

POLICY BRIEF:

Implementation Of e-Government in Indonesia, What Is Necessary?

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THE USE OF E-GOVERNMENT AT SUB-NATIONAL LEVEL IN INDONESIA

Corruption Perception Index (CPI) year 2015 placed Indonesia on 88th out of 168 countries measured scoring 36. The score improved by 2 points that improves 19 positions compared to the previous year. Indonesia is far behind its ASEAN partners like Singapore (CPI Score 86) and Malaysia (CPI Score 50). This is a sign that Indonesia is still fighting against corruption. The chance for corruption is high when practices of transparency, accountability, and participation don't guide the governance process.

The government issued the movement of Open Government Indonesia (OGI) that commits to run programs and action plans by strengthening pillars of transparency through

- (1) Accountability and transparency;
- (2) Technology and innovation;
- (3) Public participation.

To improve public participation in policy making process, RPJMN 2015-2019 mandated two main strategies (Bappenas, 2016), namely:

- (i) Build public information transparency and public communication; and
- (ii) Encourage the people to access and make use of public information.

As a global initiative started in September 2011, Open Government Partnership (OGP) has required the governance to be more transparency, accountability, participative, and innovative. Since the beginning of 2016, OGP, previously functioned as a platform for national government level only, has begun development down to sub-national government level.

In Indonesia, the action plan for OGP 2016 – 2017 included five cities as development region for OGP namely Jakarta, Banda Aceh, Semarang, Bandung and Bojonegoro Regency. Besides that, OGI National Secretary has been formed to ensure the realization of the goals are met, also perform series of review based on case study and best practices of Open Government in the local region.

EVIDENCE BASED POLICY DEVELOPMENT IS REQUIRED

E-budgeting and e-planning are the two earliest applications of the e-government that were introduced upon the enactment of Presidential Instruction No. 3/2003 regarding the National Policy and Strategy of e-government implementation and the e-government Blue Print by the Minister of Information and Communication

that was launched in 2004. After more than a decade, the government stated that in 2018, e-budgeting and e-planning should be applied nationwide. **Nevertheless, lack of evidence on the real use of the existing local governments' e-budgeting and e-planning by the intended users and operators, may hamper possible improvements for the system.**

Why does that problem matter? First, if the e-government facility is not used optimally, there is a possibility for the main users, i.e. the government officials, to bounce back and use the offline procedure hence wasting resources that have been poured to build and improve the e-government from a decade back. Second, if there are no lessons learned from the use of e-government facility by the intended users, the future implementation of e-government might lose opportunity to avoid the same mistakes that have been done in the previous systems. Thirdly, There are many and varied disincentives for village authorities and community actors to use the e-planning and e-budgeting. **Through this research findings, we hope National government OGP actors are presented with compelling evidence and deliberate about it. So that, the final outcome of this project is to refine, improve and make more realistic future policy content and present policy delivery on e-government.**

WHAT POLICIES DOES INDONESIA HAVE?

1. Freedom of expression in public as a manifestation of democracy in the life as a nation, society and state has been mandated in Law no. 9 of 1998.
2. Law no. 40 of 1999 concerning Press was published and reinforced by Law no. 32 of 2002 concerning Broadcasting.
3. Current information transparency must also arrive at budget transparency in accordance with Law no. 17 of 2003 concerning State Finances in which it is stated that to realize the objective of the nation, creates the rights and obligations of the country that can be valued with money, the Law also regulates the management of the

budget both in central and sub-national government levels.

4. Law no. 32 of 2004 concerning Regional Governance explains about the implementation of government.
5. Law No. 11 of 2008 concerning Information and Electronic Transactions become one of the foundations of e-government implementation in Indonesia, where the government needs to support the development of information technology through legal infrastructure and its arrangement so that the utilization of information technology is done safely to prevent misuse by paying attention to religious values and social culture of Indonesian society.
6. In relation to the implementation of open government, the legal protection that regulates more clearly comes through Law no. 14 of 2008 concerning Public Information Disclosure (UU KIP) which requires that every public information be open and accessible to any user of public information. To manifest a fast, precise and simple service, every Public Agency must appoint an Information and Documentation Management Officer (PPID).
7. Law no. 25 of 2009 concerning Public Service explains that public service is a series of activities in the effort of fulfilling the needs for services in accordance with laws and regulations for citizens and residents regarding goods, services and/or administrative services provided by public service providers.
8. Information Commission Regulation No.1 Year 2010 explains that PPID is the official responsible for storage, documentation, provision, and / or information service in Public Agency.
9. Law No. 23 of 2014 concerning Regional Government (decentralization) also explains that the implementation of sub-national government is directed to accelerate the realization of the community welfare through improving services, empowerment, and community participation, as well as enhancing regional competitiveness by considering the principles of democracy, equity, justice and uniqueness of a region in system of the United Country of the Republic of Indonesia.

