

**THE EFFECTIVENESS OF OPEN GOVERNMENT INDONESIA (OGI) IN  
IMPROVING THE QUALITY OF THE PUBLIC SERVICE**

**By**

**Abdul Hadi Ilman**

**THESIS**

Submitted to

KDI School of Public Policy and Management

in partial fulfillment of the requirement

for the degree of

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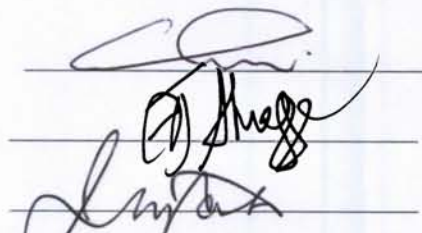
**MASTER OF PUBLIC POLICY**

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## **ABSTRACT**

### **THE EFFECTIVENESS OF OPEN GOVERNMENT INDONESIA (OGI) IN IMPROVING THE QUALITY OF THE PUBLIC SERVICE**

**By**

**Abdul Hadi Ilman**

Open government is a platform which enables governments to provide an unprecedented level of openness and engage actively and deeply with their societies in the creation of public values and social innovations. Indonesia has adopted the initiative through Open Government Indonesia (OGI) to improve the quality of public services. This research aims to assess the effectiveness of OGI in achieving its objectives. A SERVQUAL survey tool was used to collect expectations and perceptions on the quality of public services in general. The results of the survey showed the presence of negative gaps in all dimensions: tangibility, reliability, responsiveness, assurance, and empathy. This means OGI remains ineffective in ensuring the public service outperforms the expectations. This research argues this ineffectiveness is due to the immaturity of democracy in Indonesia, the low penetration of information and communication technologies, and bureaucratic problems within government offices. However, the research also found it was too early to assess OGI with precision since it has not been fully implemented. It is suggested for further research and assessment to be conducted in the future once the government's plans have been completely implemented. Additionally, it will be very useful to conduct assessments within the ministerial or program levels.

*Keywords: open government, SERVQUAL, democracy, information technology, bureaucracy*

Dedication

*to my beloved parents:*

*Fatimah and Abdullah*

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## ABBREVIATIONS

<b>ASEAN</b>	Association of South East Asian Nations
<b>BCE</b>	before the Christian era
<b>BTS</b>	Base Transceiver Station
<b>CE</b>	Christian era
<b>CSO</b>	Civil Society Organization
<b>EITI</b>	Extractive Industry Transparency Initiative
<b>EIU</b>	Economic Intelligent Unit
<b>FOIA</b>	Freedom of Information Act
<b>GDP</b>	Gross Domestic Bruto
<b>ICT</b>	Information and Communication Technology
<b>IDI</b>	ICT Development Index
<b>IRM</b>	Independent Reporting Mechanism
<b>IT</b>	Information Technology
<b>ITU</b>	International Telecommunication Union
<b>NGO</b>	Non-Government Organization
<b>OGI</b>	Open Government Indonesia
<b>OGP</b>	Open Government Partnership
<b>WGI</b>	Worldwide Governance Indicators

## Chapter 1

### Introduction

#### 1. Background

A government is built upon a social contract with its people or society. For a government, this brings the responsibility to pursue policies in the interest of those who entrust it. These interests encompass national defense, law enforcement, public services, and social welfare. A government has a legitimate and coercive power in accommodating these kinds of interests, but undeniably, the public generally know far better than the government regarding what is really needed to achieve certain outcomes. The only way for a government to improve its outcomes is by interacting and engaging with its people, civil societies, and private organizations. Concurrently, these non-governmental entities should participate and collaborate in the processes of the so-called open government.

Open government is a platform which enables a government to provide an unprecedented level of openness and engage actively and deeply with its society in the creation of public values and social innovations. Lathrop and Ruma clearly define open government as “...government where citizens not only have access to information, documents, and proceedings, but can also become participants in a meaningful way.”<sup>1</sup> Moreover, a government should publish public data and information in a reproducible format for free by utilizing a variety of media that can be easily accessed by its citizens. Having more data available will inspire the public to utilize information in the best-known way and eventually create innovations. Crozier and Friedberg interpret social innovation as “a process of collective creation in which the members of a certain collective unit learn, invent and lay out new rules for the social game of collaboration and of conflict or, in a word, a new social

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<sup>1</sup> Daniel Lathrop and Laurel Ruma, Preface to *Open Government*, xix (California: O’Reilly Media, Inc., 2010).

practice, and in this process they acquire the necessary cognitive rational and organizational skills."<sup>2</sup>

## 2. Statement of Problem

The government of Indonesia has attempted to implement such a new public-sector organization. Indonesia is one of eight countries which initiated and endorsed the declaration of the Open Government Partnership (hereafter, OGP) in September 2011. As a member of the OGP, Indonesia has committed to promoting its government's transparency and openness, encouraging and creating mechanisms for civic participation, enforcing professional integrity at the highest level, and improving technological accessibility for openness and accountability.<sup>3</sup> At the national level, the government has formalized the reform through Open Government Indonesia (hereafter, OGI). Indonesia has also enacted a number of laws which regulate the implementation of open government, such as Law No. 14/2008 on Public Information, Law No. 37/2008 on the Ombudsman of the Republic of Indonesia, and Law No. 25/2009 on Public Services. Despite this strong legal basis and the administration's political will, the effectiveness of the open government implementation is questionable. There has been no significant improvement of quality in providing public services; bad infrastructure, bureaucratic government processes, and less engagement with society, persist, even under the new laws.

It is stated in OGI's report that, "openness is the foundation for a modern government and plays a key role to unlocking Indonesia's potential in the fields of economy, public service, and innovation towards a progressive, just, and prosperous nation."<sup>4</sup> In other words,

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<sup>2</sup> Quoted in Jürgen Howaldt and Michael Schwarz. *Social Innovation: Concepts, research fields and international trends*. (Dortmund, 2010–21).

<sup>3</sup> Open Government Partnership. *Open Government Partnership Declaration*. (Washington, D.C., 2011).

<sup>4</sup> Open Government Indonesia. *Open Government Indonesia: A New Era of Government Openness*. (Jakarta 2013-3).

open government is an important tool towards achieve the stated goals. After two years of implementation, some achievements did emerge; for example, over the last few years Indonesia's economy has been growing quickly and Indonesia is becoming one of the most promising emerging countries in the region. Problems, however, still exist which diminish the effectiveness and impede the full potential of the program. The government has failed to bring its aim of developing a just and prosperous nation into reality due to the economic disparity becoming increasingly larger, as indicated by a greater Gini Coefficient.

At first glance, the ineffectiveness of open government can be attributed to structural, institutional and cultural problems. Structural problems are related to public officers and bureaucratic behavior, institutional problems are about the levels of democracy, and cultural problems arise from information technology issues. The following paragraphs discuss each determinant in a short brief.

Firstly, Indonesia is one of the world's biggest democratic countries and ranks 53 in the Democracy Index 2012.<sup>5</sup> Democracy in Indonesia is relatively new as merely a decade has passed since Indonesia was under the rule of a thirty-two year dictatorship. Indonesia has been trapped in a "procedural democracy" characterized by free elections, but neglecting the substantive relationship between a government and its society that creates engagement. The country has failed to establish the kind of participatory government described by Thomas Jefferson, whereby "every man...feels that he is a participator in the government of affairs, not merely at an election one day in the year, but every day."<sup>6</sup>

Secondly, the low penetration of information technology is limiting public participation and collaboration. In this information age, technology plays a prominent role in pursuing open government. At the beginning, a government must publish public data through

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<sup>5</sup> The Economist Intelligence Unit. *Democracy Index 2012: Democracy at a Standstill*. (London, 2013-5).

<sup>6</sup> Quoted in Tim O'Reilly, "Government As a Platform," in *Open Government*, ed. Daniel Lathrop and Laurel Ruma, 12 (California: O'Reilly Media, Inc., 2010).

their websites or other media which is likely to be a one-way interaction from government to society. Then, the government must be able to maintain this interaction and establish an easy and user-friendly platform to invite the participation of society. However, providing this data does not necessarily enable people to access it, because people may not have the knowledge to use or access to the corresponding technology, or may think the information is unimportant. The information technology's lack of utilization in both the government and society leads to an overall lack of engagement. Some indicators have been identified in the report by The Broadband Commission in 2012, in which Indonesia ranked 41 in the number of active mobile-broadband subscriptions (22.2 per 100 inhabitants)<sup>7</sup> and ranked 74 in terms of households with internet (only 7.0% from all households).<sup>8</sup>

Thirdly, the disinclination of public officers to be more open and less bureaucratic hinders the effectiveness of open government. For a long time, public officers have worked with a bureaucratic style of governing identified by a lack of transparency and trust. This culture has been ingrained in almost all public officers, beginning from the recruitment process. Moreover, Caiden identifies 175 types of pathologies that have hampered the quality and delivery of the public service to society. He also believes that these "bureau pathologies" are generated by systemic problems within organizations which then influence the individual behavior of public officers.<sup>9</sup> Prasojo argues that in Indonesia's case the number of pathologies may be more than those that Caiden has mentioned.<sup>10</sup> It would not be easy to change and adapt with the new way of work under an open government framework.

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<sup>7</sup> The Broadband Commission. *The State of Broadband 2012: Achieving Digital Inclusion for All*. (New York, 2012–84).

<sup>8</sup> *Ibid.*, 86.

<sup>9</sup> Gerald E. Caiden (1991), What Really is Public Maladministration, from Ely Susanto, "The Development of Innovative Work Behaviour of Civil Servants in Indonesia," in *Governance Reform in Indonesia and Korea: A Comparative Perspective*, ed. Ambar Widianingrum and Jin Park (Yogyakarta: Gadjah Mada University Press, 2011), 202.

<sup>10</sup> Prasojo (2010), *Gayus dan Patologi Birokrasi*, from Ely Susanto, "The Development of Innovative Work Behaviour of Civil Servants in Indonesia," in *Governance Reform in Indonesia and Korea: A Comparative Perspective*, ed. Ambar Widianingrum and Jin Park (Yogyakarta: Gadjah Mada University Press, 2011), 202.

