disbursement information based on Disbursement Orders (SP2D) to trace whether funds are received by recipients and whether grant/social assistance activities are underway/completed.

b. Process tracking menu is available. from proposal stage to grants and social assistance disbursement stage;

c. Announcement feature is available, to facilitate information access for grant and social assistance recipients related to responsibilities to: (i) submit grant and social assistance reports in timely fashion; (ii) understand procedures in formulating grant and social assistance reports as well as other information.

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

Supporting institution(s): N/A

Start date: Not specified

End date: Not specified

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

Indicators of Success 2016:

1. Integration of Bandung Integrated Resource Management System (BIRMS) Kota Bandung

<http://birms.bandung.go.id> with the National Procurement Office's (LKPP) General Procurement Plan System (SIRUP);

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

Indicators of Success 2017:

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

2. Integration into the e-budgeting system

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

Supporting institution(s): N/A

Start date: Not specified

End date: Not specified

Commitment 30: Enhancing the LAPOR! application

Indicators of Success 2016:

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

Indicators of Success 2017:

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

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

Supporting institution(s): N/A

Start date: Not specified

End date: Not specified

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

Indicators of Success 2017:

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

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

Supporting institution(s): N/A

Start date: Not specified

End date: Not specified

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

Indicators of Success 2016:

Publication of citizens' input to Regional House of Representatives (DPRD) members, gathered during parliamentary recess through eReses publication at [http://RegionalDevelopmentPlanningAgency\(Bappeda\).bandung.go.id/reses](http://RegionalDevelopmentPlanningAgency(Bappeda).bandung.go.id/reses)

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

Supporting institution(s): N/A

Start date: Not specified

End date: Not specified

Commitment 33: Greater public participation in disseminating development information

Indicators of Success 2016:

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

Indicators of Success 2017:

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

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

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

Supporting institution(s): N/A

Start date: Not specified

End date: Not specified

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

Indonesia's fourth action plan included eight commitments from the City Government of Bandung. Commitment 26 aimed to increase the number of open data available on the city government's data portal. Commitment 27 sought to publish good service standards across all work units within the city government. Full implementation of this commitment will equip citizens not only with access to information regarding the standards of government's services but also with a feature for the public to submit feedback and discuss on www.standarpelayanan.bandung.go.id.

Commitment 29 called for increasing transparency in the procurement process by integrating the city government's existing BIRMS to the similar SIRUP platform, which is administered by the National Public Procurement Agency. This integration could open public access to procurement information in a wider scope. The city government also aimed to integrate e-Contracting feature into BIRMS as well as into the city government's e-Budgeting system to centralize the process across work units.

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Commitment 32 aimed to publish the proposals collected by members of the City House of Representatives from citizens during the city parliament's recess period. Successful publication of this information will establish a new practice in Bandung, as citizens had no access to such information prior to the action plan.

Commitment 33 planned to improve dissemination of public school information by developing a Supporting Information Service Desk (PPID or sub-pembantu) at elementary school levels and junior high schools. The development of PPIDs would allow citizens to demand transparency from each school without needing to go through intermediary institutions.

Status

Commitment 26

Midterm: Substantial

The City Government of Bandung reported a total of 1,046 datasets available on the city's data portal by February 2018. A total of 71 work units within the city government provided these datasets. However, although the number of datasets available on the portal had increased, public access to the portal was limited due to the requirement of submitting personal data prior to being granted any access. Additionally, no mechanism for public contribution to providing missing data was available, thus keeping the authority over the provision of datasets within the government.

End of Term: Substantial

As reported in the midterm report, the city government fell short of the target of making 1,500 datasets available on the data portal. On the city's data portal data.bandung.go.id, the government specified that the 1,046 available datasets comprise eight specific areas of governance: government administration, economics and finance, infrastructure, health care, population, environment, social services, and education.¹ In terms of data sources, the Development Planning Agency contributed the largest number of datasets the portal comprises.²

Commitment 27

Midterm: Limited

This commitment saw limited implementation by the midterm review. Most work units in the city government had not published their service standards, and no report from the city government was available to provide more detailed information. As the IRM consultant at the time did not have access to the government's reports, it was difficult to determine whether the service standards provided by the work units were successful in attaining the green zone status.

End of Term: Substantial

By January 2018, all work units within the city government had published their service standards on www.standarpelayanan.bandung.go.id. This comprises district governments³, government agencies and departments, and public hospitals⁴ within the city administration. The government also published the evaluation result of the service standards, in which a total of 31 out of the 53 work units were successful in attaining the green zone status.⁵ This represents 59% of all the work units, falling short of the targets this commitment set. Additionally, although the city government has not installed a public comment feature for the service standards published on the website, it has added a "Forum" feature on the website to enable discussion. However, citizens can only access this forum after signing up with their personal information.⁶

Commitment 28

Midterm: Limited

The city government claimed that the budgets of all the work units within the city's administration have been published on the Information Service Desk's website. However, evidence suggested that budget documents for two work units were not available online. As for the Sabilulungan system, the IRM confirmed that information on grants and social assistance have been made available online. According to the city government, although an online tracking process had not been added to the system, citizens can track the status of their proposals by checking the disbursement orders the government has issued.

End of Term: Limited

The implementation of this commitment saw no progress since the midterm. The city government had not provided any reports to the OGI National Secretariat at the end of the implementation period. Through independent investigation, the IRM researcher found that the city government had not published the e-budgeting system application on the Information Service Desk's website. The city government also had not incorporated an online tracking mechanism for grant applicants on the Sabilulungan website.

Commitment 29

Midterm: Limited

The city government achieved limited results in integrating BIRMS to SIRUP. The process saw considerable delay due to discrepancy on how the two systems process non-competitive procurements. The city government then successfully incorporated BIRMS into the general asset management system SIMDA (www.bpkabandung.go.id) and added e-Contracting feature to BIRMS. However, the city government fell short at integrating e-Contracting to the city's e-Budgeting system which was under reconstruction.

End of Term: Limited

The city government finished the integration of BIRMS (www.birmsbandung.go.id) to SIRUP (www.sirup.lkpp.go.id).⁷ Through BIRMS, the city government publishes information relating to public procurement process. The system is equipped with features consisting of e-Project, e-Contract, e-Performance, and e-Asset. The system provides citizens with full information of how the city government processes each of their procurement from the planning to auditing stage.⁸ Additionally, the city government also continued the integration of BIRMS to the e-Budgeting system (www.apbdbandung.go.id), though only government employees can access it.

Commitment 30

Midterm: Substantial

The city government integrated all public complaints channels into LAPOR!-SP4N. A total of 151 district and urban ward/subdistrict governments were also integrated into LAPOR!-SP4N, giving the city government wider reach to collect public complaints. The LAPOR! dashboard was developed but was not available for public access.