WHAT ARE THE CHALLENGES?

Challenges in Public Policy Level (national, provincial, and local policies)

1. Inter-governmental system isn't integrated

The national policy that technically regulating the implementation of e-government is not available. Until now, the scope of responsibilities in the ministry lines is still fragmented according to the nomenclature of each institution. Policy that is still not synergic caused the implementation and coordination not integrated with one another. This caused each institution to develop its own platform, which may improve the efficiency and effectiveness of work within the internal scope, but does not facilitate inter-institutional coordination.

2. Difficulties in translating the National Development Planning System in digital space

The governance of development planning has to refer to Law No. 25 Year 2004. What has been running and operating manually by the state administrator is not easily changed into digital practice. The challenges are both at technicalities and substance element.

3. Fiscal support

The available budget to develop e-government mechanism, especially at sub-national level, is currently limited. Implementation of e-government has to cover the investments on the tool (computer) and human (operator). Every year, budget should be allocated to build the system and strengthening support resources.

4. Infrastructure support

In the use of e-budgeting, when the accountability documents are still lacking and the ombudsman requesting documents and information to complete them is hampered due to the absence of internet and electricity access. This causes budgeting to be delayed and cannot be followed up quickly.

5. Safeguarding the private role

Currently the government does not have the internal capability to develop e-government applications and programs with existing resources. Cooperation with private parties and civil society institutions became one of the solutions taken to develop the innovation. However, conflict of interest is a solid concern, of which government must govern well to avoid the following but not limited to data abuse, dependency and potential cost inefficiency.

Challenges in Organization/Institution (organization, workplaces, network)

1. Nomenclature in each government agency

Each government agency carries out the work and responsibilities that have been mandated. Coordination is essential to ensure synergic and integrated program implementation. In addition, good coordination will seek mutual success and improve efficiency, effectiveness in the development and implementation of e-government. There is a tendency of competition between institutions when making an innovation.

2. Monitoring and Mentoring Innovation Development

Government does not undertake regular monitoring and in-depth research on the experiences and lessons learned from areas that have been practicing e-government. The assistance to sub-national governments in pioneering the implementation of e-government hasn't been performed enough, so sub-national governments must be creative and courageous to change from conventional practices into IT-based practices. When sub-national governments do not have sufficient capacity and space to do so, the implementation of e-government will be hampered.

3. Contextual Creative Space

Innovation can grow if given creative space that facilitates new ideas. The findings of the research found that SKPD can be a key actor to answer the problems in the sector they manage through information technology innovation. The question is how create that creative space?

4. Combined offline and online Democracy space is non-negotiable practice

Innovations about how combine offline or face-to-face with online in development planning should be developed to ensure transparency, accountability and participation can still be realized in open government. To date, the best practice is found in the sub-national government agencies that are serving the people through offline mechanism, and in addition to that, the digital based innovations are developed to complement and narrowed the gap that can't be addressed in a more effective and efficient manner should it only use the conservative approach.

Challenges in Community Level (design, access, connectedness, space)

1. Limited Access to Internet

Limited access is still closely linked to various other support factors that bridge the people and government innovation. Access limitations are of a technical nature and substantial. On the technical side, access limitations can occur due to lack of support and facilities that are prerequisites in utilizing e-government, such as internet network limitations, availability of hardware (computers, smartphones, laptops, etc.), limited digital capabilities and literacy, and limited knowledge in the community on e-government. On the substantial side, the government has the authority to determine the degree of information disclosure that can be provided to the public at large, without abandoning the principles of transparency, accountability and participation.

2. Ideas reception

The findings still indicate that most of the ideas received by the government, still around the development of infrastructure that is physically visible and benefit many. Ideas that usually come from women are, mainly for empowerment programs, training, and others. The proposal is still very little realized by the government.

3. The ease of using digital platform

The ease of using the digital platform becomes one of the key improvements in the use of e-government applications. This relates to how programmers and developers from government and civil society organizations can translate SPPN and leader's vision in the application programs it develops. The easier it is to use the features contained in the websites and applications available, the higher the level of use both by government and society.

Challenges in Individuals Level (knowledge, attitudes, behavior, self-concept, skill, developmental history)

1. Leadership

Leadership becomes the key to fundamental change in the implementation of e-government. Political commitment that shows courage over change is the initial capital in the process of e-government development. Some leaders are still unaware about the importance of e-government.