### **3. Research Objectives**

The main objective of this research is to evaluate the effectiveness of the implementation of the Open Government in Indonesia in improving the quality of the public service. Based on numerous literature reviews, the research claims that at this level, OGI is not being effectively implemented to achieve its goals. So, the research will be conducted to prove this hypothesis by looking at a number of other aspects which are predicted to be important factors in affecting the effectiveness of OGI. Those aspects are: the level of democracy, technological penetration, and bureaucracy problems within the government.

By knowing how those factors determine open government effectiveness relating to the quality of public services, this research aims to formulate policy recommendations concerning better implementation in the future.

### **4. Research Questions**

Based on the thesis statement and sub-claims that have been stated earlier, the following are some research questions that may help build the research process:

1. How can open government improve the quality of the public service?
2. Which level of implementation of open government is based on the maturity model?
3. What are the citizens' perceptions on quality of public services after the implementation of open government?
4. How can democracy affect the effectiveness of open government?
5. How does ICT enable the government and its people to participate in the collaboration process?
6. Which behavior or pathology affects open government most significantly?

## 5. Significance of Research

After experiencing 32 years of authoritarianism, Indonesia experienced a transition to a more democratic governance during the late 1990s and early 2000s. The implication of authoritarianism was extremely devastating; the government could make decisions without considering its citizens, even if the decisions threatened public security, interests, and benefits. It is believed that Indonesian citizens now receive more benefits than in previous times, because the government has become more transparent, allows a higher degree of freedom so that its people can deliver their aspirations to the government, offers better public services, and provides a stronger check and balance mechanism.

Open government will create a higher level of openness and transparency compared to that which has been achieved in the post-transition. It is one of the most substantial features in democracy which allows all citizens to know what the government has done and how they can contribute within a collaborative framework to create social value. Greater openness will encourage the government to improve record management, have an efficient decision making and service provision, and prevent malpractice and corruption in the government.<sup>11</sup>

This research will be the first scientific evaluation and assessment of the implementation of Open Government in Indonesia which looks at broader aspects, not only technical aspects. It is expected that this research will provide information about how even a technical reform such as OGI, can actually be influenced by fundamental and ideological aspects. Based on the results, the solutions and policy recommendations must cover those aspects carefully.

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<sup>11</sup> Karin Gavelin, Simon Burall and Richard Wilson. "Open Government: Beyond Static Measures" (A paper produced by INVOLVE for the OECD, 2009)

## **6. Overview of Methodology**

In consideration of the research questions mentioned earlier, this research is going to be conducted quantitatively as well as qualitatively to collect primary data. Quantitative research will be carried out through a survey which aims to examine the public's point of view regarding the quality of public services as the outcomes of the implementation of open government initiatives in each department. The perceptions and evaluations from the public are extremely important since open government is not a one-sided framework only involving the government, but is a platform that requires a deep and active civic engagement. This quantitative method will provide essential statistics, figures, and trends about the public's perceptions regarding the quality of the public services which have been provided and how this differs with the public's expectations.

The qualitative method will mainly be deepening and complementing the findings from the survey. Secondary data and resources are going to be collected from previous research, academic journals, government documents, and publications from international organizations to support the analysis of the primary data.



## Chapter 2

### Literature Review

#### 1. Public Service

The public service is presumed to be the consequence of the existence of a contract between a government and its citizens. In democratic countries, citizens vote for the government based on their preferences and expectations, which may be the product of their understanding about the government's vision and planning. The elected government is then equipped by a number of agencies of administrators who provide public services based on the government's approval. As it has been elected, the government is required to serve its citizens by using all of the resources available in the country. The resources include human resources, natural resources, and financial resources gathered through taxation.

Literally, public service is defined as “the business of supplying something (such as electricity, gas, or transportation) to the members of a community; something that is done to help people rather than to make a profit; work that someone does as part of a government; the work done by public servants.”<sup>12</sup> The definition of public service provided by Oxford Dictionary is “service to the community, esp. under the direction of the government or other official agency; a service or amenity provided for the use of the general public, spec. an amenity regarded as essential to the community and provided by a government or other agency.”<sup>13</sup>

Public services provisioned by government coverage include but are not limited to these sectors: national security and defense, law enforcement, social services, education,

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<sup>12</sup> Merriam Webster Online Dictionary. <http://www.merriam-webster.com/dictionary/public%20service>. Accessed in April 28<sup>th</sup>, 2014.

<sup>13</sup> Oxford English Dictionary. <http://www.oed.com/view/Entry/239618?rskey=6JedPq&result=1&isAdvanced=false#eid>. Accessed in April 28<sup>th</sup>, 2014.

public transportation, electricity, healthcare, water supply networks, public spaces (buildings, land, etc), public housing, telecommunication, and others. It depends on the government's decisions which sectors they are going to provide to the public. In some sectors, the government could be a single provider and monopolize the service, such as in law enforcement and national defense, but in other sectors they could delegate the provision to or cooperate with the private sectors.

The theory and practice of public services have been developing over time through endless debates and discussion. Denhardt and Denhardt<sup>14</sup> indicate there were at least two general types of public service management in the past, before the third movement was eventually formulated, which is being vigorously promoted and implemented nowadays. The first type is the Old Public Administration, which is mainly based on political theory commentary augmented by naïve social science. Public interest is politically defined and stated in law, the role of the government grows by designing and implementing policies, and the government merely responds to clients and constituents. The second type is the New Public Administration, which is mainly based on economic theory and positivist social science. The main perspective in this administration is the public interest which is the aggregation of individual interests, the government's role is to steer and become a catalyst to encourage market mechanisms in the public sector, and its main stakeholder is its citizens.

Denhardt and Denhardt<sup>15</sup> then formulate a number of values that must be incorporated in the so called "New Public Service", which are as follows: serve citizens, not customers; seek the public interest; value citizenship over entrepreneurship; think strategically, act democratically; recognize that accountability is not simple; serve rather than steer; and value people, not just productivity. As these values are in line with those of the

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<sup>14</sup> Janet V. Denhardt and Robert B. Denhardt, *The New Public Service: Serving not Steering* (New York: M.E.Sharpe, Armonk, 2007)

<sup>15</sup> Ibid, 42-43.

Open Government, which is the main topic of this research, following is a summary of these values:

Serve citizens, not customers. The nature of democracy has brought citizens into the pivotal role of creating a politics of participation by enabling them to engage actively in dialogue and discourse in determining the moral principle-based goals of society. There are numerous reasons for pursuing public participation: the higher possibility of achieving the best political outcome and satisfying the greatest number of citizens' interests, as well as improving the government's legitimacy. As introduced by Redford<sup>16</sup>, the various forms of ideal public participation may consist of "(1) access to information, based on education, open government, free communication, and open discussion; (2) access, direct or indirect, to forums of decision; (3) ability to open any issue to public discussion; (4) ability to assert one's claims without fear of coercive retaliation; and (5) consideration of all claims asserted." However, as citizens are not merely customers who seek to fulfill their own self-interests, there are some responsibilities and duties to demonstrate their concern for the greater community, commitment to long term interests, and willingness to take responsibility for any occasions in their community. These must be brought to realization before asking the government to respond to their interests, such as providing good public services.

Seek the public interest. The primary reason for a government's existence is to articulate and realize the public interest and vision for a society which are the result of interaction between citizens, politicians, and administrators within a certain platform or arena created by a government. It is also the government's obligation to ensure the value of justice and fairness in its process and results.

Value citizenship over entrepreneurship. The central point of the new public service is the concern for civic engagement and democratic governance in every single aspect of the

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<sup>16</sup> Emmette Redford. "Democracy in the Administrative State" (1969) in Janet V. Denhardt and Robert B. Denhardt, *The New Public Service: Serving not Steering* (New York: M.E.Sharpe, Armonk, 2007), 51.

policy process by improving multi-party dialogue, citizen deliberation, or public discourses. This is in contrast to a reliance on managerial entrepreneurship or bureaucratic expertise which are widely accepted and implemented by most governments.

Think strategically, act democratically. Policy design and implementation are not solely the domain of a government through the top-down approach or of the people/public through market mechanisms. It must be a process involving a government and its citizens in all aspects and phases of policy design and implementation. This requires an open, accessible, and responsive government in order to encourage and establish the bonds of community based on mutual trust, cooperation, and shared responsibility.

Recognize that accountable is not simple. Governments as public administrators should be accountable and responsible. But this is not simple. They must be able to balance the competing and overlapping norms and values, and preference of a complex governance system; democratic norms, professional standards, community values and standards, moral issues, public and constitutional law, public interests, situational factors, and citizen preferences. They have to consider “everyone” including other levels of government, other agencies, and of course their citizens. A government has a responsibility to ensure citizens know and recognize the conflict of values which are part of the reality of the process of discourse and civic engagement.

Serve rather than steer. The concept of leadership in public administration is based on values. It is also a shared leadership by sharing power and leadership with passion, commitment, and integrity in such a way that empower and respect citizenship, in all levels of organization. The principle mindset of administrators is that they are not the owners of public programs and resources, rather the programs and resources belong to and are to be dispersed to the public. Administrators are considered to be servants by being stewards of

public resources, conservators of public organizations, facilitators of citizenship and democratic dialogue, and catalysts for community engagement.

*Value people, not just productivity.* Being a public servant is not an ordinary occupation. Public servants are people who want to assist in improving society, which can be understood to be a reflection of public morality and patriotism of benevolence. This motivation should be beyond payment (as in the job market) or (job) security as commonly occurs in private organizations or companies. As such, an agency has to respect and value their people (public servants) as the most important asset. Public servants must be the center of all decision making and this must outweigh the organization's efficiency and productivity (though these two are still important). This process can be initiated by encouraging their participation in all processes to establish organizational democracy.

The concept of the public service was generated by its application and implementation in real life. This is not the product of complex thinking by scientists to formulate a certain theory. This suggests that either policy makers or citizens in some countries realized that there are areas to be fixed and improved in the public sector. Consequently, they initiated government reform with one of the objectives being to improve the quality of public services. There are many kinds of government reform, but this research is going to discuss one of them in particular: Open Government.