End of Term: Complete

The city government developed the LAPOR! Dashboard on the Information Service Desk's website. This dashboard serves as a hub for all the public complaint channels in Bandung.⁹ The dashboard also includes services such as Bewara, Public Information, and an Information Service Desk.

Commitment 31

Midterm: Complete

This commitment was completed by the midterm review. The city government contracted PT Sure Consult Management, an independent company, to conduct the survey to measure citizens' satisfaction with the city government's performance in handling public complaints accepted through LAPOR!. The report of this survey shows that the city government scored low in terms of response time, complaint follow-up, and complaint resolution time.¹⁰ It also outlines several recommendations for the city government based on the survey's results, such as the development of a standard operating procedure and socialization of LAPOR! to raise public awareness and to increase the use LAPOR! to register public complaints.¹¹

Commitment 32

Midterm: Complete

This commitment was completed by the midterm review. The datasets are available from the city's open data portal both for the 2015¹² and 2016¹³ recess periods. The datasets are published in open data format and contained specific information on the status of each proposal as collected by each member of the City House of Representatives. However, the datasets did not specify the reasoning behind each proposal's status.

Commitment 33

Midterm: Substantial

Following a workshop for elementary and junior high school administrators in March 2017,¹⁴ the city government established Supporting Information Service Desks (PPIDs) at schools located in Bandung. A total of 53 out of the 54 junior high schools in the City of Bandung established their PPIDs. However, the city government did not have any data available for the IRM from which to verify the number of elementary schools that have established the PPID.

End of Term: Substantial

To monitor the performance of PPIDs that elementary and junior high schools had established, the city government organized an evaluation study. The city government released the study's results to school administrators in October 2017.¹⁵ The city government subsequently conducted another workshop on the formation of PPID for elementary schools in December 2017,¹⁶ addressing schools that had not formed their PPIDs yet. The IRM researcher conducted an independent investigation and confirmed that many schools in Bandung have established their PPIDs. However, it is difficult to determine whether the city government achieved the targets set by the commitment, as no data were made available.

Did It Open Government?

Commitment 26

Access to Information: Marginal

The IRM researcher found through independent investigation that the City Government of Bandung has carefully followed two of the three open-data principles as outlined by the Open Knowledge Foundation in publishing the datasets.¹⁷ These two principles are (a) availability and access and (b) reuse and redistribution. The one principle that the city government still needs to improve on is enabling universal participation. Despite the increase in the number of available datasets, utilization of the data is still limited within the government. Going forward, the government could aim to empower citizens to use these datasets for their interests through the development of a more inclusive platform and an extensive public campaign.

Commitment 27

Access to Information: Marginal

The implementation of this commitment has brought minor changes to government practice, albeit mostly internal and administrative in nature. The availability of service standards information is an important element to making public service more accessible. It enables citizens to understand the requirements, cost, and mechanism needed when accessing certain public service, thus giving them the knowledge to hold the government accountable if the quality of service that they receive is not up to the published standards. Going forward, the government can continue improving the quality of its service standards information by accepting and incorporating public feedback regarding the service standards.

Commitment 28

Access to Information: Did Not Change

The city government had already been publishing budget information on the Information Service Desk's website prior to the implementation of this commitment. The IRM researcher found that there is no difference in the quality and format of the budget information published during the implementation period of this commitment. On the Sabilulungan system, the city government only published generic information on grants and social assistance. Citizens remain unable to scrutinize the city government's spending on grants and social assistance, as the system is not equipped with a public comments and feedback feature.

Commitment 29

Access to Information: Marginal

The city government completed the integration steps that are included in this commitment. This helped improve the city government's transparency in procuring public goods and services in that these steps made procurement data available for public access online on the BIRMS portal.

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Although the integration of the city's BIRMS to the National Public Procurement Agency's SIRUP connects the city's procurement process to the national platform, the incorporation of e-Contracting to BIRMS carried the most significant influence, as it allowed the city government to disclose full procurement process to the public. Additionally, civil society commented that the integration to SIRUP was intended to cater to the procurement of goods and services that are noncompetitive.¹⁸ In other words, the city government will use both BIRMS and SIRUP depending on the nature of each procurement plan.

Commitment 30

Public Accountability: Did Not Change

This commitment did not enhance the city government's public accountability. The indicators of this commitment focused on internal reconfiguration of how the city government manages public complaints through integration into the national LAPOR!-SP4N system. Despite the steps taken to implement this commitment, the mechanism in which citizens of the City of Bandung are able to file complaints about the city government's public service delivery or about how the city government responds to such complaints remains unchanged.

Commitment 31

Access to Information: Did Not Change

Civic Participation: Did Not Change

Public Accountability: Did Not Change

Although the city government successfully carried out the satisfaction survey on the city government's handling of complaints, this commitment did not increase public access to information, the ability of the public to participate in government, and/or the government's accountability to the public.

Commitment 32

Access to Information: Marginal

The implementation of this commitment saw minor improvement to access to citizen proposals in the city government of Bandung. Prior to this commitment, citizens did not have any channels through which to track the status of the proposals they submitted to their representatives during the recess. This represents a positive first step for the city parliament to be more transparent in the eyes of the public. However, the absence of an online public consultation feature prevented citizens from participating beyond having access to the list of proposals and tracking their status.

Commitment 33

Access to Information: Marginal

The formation of Supporting Information Service Desks (PPIDs) in elementary and junior high schools indicated positive steps toward providing better access to information for the citizens of Bandung. Citizens now can ask for information from specific schools and therefore demand transparency from school PPIDs in schools, as they helped provide better transparency during the school admission period.¹⁹ Furthermore, continued monitoring and evaluation efforts also indicated the city government's commitment to ensure the effectiveness of the PPIDs.

Carried Forward?

These commitments were not carried forward to the fifth action plan. However, the government has committed to continue the work on mainstreaming open government practice further at the subnational level through a "smart city" commitment included in an internal non-OGP action plan.

¹ "Group", Open Data Bandung, accessed in February 2018, <https://data.bandung.go.id/group>.

² "Organizations", Open Data Bandung, accessed in February 2018, <http://data.bandung.go.id/organization>.

³ "Standar Pelayanan Kecamatan", City Government of Bandung, 2018, <https://drive.google.com/file/d/1L5VyQ0v29u27L7XP0AAc-OmLR3OZ40AI/view>.

⁴ "Standar Pelayanan Badan dan Dinas", City Government of Bandung, 2018, https://drive.google.com/file/d/1Y_47hpvylMwq4_Ubw9iDSLBN-A-EhTFE5/view.

⁵ "Rekapitulasi Standar Pelayanan pada Perangkat Daerah di Lingkungan Pemerintah Daerah Kota Bandung Tahun 2017", City Government of Bandung, 2018, https://drive.google.com/file/d/1EijapPNIM4yCWbBY4cxTwA3_Co5ntDjf/view.