2. Change of habits

In realizing an open government, there needs to be a mental revolution that encourages the change of habits in the behavior and approach used in the state and society. Not only to familiarize cognitive changes, but also to changes in

the level of routine and technical related mechanisms and ways of doing development planning. Sometimes to change of habits each individual is still difficult to be achieved.

3. Understanding of Open Government

The concept of open government and e-government is different, but very much correlated. e-Government is one of many ways to do Open government. In the findings, from the informants met, there is still an unfair understanding of both. There are still many government officials, especially at lower levels, who still cannot distinguish the two concepts.

4. Conflict of Interest

The study found that there is still a misuse of communication media or social media channeling the aspirations of society for political purposes. WhatsApp group formed for the sake of the program and the performance, especially raising the proposals and complaints of society is still often misused for political purposes.

ACHIEVING A NATION-WIDE OPEN GOVERNMENT IMPLEMENTATION

Substantial Preparation

1. There is a regulation governing e-government from central to sub-national. It should be synergic and should facilitate the central, sub-national and community governments in their implementation. Regulation provides legal certainty and courage for the central, sub-national and community governments to make breakthroughs and creative innovations to address the issues faced contextually. In addition, regulations should enhance the functioning and coordination of each government agencies at the sub-national level.
2. It is important for the government to ensure that the targets set in the national development plan are refine, realistic, and constructed using a feasible theory of change based on evidence provided from robust researches.
3. The implementation and use of e-government should be accompanied by understanding and appreciation of the principles of open government, thus changing the mindset of the users. The mental revolution, in accordance with President Jokowi Nawa Cita, must be manifested both within the state officials and society.
4. Some things should be continuously reflected in the implementation of open government are:
 - Can open government and e-government be realized and implemented? If so, what are the enabling factors? How to improve its quality? If not, what is the hindering factor? How to solve it?
 - Are the government, the public, the private sector and civil society organizations doing so well and correctly?
 - Is the practice capable of changing the quality of life of the wider community? What benefits do people feel? Are public services really improving?

Strategic Preparation

1. The government cannot develop e-government alone. Thus, in this context, community involvement, civil

- society organizations, and the private sector provide wholeness in the approach to improving public services based on information technology. The form and model of such cooperation should grow and be studied in the space of democracy which frees the creativity that is free from the bureaucratic habits that have been built. The involvement of civil society organizations in the Open Government Indonesia National Secretariat is a model that is absolutely replicated at the sub-national level.
2. Socialization and internalization of open government understanding and practice as well as promotion of e-government implementation should always be carried out to foster broader public participation in the use of civil rights.
 3. The socialization of National Development Planning System used by the Indonesian government also needs to be done to ensure the public is aware of its rights and obligations in governance. This is important, as with the increasing knowledge of the community on National Development Planning System, the higher the opportunity of the community to participate and influence the policies, plans, programs and budgets in the region.
 4. Festivals and celebrations to give appreciation to the changes that need to be done to keep the spirit under improvement.
 5. Mentoring cannot be done without reflecting on what has been done. Reflecting on and learning about open government practices and the use of e-government is an absolute component to see achievements, identify inhibiting factors, and relevant matters to be adapted during realizing open governance. This can be done by monitoring and evaluating the implementation of open government and the use of e-government, or by conducting research on a regular basis to make improvements and/or changes relevant to the evidence base.
 6. Talking about digital space cannot be separated from the virtual risks that can threaten the country through potential misuse of data. Thus, e-government systems should be able to ensure the security of data traffic made through the internet.

Technical and operational preparation

1. Increased human resource capacity (especially for programmer and operator functions), which is sufficient with fiscal resources and adequate infrastructure.
2. The applications and program developed digitally should be able to translate the National Development Planning System efficiently and effectively.
3. All e-government applications must be integrated, so users do not have to enter data many times in different applications.
4. The e-government system should be accessible to all types of digital platforms available, for example with websites, applications; either through PC, laptop or smartphone.

5. The e-government application should be designed with the most user-friendly interface, so that it can be utilized by all users, both government and community officials, especially the lower middle class and people with technology illiterate, and other stakeholders.
6. This e-government application should provide features that can support disability such as JAWS (Job Access with Speak) software or NVDA (Non-visual desktop application).

MAKING ALL VOICES COUNT

A GRAND CHALLENGE FOR DEVELOPMENT

About Making All Voices Count

Making All Voices Count is a programme working towards a world in which open, effective and participatory governance is the norm and not the exception. It focuses global attention on creative and cutting-edge solutions to transform the relationship between citizens and their governments. The programme is inspired by and supports the goals of the Open Government Partnership.

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