## **2. Open Government, Democracy, and Technology**

The term "Open Government" nowadays has slightly shifted from its origin back in the 1940s. This term is not a brand-new policy reform produced by the recent development of information technology. During its first discourses, open government was related to a government's transparency and accountability, with or without embracing new technology in any kind of process and mechanism. It was a political term. However, as widely understood

in recent discussions, open government to some is merely about opening a government's data and making it accessible to citizens. In this instance, its meaning is confined to the usage of technology by a government. Indonesia and other countries who have been implementing such a policy tend to hold to the latter definition and ignore what it was supposed to be in the first place. This misinterpretation of meaning will, to some extent, impact the effectiveness of the policy itself in pursuing the objectives.

Yu and Robinson capture this phenomenon precisely and sharply in their work by identifying "the new ambiguity" in defining and understanding open government.<sup>17</sup> Originally, they tell us that, "[t]he idea of open government, as a synonym for public accountability, is part of the peacetime dividend that America reaped after the Second World War."<sup>18</sup> During wartime, opacity and secrecy surrounded the relationship between the government, citizens, NGOs, the press, and other organizations. Then, the end of the war raised the demand for greater openness and transparency since the government's information during peacetime was not as sensitive as it was during wartime.<sup>19</sup>

If we look back farther, the substance of open government as a political responsibility for openness, transparency, and accountability, had been developed a long time ago. The history of Archaic Greece in 6<sup>th</sup> century BCE, Visigothic Europe in the 7<sup>th</sup> century CE, and the American colonies in 1700s could be held as examples of the beginning of open access and codification of laws. The history of the Chinese Empire in the 17<sup>th</sup> century marks the beginning of modern open spending records. In addition, the Kingdom of Sweden in 1766 has been noted as providing the first constitutional right to freedom of information, which

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<sup>17</sup> Harlan Yu and David G. Robinson, "The New Ambiguity of "Open Government"," 59 *UCLA Law Review Discourse* (2012):178–208.

<sup>18</sup> *Ibid.*, 184.

<sup>19</sup> *Ibid.*

was then followed by the United States in 1966 under Freedom of Information Act (FOIA).<sup>20</sup> Therefore, open government itself was well developed prior to the public knowing and becoming familiar with information technology.

The introduction of the use of the internet by governments has obscured the idea of open government with open data, yet at the same time has also created a constructive and comprehensive range of open government, if it were well understood. The term open data suggests both the technological meaning of the use of computers (or other tools) and the internet to manage information that can be accessed and reused (reproduced) easily and freely, as well as the philosophical meaning of civic participation and engagement.<sup>21</sup> This ambiguity has been caused on the one hand by the effort to combine the two meanings, and on the other hand the failure to meet one of the most important objectives of open government which is to be a feature of democracy. Consequently, the idea of open government ended up referring only to the technological component.<sup>22</sup> In their paper, Yu and Robinson actually propose to separate the implementation of technical open data and political open government to make both objectives easier to achieve.<sup>23</sup>

A brief description of the origin of the open government, which is grounded by political issues, emphasizes the importance of democratization without neglecting the role of technology. The commitment in the OGP declaration, of which Indonesia is one of the initiators, aims to combine political effort and technological advances in delivering public services and creating social value. Before registering to be a member, potential countries have to meet eligibility criteria, such as budget transparency, an increase in access to information, disclosure by certain public officials, and the promotion of citizen

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<sup>20</sup> Joshua Tauberer, *Open Government Data* (Washington: django-pubmybook, 2012) Accessed online <http://opengovdata.io/2012-02/page/4/brief-legal-history-open-government-data>.

<sup>21</sup> Ibid., 188-189.

<sup>22</sup> Ibid., 202-203.

<sup>23</sup> Ibid., 208.

engagement.<sup>24</sup> These requirements “are based on traditional contours of government accountability”<sup>25</sup> and are politically minded.

Democracy is literally defined as rule by the people. There are a lot of versions of its definition however it is useful to look at the basic features and the most fundamental aspects of democracy. Amstrong<sup>26</sup> argues “democracy can be understood as a scaling mechanism for self-government.” A sparsely populated society is able to organize and manage themselves. When the size of a society becomes larger however, it will be more difficult to govern. At this stage, democracy serves as a platform that enables a larger society to self-govern. As such, in any kind of democracy the participation of citizens in the collective governance is a necessity.

In this digital age, many people believe that the advance of information technology will revolutionize governments and provide greater opportunities for political and public participation. Technological innovations have enabled greater civic collaboration and collective actions by sharing information and communication to promote political views, manage movements or community activism. This technology is also expected to counter the trade offs of democracy such as the distance between government and citizens, time lags in decision making, and the geographic diversity of citizens.<sup>27</sup>

However, Noveck argues this did not happen and governments have failed to capitalize on this great opportunity; the reasons being a lack of technical knowledge and more fundamentally a lack of participation and collaboration in democracy.<sup>28</sup> He, then, backs the vision of an open and collaborative democracy with three arguments. Firstly, there is a

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<sup>24</sup> Open Government Partnership. *OGP Minimum Eligibility Criteria*. Accessed July 14, 2013, <http://www.opengovpartnership.org/eligibility>.

<sup>25</sup> The New Ambiguity of “Open Government.”, 200.

<sup>26</sup> Charles Amstrong, 2010. Emergent Democracy. *Open Government*, ed. Daniel Lathrop and Laurel Ruma, (California: O’Reilly Media Inc., 2010), 168.

<sup>27</sup> Ibid., 170.

<sup>28</sup> Beth Simone Noveck, “The Single Point of Failure,” in *Open Government*, ed. Daniel Lathrop and Laurel Ruma, 58.



distinction between collaboration and deliberative democracy that could enable “ordinary people to join together to do extraordinary things coordinated via the internet.”<sup>29</sup> Secondly, the medium and technology of collaborative practice is important in designing new democratic institutions. Thirdly, egalitarian participation should be the foundation of collaboration, such that people can contribute in their own areas of expertise.<sup>30</sup>

The ultimate objective of open government is development through enhancement of government effectiveness in providing public services, encouraging social innovation, setting the rules, mediating disputes, as well as allowing citizens and civil societies to collaborate.<sup>31</sup> Based on the above theoretical discourse on the nature of open government, the objective can be achieved by developing a mature democracy and the adoption of technological innovation. Therefore, the effectiveness of open government can be measured by analyzing and assessing these two important requirements.

In assessing the effectiveness of open government, it is important to incorporate the maturity model that Lee and Kwak have developed based on their field studies. They begin with the reality of the ambitious project of open government but with less achievement because of some existing challenges such as financial, technological, and various organizational issues.<sup>32</sup> The research is based on the basic principle that open government emerges in stages and each stage presents specific and distinct requirements and challenges. There are five levels in this maturity model. At the first level, there should be initial conditioning by focusing on information broadcasting. The second level is data transparency that focuses on a government’s activity and performance, as well as the quality of data. At level three, open participation begins by focusing on public feedback, interactive

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<sup>29</sup> Ibid., 64.

<sup>30</sup> Ibid., 64-65.

<sup>31</sup> Don Tapscott, Foreward to *Open Government*, ed. Daniel Lathrop and Laurel Ruma, (California: O’Reilly Media Inc., 2010) xv.

<sup>32</sup> Gwanhoo Lee and Young Hoon Kwak. 2012. “An Open Government Maturity Model for Social Media-Based Public Engagement,” *Government Information Quarterly* No.29. 493.

communications, and crowd sourcing. At the fourth level is open collaboration: focusing on collaboration with the public and interagencies, and co-creating value-added services. The highest level is a ubiquitous engagement by increasing the transparency, participation, collaboration, and integrated and sustainable public engagement.<sup>33</sup>

In the case of Indonesia, the goal of open government focuses mostly on economic issues. The government of Indonesia believes “openness is the foundation for a modern government and plays a key role to unlock Indonesia’s potential in the fields of economy, public service, and innovation towards a progressive, just, and prosperous nation.”<sup>34</sup> To actualize these grand objectives, in its action plan, Indonesia has designed some initiatives to improve the quality of the public service, increase public integrity, and manage public resources more effectively.<sup>35</sup>

Democracy in Indonesia has a long history since its independence in 1945. During Soeharto’s regime, Indonesia experienced “pseudodemocracy,” which has been defined as a state-democracy which has features of a complete democracy such as various political parties and elections, but without the most important part, “an arena of contestation sufficiently fair that the ruling party can be turned out of power.”<sup>36</sup> The downfall of the regime provided an opportunity toward the democratization of the country. It has been suggested that Indonesia is becoming more mature as a democracy, as is indicated by three consecutive free elections in 1999, 2004, and 2009. However, the Economic Intelligence Unit in its Democracy Index 2012 categorizes Indonesia as a country which is a flawed-democracy and emphasizes a

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<sup>33</sup> Ibid., 497.

<sup>34</sup> Open Government Indonesia. *Implementation Report of Open Government Indonesia 2012, Open Government Indonesia: A New Era of Government Openness*. (Jakarta 2013-3).

<sup>35</sup> Open Government Indonesia. *Indonesia Action Plan*. 2011.  
<http://www.opengovpartnership.org/countries/indonesia>.

<sup>36</sup> Quoted in Dwight Y. King. *Half-Hearted Reform: Electoral Institutions and the Struggle for Democracy in Indonesia*. 2003–5.

number of problems in the governance, the immature political culture, and low political participation.<sup>37</sup>

### 3. Open Government and Bureaucracy

While having a mature level of democracy and high level of technological penetration are inevitably important for a successful open government, an efficient and responsive bureaucracy will also be another important determinant. Oxford Dictionary defines bureaucracy as, “1) a system of government in which most of the important decisions are taken by state officials rather than by elected representatives; 2) excessively complicated administrative procedure.”<sup>38</sup> This implies that bureaucracy, by definition, is actually something complicated. The bureaucracy exists because of the increasing demand for the government’s responsibility in providing public services.