⁶ “Forum Standar Pelayanan”, City Government of Bandung, accessed in December 2017,

http://standarpelayanan.bandung.go.id/forum_esp.

⁷ “e-RUP”, National Public Procurement Agency, accessed in February 2018,

<https://sirup.lkpp.go.id/sirup/rekapKldi/D99>.

⁸ Christian Evert (Indonesia Corruption Watch), interview by IRM researcher, 12 December 2018.

⁹ “Layanan Aspirasi Pengaduan Online Rakyat (LAPOR!)”, City Government of Bandung, accessed in February 2018,

<https://ppid.bandung.go.id/layanan-aspirasi-pengaduan-online-rakyat-lapor-2/>.

¹⁰ “Hasil Survey Indeks Kepuasan Masyarakat (IKM) Pengguna Layanan Aspirasi dan Pengaduan Online Rakyat (LAPOR!) di Kota Bandung Tahun 2017”, Department of Communications and Informatics of Bandung, 2017,

<https://drive.google.com/file/d/1B3BmQhVb-Ud30qQgiDQ2eC47qTThKj6B/view>.

¹¹ Ibid.

¹² “Data Reses DPRD Kota Bandung Tahun 2015”, City Government of Bandung, 2017, <http://data.bandung.go.id/dataset/data-reses-dprd-kota-bandung/resource/0804db40-5b17-4499-a782-68e71e513c86>.

¹³ “Data Reses DPRD Kota Bandung Tahun 2016”, City Government of Bandung, 2017, <http://data.bandung.go.id/dataset/data-reses-dprd-kota-bandung/resource/7654988b-3cd7-47ee-962e-d627ecf930a2>.

¹⁴ “Pembentukan Sub-PPID Pembantu bagi Sekolah di Lingkungan Pemerintah Kota Bandung”, Information Service Desk of Bandung, 2017, <https://ppid.bandung.go.id/pembentukan-sub-ppid-pembantu-bagi-sekolah-di-lingkungan-pemerintah-kota-bandung>.

¹⁵ “PPID Kota Bandung Gelar Monitoring dan Evaluasi Penerapan UU Keterbukaan Informasi Publik”, Media Jabar, 2017, <http://media-jabar.net/prioritas/ppid-kota-bandung-gelar-monitoring-dan-evaluasi-penerapan-uu-keterbukaan-informasi-publik>.

¹⁶ “Sosialisasi Keterbukaan Informasi Publik bagi Guru Sekolah Dasar di Lingkungan Pemerintah Kota Bandung”, West Java Information Commission, 2017, <http://komisiinformasi.jabarprov.go.id/sosialisasi-keterbukaan-informasi-publik-bagi-guru-sekolah-dasar-di-lingkungan-pemerintah-kota-bandung>.

¹⁷ “Tentang Open Data Kota Bandung”, Open Data Bandung, accessed in February 2018, <http://data.bandung.go.id/about>.

¹⁸ Ibid.

¹⁹ Elvira Indah Sari, “Didsik Kota Bandung Siap Tampung Pengaduan Warga Terkait PPDB”, Info Publik, 2018,

<http://infopublik.id/read/279139/disdik-kota-bandung-siap-tampung-pengaduan-warga-soal-ppdb.html>.

City Government of Semarang

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

Indicators of Success 2016:

1. *Assessment of Data Governance Condition at the 5 Prioritized/Pilot Work Units*
2. *Drafting of Mayor Regulation (Perwali) on Data Governance in the City Government of Semarang.*

Indicators of Success 2017:

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

Responsible Institutions: N/A

Supporting institution(s): N/A

Start date: Not specified

End date: Not specified

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

Indicators of Success 2016:

1. *Identification of 5 datasets in 5 priority/pilot Work Units to attain synergy with One Data Basis of the Semarang City Government;*
2. *Capacity Building of data managers at 5 priority/pilot work units;*
3. *Studies on Situation Room management as a data center (NOC), center of studies and data analysis for the city of Semarang.*

Indicators of Success 2017:

1. *Identification of 62 datasets in all priority/pilot Work Units to attain synergy with One Data Basis of the Semarang City Government;*
2. *Capacity Building of data managers at all priority/pilot work units (SKPD);*
3. *Situation Room is available and serving as a data center (NOC), center of studies and data analysis for the city of Semarang;*
4. *Data synergy for the city government of Semarang with the National “One Data” portal.*

Responsible Institutions: N/A

Supporting institution(s): N/A

Start date: Not specified

End date: Not specified

Commitment 36: *Enhanced public information disclosure*

Indicators of Success 2016:

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

Indicators of Success 2017:

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

For Public Comment: Please Do Not Cite

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

Supporting institution(s): N/A

Start date: Not specified

End date: Not specified

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

Indicators of Success 2016:

1. *Integration of 2 public aspiration and complaints channel managed by the City Government of Semarang (P3M and Lapor Hendi) into LAPOR!-SP4N*
2. *Issuance of Mayor Decree (SK Walikota) related to Administration of Public Services Complaints through Minister of State Apparatus and Civil Service Reform Circular (SE MenPANRB) No 4/ 2016 on National Integration of Public Services Complaints Administration for Regional Governments into LAPOR!- SP4N Application.*
3. *Reports submitted by work units' (SKPD) monitoring and follow up of received public complaints and aspirations in 2016*
4. *Regular evaluation meeting is organized to follow up on conducted monitoring and evaluation exercise*

Indicators of Success 2017:

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

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

Supporting institution(s): N/A

Start date: Not specified

End date: Not specified

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

Indicators of Success 2016:

1. *Collection of all data under Regional House of Representatives (DPRD) authorities, in coordination with Public Information Service Desk (PPID) and supporting information services officers (PPID Pembantu)*
2. *Concept Information Management System is developed for the Regional House of Representatives (DPRD)*

Indicators of Success 2017:

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

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

Supporting institution(s): N/A

Start date: Not specified**End date:** Not specified**Commitment 39:** Improved governance of data and information under the authorities of Regional House of Representatives (DPRD)*Indicators of Success 2016:*

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

Indicators of Success 2017:

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

Responsible Institutions: N/A**Supporting institution(s):** N/A**Start date:** Not specified**End date:** Not specified

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

within the city government's administration then attended the capacity-building workshop in 2017. The Department of Communication and Informatics of the City of Semarang subsequently began developing the Situation Room for data management. In terms of data management, the city government also started implementing open data principles by publishing its datasets in reusable open data formats.