There a lot of debates on the advantages and disadvantages of bureaucracy. Weber argues that, “bureaucracy constitutes the most efficient and (formally) rational way in which human activity can be organized, and that is indispensable to the modern world.”<sup>39</sup> To support his argument, he proposes the ideal type of bureaucracy that consists of six features: (1) It covers a fixed area of activity, which is governed by rules; (2) it is organized as a hierarchy; (3) action that is undertaken is based on written documents (preserved as files); (4) expert training is needed, especially for some; (5) officials devote their full activity to their work; and (6) the management of the office follows general rules which can be learned.<sup>40</sup>

However, Weber acknowledges some characteristics of bureaucracy, which are far from the ideal type; for instance, bureaucracy is a threat to humanity, “a structure of

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<sup>37</sup> The Economist Intelligence Unit. *Democracy Index 2012: Democracy at a Standstill*. (London, 2013-28).

<sup>38</sup> Quoted from Online Oxford Dictionary. <http://oxforddictionaries.com/definition/english/bureaucracy>. Accessed July 24, 2013.

<sup>39</sup> Richard Swedberg and Ola Agevall. *The Max Weber Dictionary: Key Words and Central Concepts*. (California, 2005–18-19). Online book, accessed July 24, 2013.

[http://books.google.co.kr/books?id=c3Mcnh8hCgC&pg=PA19&redir\\_esc=y#v=onepage&q&f=false](http://books.google.co.kr/books?id=c3Mcnh8hCgC&pg=PA19&redir_esc=y#v=onepage&q&f=false).

<sup>40</sup> Ibid., 19.

domination” through knowledge, difficult to destroy once it is established (inflexible), and a mechanism with the same treatment for everyone.<sup>41</sup>

At some points, Merton has the same position with Weber, but then he extends the discussion by considering the dysfunctional aspects of bureaucracy. To explain this, he uses the concept of “trained incapacity” by Veblen and “occupational psychosis” from Dewey. The first term refers to a condition where the officials have been trained based on successful stories in the past under an assumption of no changes and static. While the environment is dynamic and requires a certain level of the adaptability, the officials might not follow this and lead to the wrong procedures and inflexibility. Occupational psychosis reflects the consequences of the officials’ day-to-day routines, in which they have “special preferences, antipathies, discriminations and emphases.”<sup>42</sup>

#### **4. Open Government Partnership**

In September 20, 2011 during the United Nation General Assembly in Washington D.C., Indonesia and 7 other countries -Brazil, Mexico, Norway, the Philippines, South Africa, the United Kingdom and the United States- declared a multilateral initiative called the Open Government Partnership (OGP). Today, more than 60 countries over the world have been participating and expressed their commitment to the OGP’s vision: to improve the quality of governance and the public service by establishing more transparent, accountable, and responsive governments.

To become a member of the OGP, a country should be able to proclaim a minimum level of open government principles; fiscal transparency, access to information, income and asset disclosure, and citizen engagement. All of the criteria are measured by using objective

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<sup>41</sup> Ibid., 19-20.

<sup>42</sup> Robert K. Merton, *Social Theory and Social Structure*. (Glencoe: 1957). Online version, accessed on July 24, 2013. [http://www.sociosite.net/topics/texts/merton\\_bureaucratic\\_structure.php](http://www.sociosite.net/topics/texts/merton_bureaucratic_structure.php).

governance indicators published by dedicated international institutions. For instance, to identify a country's level of fiscal transparency, the OGP takes the Open Budget Survey conducted by the International Budget Partnership as a reference. Access to information is determined by the availability of constitutions and laws that guarantee access to information. This measurement is taken from the survey produced by Right2Info.org as collaborative research involving the Open Society Institute Justice Initiative and Access Info Europe. The World Bank survey of "Disclosure by Politicians" which covers 175 countries is used to measure income and asset disclosure of elected and senior public officers. Additionally, regarding the criteria of citizen engagement, the OGP uses the sub indicator of Civil Liberties in the Democracy Index conducted by Economist Intelligent Unit (EIU). Using the latest publications of the respective benchmark measurements, as of March 2013, there were 85 countries that were eligible to participate in the OGP.<sup>43</sup>

A country member is required to earnestly uphold and implement all principles of open government as stated in the Open Government Declaration. The core value of the declaration is "openness in our engagement with citizens to improve services, manage public resources, promote innovation, and create safer communities. We embrace principles of transparency and open government with a view toward achieving greater prosperity, well-being, and human dignity in our own countries and in an increasingly interconnected world."<sup>44</sup> Therefore, all members have to commit to

a) Improve the availability of governmental activities information

The most important thing is a commitment to provide high quality data and information, in a timely manner and various formats of raw data. As such, people

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<sup>43</sup> Open Government Partnership. <http://www.opengovpartnership.org/how-it-works/how-join/eligibility-criteria>. Accessed October 23, 2013.

<sup>44</sup> Open Government Partnership. *Open Government Declaration*. <http://www.opengovpartnership.org/about/open-government-declaration>. Accessed October 23, 2013.

can easily access and reproduce them into further useful information and interpretations.

b) Underpin participation of citizens

Citizens are key players in the process of public value creation. A government has to create a mechanism that enables the government, its people, civil organizations, and businesses to collaborate in that process.

c) Enforce professional integrity at the highest standard in all administration

Public officials in all levels of administration are required to actualize the highest level of ethical standards and codes of conduct in governing public resources for the benefit of all citizens.

d) Broaden access to advanced technologies for openness and accountability

The role of technology is mainly as a complement, not a substitute, for the success of open government by enabling wider, deeper, and faster collaboration between government and citizens in creating public values.

## **5. Open Government Indonesia (OGI)**

*“Broadening the public’s role and participation (is required) in development, to the extent of opening wide access for the public to participate in monitoring development.*

*This is the essence of Open Government.”*

–Susilo Bambang Yudhoyono, President of the Republic of Indonesia.

The commitment to create a more transparent and accountable government emerged long before the declaration of the OGP in 2011. It began to be established in 1998, when Indonesia suffered a financial crisis followed by a political reformation. This dramatic moment led to substantive changes in governmental activities, from centralization to

decentralization, from suppression to freedom, and from opacity to openness. There are four laws which were enacted by the government of Indonesia between 2008 until 2010 as a legal umbrella for the implementation and activation of openness and transparency in the government a year later. These four laws are:

- 1) Law No. 14 of 2008 on Public Information Disclosure;
- 2) Law No. 25 of 2008 on Public Service;
- 3) Law No. 37 of 2008 on the Ombudsman of the Republic of Indonesia; and
- 4) Law No. 26 of 2010 on Transparency of State and Regional Revenue Obtained from Extractive Industries.

The OGP declaration in 2011 has become an important milestone for Indonesia in fostering government reform to become more open, transparent, and accountable. The government has been forced to seriously implement its commitment stated in those laws, because the partnership will create a conducive environment for peer sharing and monitoring between state members. All members are required to set up an action plan and then conduct an evaluation of the progress periodically within the Independent Report Mechanism.

Through OGI, the government has been attempting to strengthen the three pillars of government openness: transparency, public participation, and innovation, by focusing on three important challenges in government reform, these are:<sup>45</sup>

- **Improving Public Services**      The biggest problem held by the government is the inability to provide high quality public services to citizens. Reforms were facing difficulty in retaining citizens' trust in the government's intentions.

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<sup>45</sup> Open Government Indonesia (OGI). 2011. *Indonesia Action Plan*. <http://www.opengovpartnership.org/countries/indonesia>.

- **Increasing Public Integrity**      Bureaucracy at any level, both in central and local governments, have been infected by pathologies such as corruption, low performance, and inefficiencies. These behaviors have been practiced consciously and are not secrets within the society.
- **More Effectively Managing Public Resources**      Citizens as the tax payers and the users of public services have the right to know about public resource management. However state revenue and spending have been kept hidden from citizens for a long period of time. This created opportunities for fraud and inefficiencies.

From these three measures, the government derived 38 OGI programs and action plans in 2012 which were classified into 3 tracks with different focuses and challenges. The “3-Track Strategy” can be described as follows:<sup>46</sup>

1. Track 1: Strengthen and accelerate the ongoing programs
  - a. Acceleration of the implementation of Public Information Disclosure Law
  - b. Implementation of the prevailing Presidential Instructions
2. Track 2: Develop information disclosure and public participation portals
  - a. One public service (SatuLayanan.net)
  - b. One government transparency portal (SatuPemerintah.net)
  - c. One integrated maps portal (SatuPeta)
3. Track 3: Pilot projects and new initiatives
  - a. Three open government pilot projects in 1 city, 1 regency, and 1 province
  - b. Open Government new initiatives

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<sup>46</sup> Open Government Indonesia. 2013. *Open Government Indonesia: A New Era of Government Openness*. Implementation Report of Open Government Indonesia 2012: 6.



Based on the government's document, the action plan is described as follows:<sup>47</sup>

**A. *Improving Public Services***

Promoting transparency, accountability, and public participation in these areas:

1. Subsidies for poverty reduction programs;
2. Education subsidies for elementary and junior high schools; and
3. Government subsidies in the health sector.

The process must include the providing of information regarding budget allocations, implementation of plans, implementation of results, disbursement, expenditure data, and information of beneficiaries.

*Urgency:* all of these subsidies came from a number of stakeholders to whom the government has to report and be responsible. A massive number of complaints and criticisms have been addressed to the government in respect to the lack of transparency in delivering the subsidies. This needs further government action to improve transparency and accountability.

This is included in Track 1 and was planned to be accomplished by December 2012.

**B. *Increasing Public Integrity***

The action plan is to promote transparency, accountability, and public participation in the areas below:

4. Police offices, public prosecution services, tax court offices, immigration offices, and customs offices. (Track I, to be accomplished by December 2011)

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<sup>47</sup> Indonesia Action Plan

5. Civil servant recruitment process. (Track II, by December 2013).
6. Land administration offices (Track II, by December 2011)

The data and information to be published include: types of services, processes required for service provisions, estimated time to complete a service, costs for service provisions, status/progress of service requests.

*Urgency:* this initiative is aiming for corruption mitigation in government agencies

### C. More Effectively Managing Resources

Promoting transparency and accountability for:

7. National and district budget. It must include the proposed and enacted budget, project and budget list, budget disbursement, annual budget report, audited budget report, and citizen budget. (Track II, July 2012 for national level, and December 2012 for district level)

*Urgency:* budget transparency will assure the right allocation of budget based on the national or district priorities.

8. Procurement procedure. The use of electronic procurement in 56 central government institutions. (Track II, December 2012)

*Urgency:* mitigation of corruption in the procurement process.

9. Forestry management. Develop OneMap portal: digitalize the data and information related to primary and secondary forests (including peat lands) on a single portal. The data and information will be synchronized with licensing data attached to the land areas. (Track II, by December 2013).

*Urgency:* *One Map Portal* will ensure only one license is issued for each area.

10. Environment, natural resources, and spatial data management. The key actions include: Publication of revenue information of the government (central & regional) from the extractive industry (oil & gas, coal). (Track III, by October

2012). Establishment of multi-stakeholders forum for spatial plan development. (Track III, by July 2012). Publication of a spatial plan document. (Track III, by December 2012).

Urgency: Indonesia's commitment to the Extractive Industry Transparency Initiative (EITI) by October 2012

## **Chapter 3**

### **Methodology**

#### **1. Conceptual Model**

The main objective of this research was to evaluate the effectiveness of open government in Indonesia in improving the quality of public services. To measure the quality

of services in the public sector, this research used the SERVQUAL tool developed by Parasuraman, Zeithaml, and Berry.<sup>48</sup> The use of SERVQUAL is quite popular among researchers who are assessing service quality in many areas because of its ease of use and adaptability to various sectors.<sup>49</sup> Moreover, Nyeck, Morales, Ladhari, & Pons argue that for the last decade SERVQUAL “remains the most complete attempt to conceptualize and measure service-quality”<sup>50</sup>

Although the SERVQUAL instrument was originally developed for the private service, there is large number of credible academic research which has used the model for the public sector. In the private sector, objects of analysis are a company’s managers and customers, while in the public sector researchers identify citizens as the consumers of public services provided by public servants and policy makers within the government. Ramseook-Munhurrun, Lukea-Bhiwajee, and Nadioo have used the SERVQUAL model to understand the delivery of service quality in the Mauritian public sector.<sup>51</sup> They analyze the service quality perceptions of front-line employees as well as customers. Agus, Barker, and Kandampully also used the model for their research on service quality in the Malaysian public sector.<sup>52</sup>

The SERVQUAL instrument focuses on the gaps between customer’s expectations of service quality and their actual experience within these five dimensions:<sup>53</sup>

- 1) Tangibles: Physical facilities, equipment, and appearance of personnel;

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<sup>48</sup> A. Pasuraman, Valarie A. Zeithaml, and Leonard L. Berry. 1988. “SERVQUAL: A Multiple-Item Scale for Measuring Consumer Perceptions of Service Quality.” *Journal of Retailing Vol.64 No.1.*

<sup>49</sup> Simon Nyeck, Miguel Morales, Riadh Ladhari, and Frank Pons. 2002. 10 Years of Service Quality Measurement: Reviewing the Use of the SERVQUAL Instrument. *Cuadernos de Diffusion*, 7(13), p.102.

<sup>50</sup> Ibid.

<sup>51</sup> Prabha Ramseook-Munhurrun, Soolakshna D. Lukea-Bhiwajee, and Perunjodi Naidoo. 2010. Service Quality in the Public Service. *International Journal of Management and Marketing Research* Vol. 3 No. 1.

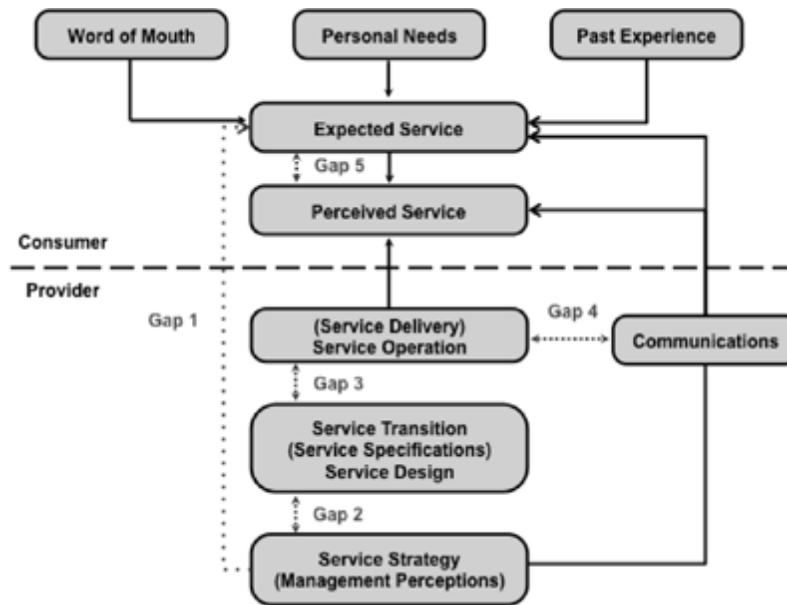
<sup>52</sup> Arawati Agus, Sunita Barker, and Jay Kandampully. 2007. An Exploratory Study of Service Quality in the Malaysian Public Service Sector. *International Journal of Quality & Reliability Management* Vol. 24 No. 2. 177-190

<sup>53</sup> A. Pasuraman, Valarie A. Zeithaml, and Leonard L. Berry. 1988. “SERVQUAL: A Multiple-Item Scale for Measuring Consumer Perceptions of Service Quality.” *Journal of Retailing Vol.64 No.1.23.*

- 2) Reliability: Ability to perform the promised service dependably and accurately;
- 3) Responsiveness: Willingness to help customers and provide prompt service;
- 4) Assurance: Knowledge and courtesy of employees and their ability to inspire trust and confidence; and
- 5) Empathy: Caring, individualized attention the firm provides its customers.

The process of public service delivery starts from initial strategy, service transition and ends with service delivery within the government. While from the citizen's perspective, they have expectations of the quality of public services based on word of mouth, personal needs, and past experiences. They also have perceived the quality of service provided by the government. Throughout this process, it is almost possible to have gaps in each process as shown in figure 4.1.

Gap 1 is defined as the positioning gap which is the difference between the government's perception of citizens' expectations and the relative importance citizens attach to the quality of public services. For example, the government may think it is more important to improve public school infrastructure, but the public may be more concerned with the quality of the teachers and the teaching methods. Reasons for this gap include a lack of research, misinterpretation of public needs and people's expectations, and biases regarding the demand of quality.



**Figure 4.1**  
**SERVQUAL Model, A. Parasuraman, Valarie A. Zeithaml, and Leonard L. Berry**

Gap 2 is drawn as the specification gap, which is the difference between what the government believes the citizens want and what the citizens expect the government to provide. An example here would be that the government may tell the police to respond quickly to complaints from the public, but the police may not clearly understand how quickly they should respond. Some key factors leading to this gap are a lack of standard operating procedures, unclear service designs, the absence of management commitment, and a confused new service development process.

Gap 3 (the delivery gap) is the difference between the service provided by public officers and the specification set by the government. This gap may arise because of ineffective recruitment, unclear job descriptions, no rewards and punishments, and lack of human resources development and training,

Gap 4 (the communication gap) is the difference between the promises communicated by the government and the citizens' expectations of those external promises. For example, a government promises to provide a fast and efficient business permit procedure, but in reality it may be poorly managed and cannot meet the promise and people's

expectations. This gap may arise because of an over-promising of the service quality, failure to manage people's expectations, or failure to implement the standards of service specifications.

Gap 5 (the perception gap) is the difference between the citizens' internal perceptions and expectations of the public service. People may misinterpret the quality of public services which are going to be provided by the government. This may be caused by cultural backgrounds, lifestyles, demographics, experience with similar services, and online availability of information.

The SERVQUAL tool is specifically used for measuring the technical aspects of service quality as the outcome of a certain governmental reform. Therefore, the survey could only cover the perceived quality of public services from the respondents. It could not capture the reasons behind the existence of the gaps and their relation to the discussion in this research about democracy, technology, and bureaucracy. As such, in addition to the SERVQUAL items, the survey tried to gather information regarding the respondents' behavior to help the main analysis. Furthermore, the research utilized another established survey in combination with a qualitative study on literature and interview.

## **2. Research Design**

The research was mainly conducted in a survey by adapting the SERVQUAL instrument to assess the public service quality. The questionnaire was developed into several parts to get the related information. The first part was about the respondent profile such as

gender, age, last education attained, current job, and current living. Another specific piece of information needed from the respondents was their internet behavior. Internet behavior has been used in analyzing the relationship between internet penetration and the open government initiative.

In the second part, respondents were asked to identify their knowledge about open government and their experience of interaction with public services which were included in the OGI. The respondents were then required to rank the public services with which they have interacted, from the most often used to never used. There was also a question about the reason why the government should open public data. This question and the alternative answers were originally from Davies.<sup>54</sup> The respondents' answers will be helpful in understanding the engagement level of citizens in the open government.

And the last part of the questionnaire was the SERVQUAL instrument which consisted of expectations and satisfaction evaluations based on its five dimensions: tangibles, reliability, responsiveness, assurance, and empathy. As suggested by Parasuraman, Zeithaml, and Berry, all the statements in this questionnaire were measured on a seven-point scale, from 1 (Strongly Disagree) to 7 (Strongly Agree). The last question in this part asked the respondents to weigh the importance of each dimension of SERVQUAL.

SERVQUAL in this research was used to evaluate every public service under the OGI initiative in general, not specific to any single public service or government institution. In doing so, the experience of the respondents' interaction with any kind of public service in the second part of the questionnaire will be very important as a proxy of which public services are used by respondents when providing answers in SERVQUAL.

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<sup>54</sup> The question and answers are taken from a questionnaire used by Tm Davies in his MSc dissertation at the University of Oxford, title *Open Data, Democracy, and Public Sector Reform, a Look at Open Government Data Use from data.gov.uk*. 2010.



**Chapter 4**  
**Result and Analysis**

In this chapter, there will be discussion of the results from the questionnaire which has been conducted to compile opinions and evaluations of the implementation of open government in Indonesia. It will begin with the description of the respondents' demographic profile, analysis of SERVQUAL, and discussion of the determinant factors for open government effectiveness to improve the quality of public services.