End of Term: Complete

After completing the study⁴ of the development of the situation room for data management, the city government completed the procurement process of the situation room in August 2017⁵ and started operations in February 2018.⁶ As the Presidential Regulation on One Data Indonesia policy has not been signed yet, the data synergy has not started. However, the city government continued to harmonize data policies and governance within the city's administration. In December 2017, the city government conducted a workshop for the implementation of the One Data policy.⁷ Additionally, the city government successfully identified and started publishing datasets on the one data portal www.satudata.semarangkota.go.id.

Commitment 36

Midterm: Complete

This commitment was completed by the midterm review. The city government issued Mayor Regulation No. 35/2017 on the Information Service Desk in August 2017.⁸ This regulation replaced Mayor Regulation No. 26/2012 on the Information Service Desk, which is deemed outdated and no longer relevant to the most recent state of governance in Semarang.⁹ The city government separately updated its Public Information List¹⁰ in July 2017 through the issuance of Mayor Decree No. 061/711/2017.¹¹

Commitment 37

Midterm: Substantial

The city government successfully integrated LAPORHendi into LAPOR!-SP4N but saw challenges in integrating P3M. In August 2017, the city government issued Mayor Regulation No. 34/2017 on the Guidance for Public Service Complaints Handling.¹² To ensure continued improvement, the mayor of Semarang conducted monthly meetings with the complaints administrators from all work units within the city government. Additionally, the city government organized training for complaints administrators from all work units in October 2017.

End of Term: Complete

The city government conducted regular meetings that included citizens on following up on complaints¹³ to ensure that the government responds to each complaint accordingly. The city government also published the full list of complaints channels¹⁴ and application¹⁵ used by work units within the administration for a variety of specific purposes. Upon request, the government provided the IRM researcher with a list of appointed administrators across all work units to confirm that this milestone had been completed.

The city government published monthly and quarterly reports of public complaint data both for P3M and LAPORHendi. In the year-end 2017 for P3M, the government disclosed that it had received a total of 9,477 complaints; only 6,317 of these were verified and relayed to the responsible institutions.¹⁶ Additionally, the year-end 2017 report for LAPORHendi disclosed that the city government had received a total of 266 complaints: 28 of these were resolved, 193 were being processed, and the remaining 45 had not yet been followed up.¹⁷ The complaints follow-up rates were 99% on P3M¹⁸ and 83% on LAPORHendi.¹⁹

Commitment 38

Midterm: Limited

The city government, through the Development Planning Agency, developed the information management system e-Pokir. On this platform, citizens can submit ideas and proposals to members of the city parliament to be considered during development planning. However, the city government did not complete the collection of all legislative data.

End of Term: Substantial

The city parliament began publishing information of legislative process, budgeting, monitoring, and administrative and legislative cycle activities on its official website and developed e-Sarapan,²⁰ a platform on which citizens can channel their wishes—in addition to e-Pokir,²¹ which the City Development Planning Agency administers. Citizens can also monitor the legislative process through the city parliament's

For Public Comment: Please Do Not Cite

YouTube channel,²² where the city parliament occasionally live streams and also posts recordings of legislative proceedings. However, the city parliament did not complete the collection and publication of data through its Supporting Information Service Desk.

Commitment 39

Midterm: Limited

The city parliament published information related to primary responsibilities and roles, working mechanism, profiles of city parliament members, and legislative cycle schedules on the city parliament's website www.dprd.semarangkota.go.id. However, the publication did not include the outcome of the city parliament's activities and achievement of their targets.

End of Term: Limited

The city parliament has continued publishing information regularly on its official website. However, similar to the findings during the midterm review, the city parliament still has not published information of the outcomes of their activities and the achievements of their performance targets. To streamline the process, the website redirects users to the following subpages:

- “e-Legislatif” for information on legislative and law making process
- “e-Penganggaran” for information on government budgeting process
- “e-Pengawasan” for information on government oversight conducted by the city parliament
- “e-Kesekretariatan” for administrative information
- “TV Parlemen” for recordings and videos of the city parliament's activities hosted on YouTube
- “Agenda Kegiatan” for information on the city parliament's activities schedule

Did It Open Government?

Commitment 34

Access to Information: Marginal

Although the Mayor Regulation on Integrated Data Governance System in Semarang had been issued, the Presidential Regulation on One Data Indonesia was still being drafted. To ensure harmony between the Mayor Regulation and the Presidential Regulation, the city government has committed to adjusting its regulation once the Presidential Regulation is signed into effect. Meanwhile, a civil society representative from a freedom of information advocacy group commented that the issuance of the Mayor Regulation cemented the city government's commitment in implementing One Data policy.²³ Specifically, civil society highlighted the importance of its role in developing the regulation to ensure effective design of the data governance system.²⁴

Early results of the implementation of this commitment resulted in an increased number of datasets published on the city's open data platform. With the Mayor Regulation in effect, work units within the city government's administration must adhere to certain principles and standard procedure in managing its data, therefore improving the quality of the data and also the quality of access to information for the citizens.

Commitment 35

Access to Information: Marginal

This commitment accelerated the development of a One Data basis for the City Government of Semarang. The city government started publishing datasets in open data formats and began conducting workshops for data managers from across work units to enhance their capacity in managing datasets. Although the city government had initiated and begun publishing datasets on its One Data portal, the data synchronization process with the One Data Indonesia portal had not begun due to significant delays on the signing of the Presidential Regulation on One Data Policy.

Commitment 36

Access to Information: Did Not Change

For Public Comment: Please Do Not Cite

This commitment saw the city government updating its internal policy and the public information list. However, due to its lack of any public-facing element, it is difficult to determine if the implementation of this commitment brought any changes to government practice.

Commitment 37

Public Accountability: Marginal

The integration of P3M and LAPORHendi signified efforts from the city government to make it easier for citizens to file public complaints. Regular meetings between work units within the city government involving public representatives also indicated positive steps toward enhancing the government's accountability in response to public complaints. Additionally, by publishing regular reports of complaints follow-up data, citizens now have the avenue to understand how the city government responds to public complaints. Going forward, the city government could incorporate a tracking system that will allow citizens to monitor the status and progress of their complaints.

Furthermore, a civil society representative from a freedom of information advocacy group commented that one of the crucial problems was lack of awareness among citizens that the city government maintains public complaints channels.²⁵ Therefore, the number of users across the various public complaint channels remains relatively low compared with the city's population. However, civil society noted that the City Government of Semarang has displayed a strong commitment to enhancing the quality of its complaints handling due to high engagement at the leadership level.²⁶

Commitment 38

Access to Information: Marginal

The development of e-Pokir and e-Sarapan for citizens to channel their hopes and retrieve legislative information enhanced the public's access to legislative information. However, the city government and parliament fell short at collecting and publishing data that would enable citizens access to information related to legislation programs, draft ordinances, academic papers, comparative study reports, and minutes of parliamentary deliberation. Additionally, despite the development of the information systems, citizens remain unable to communicate with their city parliament members and to follow up on their proposals, as the design of these systems does not include a public consultation feature.