## **1. Demographic Profile of Respondents**

This research was conducted by distributing the questionnaire through online media and was targeted to Indonesian respondents living in Indonesia or abroad but who had spent the last two years in Indonesia. The original survey presented to respondents was written in Bahasa Indonesia to ensure they understood the context and all of the questions properly. The Qualtrics platform was used to gather online respondents. The system automatically identified respondents from their IP addresses which could prevent the same person filling the questionnaire more than once. However, there remained a possibility to manipulate the IP address. The author believes that there was no fraud found in the completing of the questionnaire. As such, it can be expected that all of the respondents represented real human beings.

Out of the 161 respondents who started the questionnaire, only 101 completed it (completion rate 62.73%). Another 19.88% (32 respondents) and 10.56% (17 respondents) only completed 10% and 30% of the survey respectively. The rest of the respondents varied in completing the survey (from 0-90%). Therefore, only 101 respondents could be analyzed in this research. Any proportion in the statistics will refer to this number.

From the total of 101 respondents who completed the survey, 66.34% (67 respondents) were male and 33.66% (34 respondents) were female. Approximately 61.39% belonged to the 16-25 year old age group, 37.62% were in the group of 26-35 year olds, and

only 0.99% belonged in the 36-45 age group. This suggests that the majority of the respondents were youth and mid-career persons. They are the right target of respondents to get the representative answer. The main reason behind this is because young people are considered relatively adaptable to change. Furthermore, in this age of information technology, youth are generally more familiar with gadgets, online media and social media than the elder community.

Markplus Insight and Markeeters carried out an “Indonesia Youth Survey 2013” and have released 10 facts about Indonesian young people. Five out of these ten facts are related to the trend of online activity, such as the rise of communication spending, the increase of the usage of online media while use of offline media is decreasing, the preference of social media rather than online news, and the increasing popularity of shopping online.<sup>55</sup> Another interesting fact from the survey is that youth are becoming more interested in politics. This interest has been driven by the emergence of new local leaders who seem to represent the youthful spirit and values such as honesty, bravery, transparency, accountability, and progressiveness. Youth want to see change and a better future for their country and the OGI offers what they want through various campaigns for young people.

The majority of the respondents were well educated with approximately 73.27% holding a bachelor degree and 21.78% a master degree. Only 1.98% and 2.97% were diploma 3 and senior high school graduates respectively. In terms of the respondents’ current occupations, there were 36.63% working in the private sector, 21.78% in the public sector, 17.82% in other sectors, 16.83% in education, and 6.93% as entrepreneurs.

Respondents’ current living was not too diverse as their geographical locations were concentrated in Java and Madura Island, which reached 88.12% of total respondents. Approximately 7.92% were living abroad, 1.98% were living in Sumatera Island, and 0.99%

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<sup>55</sup> Markeeters. Sepuluh Fakta tentang Anak Muda Indonesia (10 Facts about Indonesia Young People), April 29, 2014, <http://www.dotsemarang.com/10-fakta-tentang-anak-muda-indonesia/>.

were each living in Sulawesi and Kalimantan. The geographical distribution of respondents will be very important when analyzing the penetration of information technology in all areas of Indonesia in the later discussion.

## **2. Knowledge about Open Government**

Since the OGI's launch in 2011, not many respondents knew of or had ever heard the term of "Open Government Indonesia." Only 55.45% of respondents stated that they had heard of the term, with approximately 44.55% of respondents having never heard the term. The most interesting fact here is that of the total respondents who work in the public sector, only 54.55% knew about open government, and a considerable 45.45% did not. This proportion was almost the same as that of the overall respondents. This suggests that not every single public officer is familiar with the initiative. There are many possible reasons for this case to have happened which could not be explored from the survey, but this statistic shows how the OGI has not been well-socialized even within government offices. If those who are supposed to implement the program have never heard about open government, then we cannot expect the program to be recognized widely by the public.

When the respondents were asked what they know about open government and were given an opportunity to answer by choosing one or more five values of open government, Transparency was the most selected by respondents, with approximately 68% selecting this answer. This was followed by Public Participation (36%), Accountability (32%), Public Engagement (28%), Public Collaboration (20%), and Social Innovation (12%). This suggests that most respondents would associate open government with transparency, even though they had never heard of open government. The term "open" itself is a self-defined word which will drive people to think that the government, in the least, must be transparent.

Perhaps the term open government was not quite familiar to the public, so the survey attempted to discover the respondents’ knowledge and experiences regarding the public services which were part of OGI initiative. The OGI is just a platform for delivering public services which should be implemented by every governmental office. There is the possibility of people experiencing public services without knowing about the public service in detail. This also works in reverse: they might have a certain level of knowledge regarding a specific public service, but have never experienced accessing the service. This is because the experience of using public services is driven by the public’s need for such a service.

Table 5.1 shows the statistic on the respondents’ knowledge and experiences relating to eleven public service themes: poverty reduction, education subsidies, health subsidies, police, high corruption risk, civil service recruitment, land administration, national budget administration, e-procurement, one map portal, and environmental openness. In the knowledge column, the number represents the level of knowledge in a scale of 1 to 4. Scale 1 means the respondents know nothing on the specific public service and scale 4 means they have a lot of information regarding the service. The experience column presents the proportion of respondents who selected certain public services as their most frequent experiences. They were asked to rank the public services from 1 to 11, with number one meaning the most often and eleven meaning the least often.

**Table 5.1 Knowledge and Experience of Open Government Public Services**

Public Services	Knowledge* (average)	Experience**		
		1 <sup>st</sup>	2 <sup>nd</sup>	3 <sup>rd</sup>
Improving Public Services: <b>Poverty Reduction.</b> Publish budget allocation information and implementation plan and results on website, and develop a participation mechanism.	1.96	15.8%	15.84%	13.86%

Improving Public Services: <b>Education Subsidies</b> . Publish budget allocation, disbursement, and expenditure data.	2.22	31.7%	17.82%	16.83%
Improving Public Services: <b>Health Subsidies</b> . Publish budget allocation, expenditure data, the list of recipients of health insurance, and the process to obtain it.	2.12	4.0%	23.76%	24.75%
Increasing Public Integrity: <b>Police</b> . Publish institution and officer profiles, costs and time for services, case status, and an annual report.	1.81	0.0%	5.94%	5.94%
Increasing Public Integrity: <b>High Corruption Risk</b> . Publish in higher-risk agencies like Tax Court, and Immigration, and Customs offices, institution and officer profiles, costs and time for services, case status, and an annual report.	2.05	8.9%	7.92%	9.90 %
Increasing Public Integrity: <b>Civil Service Recruitment</b> . Publish openings, requirements, recruitment process, selection criteria, test results, and announcement of hires. Also publish citizen complaints and resolutions.	2.76	32.7%	12.87%	10.89%
Increasing Public Integrity: <b>Land Administration</b> . Publish types of services, processes, costs and time required, and status of service requests.	1.6	0.0%	1.98%	0.00%
More Effectively Managing Public Resources: <b>National Budget Information</b> . Publish national budget (proposed and enacted), project and budget list, disbursements, annual report, audited report, and a citizens' budget.	2.03	3.0%	6.93%	6.93%
More Effectively Managing Public Resources: <b>E-Procurement</b> . Install and operate software at 56 central government institutions.	1.98	3.0%	5.94%	5.94%
More Effectively Managing Public Resources: <b>OneMap Portal</b> . Digitalize data on primary and secondary forests in single portal, to promote efficient forestry management.	1.51	1.0%	0.00%	1.98%
More Effectively Managing Public Resource; <b>Environmental Openness</b> . Publish extractive industry revenue information for the central and regional government, establish a multi-stakeholder forum for spatial plan development, and publish the spatial plan.	1.64	0.0%	0.99%	2.97%

\*Scale: 1=None; 2=Little; 3=Some; and 4=A Lot

\*\*proportion of respondents; 1<sup>st</sup>: the most frequent of public service

The most recognized public service by respondents was the Civil Service Recruitment program. The program aims to improve public integrity by publishing the processes from beginning to end such as the opening, selection criteria, test results and final announcement. Also, by publishing complaints from citizens and their resolutions. The average knowledge from all respondents was 2.76, which means that on average they had knowledge level between “a little” and “some”, but very close to “some”. The next most recognized public service themes were Education Subsidies (2.22), Health Subsidies (2.12), High Risk Corruption (2.05), and National Budget Information (2.03). The other programs were less recognized as they had an average scale of less than two.

Amongst the eleven public services under the OGI initiative, there were 32.67% of respondents who chose Civil Service Recruitment as the first place or the service with which they had the most experience, followed by Education Subsidies which had been chosen by 31.68% of respondents. Approximately 15.84% selected the Poverty Reduction program as their number one. For the second rank, there were 23.76% of respondents who selected Health Subsidies, 17.82% selected Education Subsidies, 15.84% chose Poverty Reduction, and 12.87% selected Civil Service Recruitment. As for the third rank, 24.75% chose Health Subsidies, 16.83% selected Education Subsidies, and 13.86% chose Poverty Reduction.

By summing the proportion of respondents who selected a particular public service as their first, second and third rank, the top three public services which were chosen by more than 50% of respondents can be identified. They were: Education Subsidies (66.33%), Civil Service Recruitment (56.43%), and Health Subsidies (52.47%). With this result, it can be expected that the majority of respondents were filling the SERVQUAL questionnaire based on their past experiences of these three public service initiatives.

Ideally, SERVQUAL is used to evaluate a single service program, not the entire department or even a whole country. But this research, with its limitations, used SERVQUAL to measure the whole public service under the OGI framework. Therefore, it is important to know which public services most people have experience with to make a proxy that their answers will be affected by their past experiences.

There are several reasons for a government to be open, transparent, and accountable. Most scientists, policy makers and governments throughout the world see open government as one of the most important agendas to promote. As it has been mentioned before, the growing number of countries registering and committing to the OGP indicates the world's governments making an effort to reform public services. Moreover, there is a need to know how citizens view this agenda in order to ensure it is not solely the government's will.

**Table 5.2 Reason for Government to Open**

<b>Reason to Open</b>	<b>Mean</b>
Open government data can be used to drive the reform of public services	4.55
Citizens will be able to scrutinize government activities better	4.41
Government data was paid for by citizens, so should be accessible to citizens	4.37
Open government data can be used to call governments to account	4.36
Citizens can explore data and come to understand government activities better	4.36
Errors in data will be more quickly identified and corrected	4.25
Communities will be able to use government data to help the state solve local problems	4.2
Communities will be able to use government data to solve local problems for themselves -bypassing the need for state activity	3.95
Companies can build services with open government data	3.81
Innovators from outside government will use open data to build better online services than government can	3.75
Open government data can be used to develop the semantic web / web of linked data	3.73
Open government data can be used commercially	3.24

Scale: 1=not at all important; 2=very unimportant; 3=neither important or unimportant; 4=very important; 5=extremely important

Table 5.2 above, shows the scale of urgency of open government as rated by respondents. The highest rated reason considered to be the most important was open government data can be used to drive the reform of public service (4.55). This is strongly in line with the objective of this research, to test whether open government can really improve the quality of the public service. Further reasons which were seen to be important were citizens will be able to make the government perform better (4.41), data should be accessible to the people (4.37), to make the government accountable (4.36), to make citizens understand the government better (4.36), to make corrections when there is an error in data (4.25), and people can help the government in solving public problems (4.2). The rest of the reasons available were seen as neither important nor unimportant.



### 3. Analysis of SERVQUAL for Open Government Indonesia

The SERVQUAL tool consists of 22 items or statements which are grouped into five dimensions of service quality: Tangible, Reliability, Responsiveness, Assurance, and Empathy. The 22 items were stated in two ways to elicit the respondents' expectations as well as their perceptions on quality of service. Parasuraman, Zeithaml, and Berry<sup>56</sup> developed the tool through a mechanism to ensure the scale's reliability, factor structure, and validity. Initially, the tool consisted of 97 items and ten dimensions, after which various items were deleted, a number of dimensions were combined and the final model was decided upon with 22 items and 5 dimensions. The tool was developed to be as flexible as possible to make it adjustable to any kind of service. There is room to modify the items and dimension list, but it is a requirement to apply the same tests that had been done by Parasuraman, Zeithaml, and Berry.

In this research, the same items and dimension list as the original tool were used. Therefore, it was not necessary to test the scale's reliability, factor structure, and validity. The only change that has been applied was the wording modification to adjust with the overall research design. Here is an example of a statement which was designed to indicate the respondents' expectation (E) related to the reliability dimension: "Excellent government institutions will perform the public service right the first time." For the same item and the same dimension, a different statement was applied to elicit the respondents' perception (P): "An open government institution performs the public service right the first time." The term of "open government institution" refers to an institution providing public services under the OGI framework. To be more specific and from the respondents' perspective, that institution will most likely refer to the institution which has provided the most familiar public services to them: Education Subsidies, Civil Service Recruitment, and Health Subsidies.

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<sup>56</sup> A. Parasuraman, Valerie A. Zeithaml, and Leonard L. Berry, "SERVQUAL: A Multi-Item Scale for Measuring Consumer Perceptions of the Service Quality," *Journal of Retailing* Vol. 64 No. 1 (1988): 12- 40.

In the next discussion, each dimension will be presented in detail. Each item will have an expectation score (1 to 7) and perception score (1 to 7) that then will be measured against the gap of the perception over the expectation. Score 1 means strongly disagree with the statement, while score 7 means strongly agree. From all respondents, the average score for each item will be measured and later for individual and whole dimensions. The gaps will vary between -6 to +6. Then each item was tested using the Paired t-test to test whether there was a significant difference in Es and Ps. If the statistic measurements showed statistically significant different means between two groups of scores, then the gap will be meaningful.

#### *Dimension #1: Tangible*

The tangible dimension of SERVQUAL assessed the physical appearance of public service provisions such as: modern looking equipment, the visual appeal of physical facilities and publications, and neat appearance. Included in this dimension was the appearance and interface of public services which are delivered online. In this age of information technology, some public services can be administered efficiently and effectively by using online media or a combination of both online and offline services.

The expectation and perception score for each item making up the tangible dimension are presented in Table 5.3 below. For the expectation scores, three out of four items had an average score of more than 6 out of a possible 7, which means answers were quite close to the scale of “strongly agree” with the statement. Only one item had less than 6 and also the lowest score, it was visually appealing physical facilities (5.89). The highest score went to visually appealing material (6.23). Meanwhile, all the perception scores were lower than the expectation scores for the respective items. From four items, respondents gave the highest score to employees’ neat appearance (5.27) and the lowest score to modern

looking equipment and visually appealing physical facilities (4.98). On average as a whole dimension, the expectation score was 6.09 and the perception score was 5.09.

**Table 5.3 Tangible Dimension Scores**

<b>Tangible Dimension</b>	<b>E</b>	<b>P</b>	<b>G</b>
1. Excellent government institutions will have modern looking equipment.	6.10	4.98	-1.12*
2. The physical facilities at government institutions will be visually appealing.	5.89	4.98	-0.91*
3. Employees at government institutions will be neat appearing.	6.15	5.27	-0.88*
4 Materials associated with the service (such as pamphlets or statements) will be visually appealing at an excellent government institution.	6.23	5.11	-1.12*
<b>Average</b>	<b>6.09</b>	<b>5.09</b>	<b>-1.01</b>

\*significant at 5% alpha, using paired t-test to measure the difference between mean of E and P

Since all of the perception scores were lower than the expectation scores, it was expected that there would be negative gaps for each item. It means that certain government institutions could not deliver the tangible dimension of public services at the public's expected level. The greater the gap, the more the government institutions were not able to meet the expectations. The largest gap was for modern looking equipment and visually appealing materials. While the smallest gap was employees' neat appearance.

The existence of a gap does not necessarily mean that the expectation and perception scores were really different. Therefore in this research, the Paired t-test was conducted to examine whether the difference between the mean of two groups were statistically different. The result was that the both score for all items were different significantly at 5% of alpha.

The statistics above suggest that the governmental institutions which provide open government public services underperformed in the tangible dimension.

*Dimension #2: Reliability*

There were five items which constituted the reliability dimension: keeping promises, sincerity in serving, making public services a priority, on time delivery, and error free records. The dimension was intended to explore the performance of government institutions in providing public services dependably and accurately. Table 5.4 shows the expectation and perception scores of those items.

**Table 5.4 Reliability Dimension Scores**

<b>Reliability Dimension</b>	<b>E</b>	<b>P</b>	<b>G</b>
5. When excellent government institutions promise to do something by a certain time, they do.	6.66	5.07	-1.59*
6. When a citizen has a problem, excellent government institutions will show a sincere interest in solving it.	6.48	5.00	-1.48*
7. Excellent government institutions will perform the public service right the first time.	6.62	4.86	-1.76*
8. Excellent government institutions will provide the public service at the time they promise to do so.	6.61	5.11	-1.50*
9. Excellent government institutions will insist on error free records.	6.26	4.58	-1.68*
<b>Average</b>	<b>6.53</b>	<b>4.92</b>	<b>-1.60*</b>

\*significant at 5% alpha, using paired t-test to measure the difference between mean of E and P

The highest expectation score was the item of keeping promises, “When excellent government institutions promise to do something by a certain time, they do it” with a score of 6.66 and the lowest score was the error free records attribute (6.26). The deviation between the highest and lowest scores was small and the average score was 6.53 (the highest score among other dimensions), indicating that respondents had high expectations concerning the reliability dimension of public services. Meanwhile, the highest perception score was on time delivery of public service, “An Open Government-Institution provides its service at the time it promises to do so” (5.11) and the lowest score was the error free records item (4.58). The average score was 4.92 out of 7.

In both the average and each item, the perception scores were lower than the expectation scores. The highest gap was the item “Excellent government institutions will perform the public service right the first time” (-1.76) and the lowest gap was “When a citizen has a problem, excellent government institutions will show a sincere interest in solving it” (-1.48). On average the gap score for the reliability dimension was -1.60, the largest among that in other dimensions. This suggests the reliability performance of government institutions in delivering public services was the least able to meet the expectation levels, which (the expectation) was the highest among others.

*Dimension #3: Responsiveness*

The responsiveness dimension consisted of several attributes representing the government officers’ willingness to help and provide excellent service to citizen. In Table 5.4, the score for both respondents’ expectations and perceptions, and their gaps is shown.

**Table 5.5 Responsiveness Dimension Scores**

<b>Responsiveness Dimension</b>	<b>E</b>	<b>P</b>	<b>G</b>
10. Employees of excellent government institutions will tell citizens exactly when public services will be performed.	6.50	5.07	-1.43*
11. Employees of excellent government institutions will give prompt public service to citizens.	6.53	4.92	-1.61*
12. Employees of excellent government institutions will always be willing to help citizens.	6.59	5.00	-1.59*
13. Employees of excellent government institutions will never be too busy to respond to citizens’ requests.	6.50	4.99	-1.51*
<b>Average</b>	<b>6.53</b>	<b>5.00</b>	<b>-1.54</b>

\*significant at 5% alpha, using paired t-test to measure the difference between mean of E and P

The respondents were expecting the responsiveness to be as high as the reliability dimension with the same average score, 6.53. The score deviation was not so far away, with the highest score being 6.59 (willingness to help citizens) and the lowest being 6.50 (the

employee will tell the citizen exactly when the public service will be performed, and they will never be too busy to respond to the citizens' request). While the average score for the perception was 5.00, the highest score was the willingness to tell citizens when the public service will be performed (5.07) and the lowest was willingness to give prompt service to citizens (4.92).

Similar to the previous dimensions, there were negative gap scores for the responsiveness dimension since all the perception scores were lower than the expectation scores. The highest gap was the willingness to give prompt public service (-1.61) and the lowest was willingness to tell citizens when a public service will be performed. On average the score gap was -1.54, the second highest among all dimensions and indicating one of the underperformed dimensions. The gap matters because based on the Paired t-test, there was evidence that the mean of expectation scores and perception scores were different.