Commitment 39

Access to Information: Did Not Change

The development of the city parliament's official website saw an increase in the amount of information made available for public access. However, most of the information falls into the categories of administrative and organizational information (such as organizational chart and individual profiles of the city parliament's members) that do not contribute to improving the quality of information or to citizens' level of engagement.

However, although the platform has been developed, the city parliament often did not update its online activities schedules. The IRM researcher found several dates in which no online schedule information was available despite subsequent reports showing the city parliament's having activities on those dates. Additionally, information on legislative, budgeting, and oversight activities has been limited to post-activity reports. Therefore, the public did not have any opportunities to provide feedback and comments or to participate in public hearings the city parliament hosted.

Carried Forward?

These commitments were not carried forward to the fifth action plan. However, the government has committed to continue the work on mainstreaming open government practice further at the subnational level through a "smart city" commitment included in an internal non-OGP action plan.

¹ "Peraturan Walikota Semarang No. 40/2017 tentang Sistem Pengelolaan Data Terpadu Daerah", City Government of Semarang, 2017, <http://satudata.semarangkota.go.id/adm/file/20171011081132PerwalNo.40Tahun2017ttgSingleData.pdf>.

² Ibid.

³ "Datasets", Open Data Semarang, accessed in December 2017, <http://opendata.semarangkota.go.id/dataset>.

⁴ "Denah Rencana Situation Room", City Government of Semarang, 2017, https://drive.google.com/file/d/1tMYMawBceln9CvfFCay9pK_K6rpylGfB/view.

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- ⁵ “Informasi Lelang Renovasi Gedung Balai Kota untuk Situation Room Ex Ruang Data”, City Government of Semarang, 2017, <https://lpse.semarangkota.go.id/eproc/lelang/view/3281108>.
- ⁶ “Tekan Kriminalitas, CCTV se-Kota Semarang Akan Terintegrasi”, City Government of Semarang, 2018, <http://semarangkota.go.id/berita/read/7/berita-kota/2142/tekan-kriminalitas-cctv-se-kota-semarang-akan-terintegrasi>.
- ⁷ “Implementasi Data Terpadu Daerah melalui Forum Data Terpadu dan Pusat Data Terpadu”, City Government of Semarang, 2017, <https://drive.google.com/file/d/1F1cSg6kfgz9gE2Kv8jV7acKsKOshWSyI/view>.
- ⁸ “Peraturan Walikota Semarang No. 35/2017 tentang Pedoman Pengelolaan Informasi dan Dokumentasi Publik di Lingkungan Pemerintah Kota Semarang”, City Government of Semarang, 2017, <http://satudata.semarangkota.go.id/adm/file/2017100908074414.PerwalPPID.pdf>.
- ⁹ Ibid, p. 1.
- ¹⁰ “Daftar Informasi Publik di Lingkungan Pemerintah Kota Semarang”, City Government of Semarang, 2017, https://drive.google.com/file/d/1YfwcEEDMXIOYB7B_ujeSI_vcjFTRAIS0/view.
- ¹¹ “Keputusan Walikota Semarang No. 061/711/2017 tentang Daftar Informasi Publik”, City Government of Semarang, 2017, http://ppid.semarangkota.go.id/po-content/uploads/SK_DIP_KONSIDERAN_2017_-_fix.pdf.
- ¹² “Peraturan Walikota Semarang No. 34/2017 tentang Pedoman Pengelolaan Pengaduan Masyarakat tentang Pelayanan Publik”, City Government of Semarang, 2017, <http://satudata.semarangkota.go.id/adm/file/2017100908063413.PerwalP3M.pdf>.
- ¹³ “Rapat Evaluasi Berkala Tindak Lanjut Pelaksanaan Pengaduan”, City Government of Semarang, 2017, <https://drive.google.com/file/d/1tGQjilHLN8-RvBEwdBsNDgBY6KJCtO0FV/view>.
- ¹⁴ “Info Pengaduan Kritik”, City Government of Semarang, 2017, https://drive.google.com/file/d/1tMs41V_dAbLdBP8nwfIKwRI7TjZ8pfT8/view.
- ¹⁵ “Aplikasi Interaktif dan Integrasi”, City Government of Semarang, 2017, https://drive.google.com/file/d/1U2axes_b4eMs7oZJFP_0Pb5YHkZ6hNBb/view.
- ¹⁶ “Data LAPOR Tahun 2017”, City Government of Semarang, 2017, <https://drive.google.com/file/d/145j3CwY7nVywdOlzijiQR6KtRMq5rqN/view>.
- ¹⁷ “Pengelolaan Pengaduan Masyarakat LAPORHendi”, City Government of Semarang, 2017, <https://drive.google.com/file/d/16oRPIBgpX65cClrabUmlFMpKXgNKmUm0/view>.
- ¹⁸ “Data LAPOR Tahun 2017”, City Government of Semarang.
- ¹⁹ “Pengelolaan Pengaduan Masyarakat LAPORHendi”, City Government of Semarang.
- ²⁰ “e-Sarapan”, City House of Representatives of Semarang, accessed in December 2018, <http://sarapan.semarangkota.go.id>.
- ²¹ “e-Pokir”, City Government of Semarang, accessed in December 2018, <https://bappeda.semarangkota.go.id/pokir>.
- ²² “DPRD Kota Semarang”, YouTube, accessed in December 2018, https://www.youtube.com/channel/UCVsGLG7hkfUcYs_FoduemoQ.
- ²³ Darwanto (MediaLink), interview by IRM researcher, 12 December 2018.
- ²⁴ Ibid.
- ²⁵ Darwanto (MediaLink), interview by IRM researcher, 12 December 2018.
- ²⁶ Ibid.

Provincial Government of the Special Capital Region of Jakarta

Commitment 45: *Strengthening infrastructure for public information disclosure*

Indicators of Success 2016:

- 1. Dissemination of Revised Governor Regulation on Information Service Desk (PPID) for Public Information Disclosure Number 48 of 2013*
- 2. Provincial Information Service Desk (PPID) is created*
- 3. Provincial Information Services (PPID) website is developed*

Indicators of Success 2017:

- 1. Improved information services achieved through the creation of information services desk at all work units (SKPD) and pilots in 5 urban wards (kelurahan) at each administrative municipalities (Kota Administrasi)*
- 2. Information from all work units' (SKPD) website is housed in the jakarta.go.id domain*

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

Supporting institution(s): N/A

Start date: Not specified

End date: Not specified

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

Indicators of Success 2016:

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

Indicators of Success 2017:

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

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

Supporting institution(s): N/A

Start date: Not specified

End date: Not specified

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

Indicators of Success 2016:

- 1. Inventory of all services, information, public applications managed by all work units (SKPD) under Jakarta Provincial Government is developed, as basis for the draft communications and dissemination strategy development;*
- 2. Ensuring all services/sub domain incorporated in the Jakarta.go.id home page are accessible and operational;*
- 3. Integration of public information/services features which had not been featured in jakarta.go.id portal (examples: e-development planning meeting (e-musrenbang) (?), ebudget (?), Food Info (InfoPangan)), to be featured in the jakarta.go.id portal; using inventory list as a basis for all services, information, and public applications generated by all work units (SKPD);*
- 4. Ensuring all work units' (SKPD) websites under the Jakarta Provincial government and sub domain websites linked to Jakarta.go.id portal, to provide link to Jakarta.go.id portal homepage*

Indicators of Success 2017:

For Public Comment: Please Do Not Cite

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

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

Supporting institution(s): N/A

Start date: Not specified

End date: Not specified

Commitment 48: Strengthening public services complaints channels

Indicators of Success 2016:

1. Percentage of effective follow up of complaints (75%)
2. Development of Citizen Relationship Management (CRM) system to integrate all public complaints channels (including those reported through LAPOR! channel)

Indicators of Success 2017:

Percentage of effective follow up of complaints (80%)

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

Supporting institution(s): N/A

Start date: Not specified

End date: Not specified

Commitment 49: Strengthening of Data Governance

Indicators of Success 2016:

1. Availability of 1000 Datasets in the Open Data Portal (data.jakarta.go.id)
2. Verified work units (SKPD) data based on the "Mechanism to gather, process, verify and validate, dissemination and analysis of data" (Annex II of Governor Regulation 181/ 2014) and development of one meta data (85%)
3. Increase in the number of data producing institutions from 51 to 57 institutions

Indicators of Success 2017:

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

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

Supporting institution(s): N/A

Start date: Not specified

End date: Not specified

For Public Comment: Please Do Not Cite

Commitment 50: Public Participation in Development Planning

Indicators of Success 2016:

1. Online neighborhood association (RW) level meeting is taking place through electronic development planning meeting (eMusrenbang) at all RWs
2. A channel is available for citizens to provide direct input through the electronic development planning meeting (e-Musrenbang) system
3. Publication of development planning during Regional Government Work Plan(RKPD) formulation, General Budget Policies and Provisional Budget Ceiling (KUA-PPAS) presentation, Regional draft budget (RAPBD) and Regional budget (APBD) formulation stages in the e-Budgeting system (apbd.jakarta.go.id)

Indicators of Success 2017:

1. Direct monitoring feature is in place for citizens' proposals in the e-development planning meeting (e-Musrenbang) system;
2. Publication of development planning outcome at every stages, in easily accessible forms for the public.

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

Supporting institution(s): N/A

Start date: Not specified

End date: Not specified

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

Commitment Overview	Specificity				OGP Value Relevance (as written)				Potential Impact		Com-pletion		Midterm	Did It Open Government?							
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Technology & Innovation for Transparency & Accountability	None	Minor	Moderate	Transformative	Not Started	Limited	Substantial	End of Term	Worsened	Did Not Change	Marginal	Major	Outstanding
45. Strengthen infrastructure for public information disclosure				✓	✓						✓					✓			✓		
46. Enhanced utilization of public information through communication strategy			✓		✓					✓				✓				✓			

47. Enhanced utilization of public information on Jakarta.go.id portal				✓	✓			✓			✓				✓					
48. Strengthened public services complaints channels				✓			✓			✓				✓				✓		
49. Strengthened data governance				✓	✓					✓						✓		✓		
50. Public participation in development planning				✓	✓	✓		✓			✓			✓					✓	

Commitments Aim

Indonesia's fourth action plan included six commitments from the Provincial Government of the Special Capital Region of Jakarta. Commitment 45 aimed to strengthen the provincial government's public information disclosure policy by disseminating the revised Governor Regulation on Information Service Desk to all work units within its administration and by integrating data published by each work unit into the jakarta.go.id data portal.

Commitment 46 sought to improve the provincial government's public information management by developing an effective communications strategy. This strategy would outline the provincial government's plans on disseminating public information by all work units and would involve the use of all forms of media, including print, digital, direct, and publication in public spaces.

Commitment 47 planned to optimize the use of jakarta.go.id as the provincial government's one-stop service portal. To achieve this objective, the provincial government will require all work units to develop a list of all public services and to integrate the information they provide into this portal.

Commitment 48 aimed to develop a citizen relationship management (CRM) system to enhance the effectiveness of the provincial government's response mechanism to public complaints. At the end of the implementation period, the provincial government aimed to achieve an 80% effective complaint follow-up percentage.

Commitment 49 called for strengthening the provincial government's data governance by increasing the number of work units within the administration that produce public data and subsequently integrating these data into the data.jakarta.go.id portal.

Commitment 50 sought to improve the quality of public participation in the process of development planning within the provincial government. Implementation of this commitment will see the provincial government enabling citizens to participate in consultation meetings at the neighborhood level by using the e-Musrenbang and e-Budgeting systems.

Status

Commitment 45

Midterm: Complete

This commitment was completed by the midterm review. The Provincial Government of Jakarta created its Information Service Desk with the issuance of Governor Decree No. 839/2017 on Information Service Desk in April 2017. The provincial government then developed the website ppid.jakarta.go.id to support the dissemination of information through the Information Service Desk. Five urban wards within the

provincial government's administration then followed this up by creating their own Information Service Desks. The provincial government also completed the initial phase of integrating data from its work units into the jakarta.go.id portal. To ensure the quality of service provided by all Information Service Desks across the work units, the provincial government's administration developed a standard operating procedure. This document outlines that citizens who file public information requests must receive registration identification, which they can use to monitor the status of their requests. Subsequently, the Information Service Desk to which they file their requests must respond within 10 days.

Commitment 46

Midterm: Limited

The provincial government began drafting the communications and integrated dissemination strategy, but the process saw considerable delay. The provincial government did not provide any copy of the draft.

End of Term: Limited

To support the process of developing the communications and integrated dissemination strategy, the Provincial Government identified the channels and methods that they were already using. Some of the channels that the Provincial Government uses include website, YouTube channel, LED display in busy areas, monthly magazine, and a variety of social media platforms.¹ However, by the end of the implementation period, the provincial government still had not completed the communications and integrated dissemination strategy.

Commitment 47

Midterm: Substantial

The Provincial Government reconfigured the jakarta.go.id portal to accommodate the integration of service information provided by all work units, effectively making it a one-stop service portal. However, a number of work units and services were still not integrated to the portal. Additionally, due to insufficient data, it was difficult to determine the growth in traffic to the portal.

End of Term: Substantial

The Provincial Government confirmed that 100% of all work units and services that maintain official websites have been integrated to the jakarta.go.id portal.² In December 2017, the provincial government reported that the portal had seen a 74.41% growth in traffic since December 2016.³ Furthermore, the IRM researcher independently confirmed that the portal is accessible in both desktop and mobile modes. As jakarta.go.id serves as the provincial government's one-stop service portal, the provincial government has also completed integrating all websites under its administration to the portal.⁴ The portal also provides citizens with access to the provincial government's complaints channels, budget plans, data bank, and information request.

Commitment 48

Midterm: Limited

The provincial government operates a number of complaints channels to provide wider access to citizens across different platforms, including LAPOR!, Qlue Smart City App, Facebook, Twitter, email, text message, and One-Stop Kecamatan at the district level. However, the provincial government did not provide data concerning complaints follow-up across these platforms during the midterm review. Meanwhile, the provincial government began the development of the Citizen Relationship Management system.

End-of-Term: Limited

In September 2017, the governor of Jakarta signed the Governor Regulation No. 128/2017 on Public Complaints Management Using Citizen Relationship Management Application.⁵ The regulation mandates the Jakarta Smart City work unit as the administrator of the CRM system.⁶ It also outlines in detail the mechanism of complaints follow-up and how each work unit's responses will be evaluated based on response time, level of urgency and difficulty, and quality of response.⁷

Shortly after the issuance of the Governor Regulation, the CRM became operational at crm-dashboard.smartcity.jakarta.go.id and also in the form of an Android mobile application. Because the system's function is to simplify the process of handling public complaints received through the various

channels that the provincial government maintains, it is not available for public access. Only appointed administrators have access to the system under the coordination of the Jakarta Smart City work unit.

As the provincial government did not provide the necessary data, the IRM researcher could not determine whether the provincial government had succeeded at achieving the target of 80% effective complaints follow-up. Although a report dated June 2017 showed that the provincial government followed up to 62% of public complaints, it only includes the figures from LAPOR!⁸ Therefore, it cannot be accepted to represent the provincial government's overall performance on following up public complaints. Additionally, the data do not specify the forms of responses, making it difficult to determine whether they qualify as effective follow-up in accordance with the commitment text and the corresponding Governor Regulation.

Commitment 49

Midterm: Complete

This commitment was completed by the midterm review. The provincial government successfully increased the number of verified datasets available on the data.jakarta.go.id portal to 1,573 by July 2017, surpassing the target of 1,500 datasets. A total of 114 work units contributed to the production and publication of these datasets, also surpassing the target of 101 work units. This figure represents a 224% growth from 57 work units prior to the implementation of these commitments. In a September 2017 report,⁹ the provincial government credited the data discovery workshop that it organized for all work units within the administration for this commitment's successful implementation.

Commitment 50

Midterm: Limited

The e-Musrenbang portal became operational for citizens to submit development planning ideas and proposals to the provincial government through their neighborhood association. Citizens can also monitor the progress of their proposals. Access to the portal remained limited, however, as it requires visitors to create an online account to gain access. Additionally, the provincial government did not publish the relevant development plans—comprising its work plan, general budget and ceiling policy, and budget plan by the midterm review period.

End of Term: Substantial

With the musrenbang.jakarta.go.id portal being operational, citizens have been able to submit development proposals to the Provincial Government of Jakarta. They can also monitor the status of all proposals submitted through the system to ensure full transparency.¹⁰ Citizens must create an account to access the portal, as the portal needs to verify that every proposal is submitted by Jakarta residents.

In a September 2017 report¹¹, the provincial government highlighted how the portal helps Jakarta residents actively participate in development planning despite not being able to attend the neighborhood association's development planning meeting in person. The provincial government also published detailed information of how many proposals were accepted and how much of the budget was allocated after all proposals had been screened. Additionally, the provincial government published documents throughout 2017 on the apbd.jakarta.go.id e-Budgeting portal that allowed citizens to oversee the formulation process of the provincial government's Work Plan, Budget Priorities and Funding Levels, and Budget Plan.¹²

Did It Open Government?

Commitment 45

Access to Information: Marginal

The regulation on Information Service Desks had already existed for a few years before the implementation of this commitment. However, under different leadership, it never materialized. The implementation of this commitment helped ensure that this did not happen again, in accordance with the revision to the previous regulation. The provincial government also showed commitment to establishing clear standards of service provision by developing the standard operating procedure for public information request management. It is unclear, however, how the Information Service Desks benefit from the centralization of public data on the jakarta.go.id portal.

According to a civil society representative from a freedom of information advocacy group, the provincial government tends to rely heavily on utilizing online channels,¹³ whereas there are still members of the

public who would benefit from conventional forms of communication. Therefore, the creation of Information Service Desks across work units within the government could help improve the quality of access to information,¹⁴ particularly for citizens who are not equipped with adequate technological infrastructure.

Commitment 46

Access to Information: Did Not Change

This commitment did not change any aspects related to public access to information, as the provincial government failed to develop the communications and integrated dissemination strategy. As noted in the midterm report, the provincial government did not see the development of such strategy as a priority to act upon. Civil society echoed similar sentiment—noting that more often than not, the level of success of implementing a commitment at the subnational level depends on whether or not the subnational government leadership sees the commitment as a priority.¹⁵

Commitment 47

Access to Information: Marginal

The provincial government's efforts to integrate all public information channels to the jakarta.go.id portal indicated major steps toward improving citizens' ease of access to information. It allows the provincial government to streamline the process of managing public information across all work units, therefore minimizing confusion among citizens. The Office of Communications, Informatics, and Statistics is responsible for managing the portal and coordinating across all work units within the provincial government.

Prior to the integration planned in this commitment, the provincial government had already developed the jakarta.go.id portal. However, it had little traffic because public information was scattered across different government portals. In other words, although most of this information was already available prior to this commitment's implementation, the commitment has made it easier for citizens to browse and find information.

With the integration of public information, citizens now only need to use one portal to gain access to public information across different sectors as opposed to looking across a variety of websites. Additionally, the portal also has a "Balai Warga" feature, which allows Jakarta citizens to file reports. Some types of information available on the portal include:

- Budget information: the provincial government's financial reports, annual budget plans, and budget realization monitoring reports.
- Tourism information: public attractions across Jakarta and transportation guide.
- Data bank: menu item with a hyperlink to the provincial government's wealth of public data ranging from procurement information, investment reports, program reports, disaster data, to job openings within the government.
- Information request: menu item with a hyperlink redirecting users to the provincial government's PPID website where they can file online information requests and subsequently track their status.
- Infographics: a collection of the provincial government's public service infographics that can be viewed and downloaded for further dissemination.
- Basic services information: birth certificate, divorce certificate, marriage certificate, family card (KK), ID card (KTP), and taxation.
- Business: incentives to do business in Jakarta, investment opportunities, business permits procedure, and the provincial government's asset and financial management reports.

Commitment 48

Public Accountability: Did Not Change

The development of the CRM system represents an important step for the provincial government in improving the quality of its internal public complaints management. Premi Lasari, chief of the Provincial Government's Bureau of Governance, noted that the CRM system is an upgrade of the provincial

government's complaints handling practice.¹⁶ It allows government officials across all levels and work units to easily coordinate public complaints follow-up to ensure the most appropriate and effective response from the responsible work units.¹⁷

Nonetheless, considering that the provincial government already had a complaints administration system prior to this commitment and also that the commitment saw only limited completion in implementation, it is difficult to determine whether it actually contributed to any change in government. Moreover, the CRM system can only be accessed by the relevant government staff in charge of administering public complaints without a clear set of rules that could be justified as an improvement compared with the system that the provincial government previously had in place.

Furthermore, the commitment aimed to increase the rate of effective complaints follow-up using the CRM system to 80%. However, in addition to unclear indicators of what constitutes an effective complaint follow-up, the provincial government did not have any data on its complaint follow-up performance, making it difficult to determine whether this commitment resulted in any changes in public accountability.

Commitment 49

Access to Information: Marginal

Increased numbers of verified datasets and work units contributing to their publication on the data.jakarta.go.id portal suggest that the Provincial Government of Jakarta continued to encourage its work units to make more information available for public access. From independent investigation, the IRM researcher also found that the datasets available on the portal are published in open data formats. This suggests that the provincial government took into account how citizens can actually use these datasets. However, further investigation revealed that the provincial government had already been publishing datasets in open data formats prior to the implementation of this commitment. Therefore, on account of increasing the number of datasets available for public access, this commitment contributed to a marginal change to public access to information.

Commitment 50

Access to Information: Marginal

Civic Participation: Marginal

The implementation of this commitment helped improve the quality of public access to information and civic participation in development planning within the Province of Jakarta. Although citizens already were able to submit their ideas for development programs through meetings at the neighborhood association level prior to this commitment, their ability to do so was limited to in-person participation. By developing the e-Musrenbang portal, the provincial government ensured better opportunities for citizens to participate in the process of development planning. Additionally, regular publication of development planning documents on the e-Budgeting portal also provides citizens with greater access to relevant development planning information.

Carried Forward?

These commitments were not carried forward to the fifth action plan. However, the government has committed to continue the work on mainstreaming open government practice further at the subnational level through a "smart city" commitment included in an internal non-OGP action plan.

¹ "Rancangan Strategi Komunikasi Pemprov DKI Jakarta", Provincial Government of Jakarta, 2017, https://drive.google.com/file/d/1Z4ohl-1cKekgQyvX_1X1DGZL7WXT8Mr/view.

² "Integrasi jakarta.go.id", Provincial Government of Jakarta, 2017, https://drive.google.com/file/d/1cHjwhFOUzj_zKuamoUg5_G3_qdO0Rzmk/view.

³ "Peningkatan Traffic Portal jakarta.go.id", Provincial Government of Jakarta, 2017, <https://drive.google.com/file/d/1ioF806U1x6-acD3oYtMnIKVsPIZzpLzY/view>.

⁴ "Keterhubungan dengan Jakarta.go.id", Provincial Government of Jakarta, 2017, <https://drive.google.com/file/d/1LxTd9KEL-3rVKIbFYhl57nlU69jlZsm/view>.

⁵ "Peraturan Gubernur DKI Jakarta No. 128/2017 tentang Penyelenggaraan Pengaduan Masyarakat melalui Aplikasi Citizen Relationship Management", Provincial Government of Jakarta, 2017, <https://jdih.jakarta.go.id/uploads/default/produk hukum/NO. 128 TAHUN 2017 1.pdf>.

⁶ Ibid.

⁷ Ibid.

⁸ “Kajian Mekanisme Sistem Pengelolaan Pengaduan Layanan Publik Pemprov DKI”, Provincial Government of Jakarta, 2017, https://drive.google.com/file/d/19JU2ToYaX9r_376x8DMdRJUnX-lvm0Uv/view.

⁹ “Peningkatan Dataset Pemprov DKI Jakarta”, Provincial Government of Jakarta, 2017, https://drive.google.com/file/d/1hFtl9dHNKI1vMiLOp5jOhOWIL0EizH_K/view.

¹⁰ “Partisipasi Publik dalam Perencanaan Pembangunan”, Provincial Government of Jakarta, 2017, https://drive.google.com/file/d/18h7_BIFTViMGsPfPk3Gcal_4ln5Uoetr/view.

¹¹ Ibid.

¹² “Informasi Publik APBD Provinsi DKI Jakarta Tahun 2017”, Provincial Government of Jakarta, 2017, <http://apbd.jakarta.go.id/main/pub/2017>.

¹³ Darwanto (MediaLink), interview by IRM researcher, 12 December 2018.

¹⁴ Ibid.

¹⁵ Darwanto (MediaLink), interview by IRM researcher, 12 December 2018.

¹⁶ Sherly Puspita, “CRM, Pola Baru Pelaporan Qlue yang Ditandatangani Djarot dan Dikerjakan Anies-Sandi”, Kompas, 2017, <https://megapolitan.kompas.com/read/2017/11/24/21465131/crm-pola-baru-pelaporan-qlue-yang-ditandatangani-djarot-dan-dikerjakan>.

¹⁷ Ibid.

Methodological Note

The end-of-term report is based on desk research and interviews with governmental and nongovernmental stakeholders. The IRM report builds on the findings of the government's self-assessment report; other assessments of progress put out by civil society, the private sector, or international organizations; and the previous IRM progress report.

In developing this report, the IRM researcher reviewed the Government of Indonesia's self-assessment reports, publications by relevant government institutions, news articles, past IRM Indonesia reports, and a series of internal reports provided by the government institutions responsible for each commitment through the Open Government Indonesia National Secretariat.

To gather deeper insights and further comments into the process and results of Indonesia's fourth action plan implementation, the IRM researcher also conducted interviews with the following government staff and civil society representatives:

- Husni Rohman, Ministry of National Development Planning (Bappenas)
- Tities Eka Agustine, Open Government Indonesia (OGI) National Secretariat
- Debby Adelina Suryani, Open Government Indonesia (OGI) National Secretariat
- Darwanto, MediaLink & CSO Secretariat for OGP Indonesia
- Astrid Debora, Indonesian Center on Environmental Law (ICEL)
- Christian Evert, Indonesia Corruption Watch (ICW)
- Candra Wijaya, Wahana Visi Indonesia (WVI)
- Hendrik Rosdinar, YAPPIKA-ActionAid
- Indriana Nugraheni, Sustainable Development Goals (SDGs) National Secretariat

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