#### *Dimension #4: Assurance*

In the assurance dimension, the SERVQUAL tool was trying to assess the public officers' knowledge, courtesy, and ability to inspire trust and confidence in citizens. The dimension was broken down into four attributes as shown in Table 5.5 below. The table also shows the respondents' expectation and perception scores.

With the average expectation score 6.53, the assurance dimension stood at the same expectation level with the reliability and responsiveness dimension. The public officers' ability to instill confidence in citizens and to make them feel safe in their interaction with a public service provider were given the highest score (6.55), while the lowest score was the public officers' knowledge attribute (6.49).

**Table 5.6 Assurance Dimension Scores**

<b>Assurance Dimension</b>	<b>E</b>	<b>P</b>	<b>G</b>
14. The behavior of employees in excellent government institutions will instill confidence in citizens.	6.55	4.96	-1.59*
15. Citizens will feel safe in interaction with excellent government institutions.	6.55	4.95	-1.60*
16. Employees of excellent government institutions will be consistently courteous with citizens.	6.51	5.01	-1.50*
17. Employees of excellent government institutions will have the knowledge to answer citizens' questions.	6.49	5.12	-1.37*
Average	6.53	5.01	-1.52*

\*significant at 5% alpha, using paired t-test to measure the difference between mean of E and P

Aside from their expectations and based on their perceived quality regarding public services, the respondents gave lower perception scores in terms of the assurance dimension than that in the expectation. The average perception score was 5.01, while the highest was the public officers' knowledge attribute (5.12) and the lowest was the ability to make citizens feel safe (4.95). As such, the gap between the perception scores minus the expectation score must be negative. On average the gap score for assurance dimension was -1.52. The result from the Paired t-test suggests that the perception and expectation scores were different statistically.

#### *Dimension #5: Empathy*

The empathy dimension of the SERVQUAL tool aimed to measure the public officers' level of care towards citizens and how they can provide individualized attention to all citizens equally. There were five items making up the empathy dimension such as excellent government institutions will give citizens individual attention, convenient operating hours to all, personal attention from public officers, put their best interests at heart, and have public officers who understand the specific needs of the citizens. Table 5.5 below shows all the items and their scores.

**Table 5.7 Empathy Dimension Scores**

<b>Empathy Dimension</b>	<b>E</b>	<b>P</b>	<b>G</b>
18. Excellent government institutions will give citizens individual attention.	5.53	4.7	-0.83*
19. Excellent government institutions will have operating hours convenient to all their customers.	6.05	5.04	-1.01*
20. Excellent government institutions will have employees who give citizens personal attention.	5.76	4.77	-0.99*
21. Excellent government institutions will have their citizen's best interest at heart.	6.57	4.93	-1.64*
22. The employees of excellent government institutions will understand the specific needs of their customers.	6.41	4.98	-1.43*
<b>Average</b>	<b>6.06</b>	<b>4.88</b>	<b>-1.18*</b>

\*significant at 5% alpha, using paired t-test to measure the difference between mean of E and P

On average, the expectation score for the empathy dimension (6.06) was the lowest compared to that of other dimensions. This suggests that respondents did not expect the government institutions who are providing open government public services to be able to perform the empathy dimension as well as other dimensions. This also occurred for the average perception score which was the lowest among others, with a score of only 4.88. The most valued perception attribute given by respondents was convenient operating hours. While the worst was the individual attention attribute, not only among items within this dimension but also among all items from all dimensions.

All the items in this dimension had negative gaps with an average score of -1.18. The individual attribute had the lowest gap score, even among all items in all dimensions. The attribute got the lowest perception score, though the expectation score was not so high, so it made the gap quite small.

### **Overall Findings of SERVQUAL Analysis**

Every dimension in the SERVQUAL tool has been looked at in detail, therefore the following section will attempt to analyze important findings in the overall picture.



*First, all the gaps are negative*

The gap was defined as the difference of perception scores over expectation scores. If the perception scores were lower than the expectation scores, the gap would be negative. This can be seen as meaning that the public service provider could not perform as well as it should and as expected by the people.

Based on Parasuraman, Zeithaml, and Berry<sup>57</sup>, in the SERVQUAL tool, the service quality was measured by assessing the consumers' perceptions because in fact there are no objective methods of measurement. This perceived standard of quality, "is the consumer's judgment about an entity's overall excellence or superiority."<sup>58</sup> As such, with or without knowing the OGI, people in general or more specifically the respondents have preconceived expectations for a standard of excellence regarding public services. This standard was used as the primary consideration in the scoring of SERVQUAL's expectation attributes. Furthermore people's judgments were represented in the perception attributes which are based on their experiences.

The main objective of this research was to measure the effectiveness of the OGI in improving the quality of public services. The survey was designed to gather citizens' perceptions on several public services which are included in the OGI framework and their expectations of the ideal public service. Therefore, the finding of negative gaps in all dimensions of the SERVQUAL tool suggests that the OGI has not been effective in ensuring public services are provided at the level expected by the citizens. Although the tool could not reveal how much has changed from past performance, the main outcome was that the OGI could not make the government provide public services at the best level as expected by its citizens.

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<sup>57</sup> A. Parasuraman, Valerie A. Zeithaml, and Leonard L. Berry, "SERVQUAL: A Multi-Item Scale for Measuring Consumer Perceptions of the Service Quality," *Journal of Retailing* Vol. 64 No. 1 (1988): 12- 40

<sup>58</sup> Valerie Zeithaml. "Defining and Relating Price, Perceived Quality, and Perceived Value." *Marketing Science Institute Report No 87-101* (1987).

Based on the Independent Reporting Mechanism (IRM) on OGI's progress<sup>59</sup>, out of eleven OGI commitments for public services (from poverty reduction to environmental openness),<sup>60</sup> only five commitments were completed with another six still in progress by the end of 2013. In terms of timing, there were 6 public service commitments on schedule while 5 others were behind schedule. Here is the detailed list of commitments:

**Table 5.8 Public Service Commitment Progress**

<b>Public Service Commitment</b>	<b>Level of Completion*</b>	<b>Timing</b>
Improving Public Services: <b>Poverty Reduction</b>	Substantial	Behind Schedule
Improving Public Services: <b>Education Subsidies</b>	Substantial	Behind Schedule
Improving Public Services: <b>Health Subsidies</b>	Substantial	Behind Schedule
Increasing Public Integrity: <b>Police</b>	Limited	Behind Schedule
Increasing Public Integrity: <b>High Corruption Risk</b>	Completed	On Schedule
Increasing Public Integrity: <b>Civil Service Recruitment</b>	Limited	Behind Schedule
Increasing Public Integrity: <b>Land Administration</b>	Substantial	On Schedule
More Effectively Managing Public Resources: <b>National Budget Information</b>	Completed	On Schedule
More Effectively Managing Public Resources: <b>E-Procurement</b>	Completed	On Schedule
More Effectively Managing Public Resources: <b>OneMap Portal.</b>	Completed	On Schedule
More Effectively Managing Public Resource; <b>Environmental Openness.</b>	Completed	On Schedule

\*level of completion from the least to the most: not started, limited, substantial, and completed  
Source: Independent Reporting Mechanism (IRM), Indonesia Progress Report 2011-2013

This assessment shows how the implementation of OGI has been progressing for the last two years since it started in 2011. The on-going progress and schedule delays of the commitments could be the reason why OGI has not effectively improved the quality of the public service in Indonesia. More importantly, these incomplete commitments were the most

<sup>59</sup> Chitra Retna S. 2013. Independent Reporting Mechanism (IRM), Indonesia Progress Report 2011-2013.

<sup>60</sup> Originally Indonesia had twelve commitments and the report included all of the commitments. However, as the purpose of this research was to focus on the central government's activities, the local government's budget commitment was eliminated.

familiar with the respondents: Poverty Reduction, Health Subsidies, Education Subsidies, and Civil Service Recruitment. It cannot be strongly proven that OGI has failed to improve the quality of the public service since the OGI implementation itself was far from complete.

***Second: Reliability and Responsiveness are the Most Important Dimensions***

The SERVQUAL tool has five important dimensions which are indeed embodied in any kind of service. The dimensions had been examined by their validity to be able to measure quality of service more accurately. In the beginning, the tools were designed by using 10 dimensions: tangibles, reliability, responsiveness, communication, credibility, security, competence, courtesy, understanding/knowing customers, access.<sup>61</sup> Only five of them have remained after the deletion and combination of some dimensions and items to ensure internal consistency among items within dimensions.

However, the developer of the tool recognized that people value the importance of each dimension differently.<sup>62</sup> During the survey for this research, the respondents were asked to assign 100 points into five dimensions based on their consideration of the level of importance of each dimension. The higher the point for a dimension, the more important that dimension is relative to other dimensions. The result indicated that responsiveness and reliability were given the highest points and were very close to each other, receiving 25.29 and 25.28 points respectively. Following in the third and fourth positions were assurance (18.29) and empathy (17.12). While the tangibles dimension (14.02) was considered as the least important among the others.

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<sup>61</sup> A. Parasuraman, Valerie A. Zeithaml, and Leonard L. Berry, "SERVQUAL: A Multi-Item Scale for Measuring Consumer Perceptions of the Service Quality," *Journal of Retailing* Vol. 64 No. 1 (1988): 12- 40.

<sup>62</sup> A. Parasuraman, Valarie A. Zeithaml, and Leonard L. Berry. *Delivering Quality Service: Balancing Customer Perception and Expectations*. (New York: New York Free Press, 1990).

Another SERVQUAL-based research on quality service has found to have similar results. Brysland and Curry<sup>63</sup> on catering services found the reliability dimension (29.6) as holding the highest weight, followed by the responsiveness dimension (19.9). Nejati, Nejati, and Shafaie<sup>64</sup> assessed employee satisfaction in an Iranian case study and also found the reliability and responsiveness dimensions as the most important dimensions.

#### **4. Analysis of Determinants**

The SERVQUAL tool can only explain the public service performance based on the exploration of the gap for each item and dimension. Most of the items were technical attributes within the service provider that should be carried out by the employees. For this research, these attributes will be contributing to the discussion of bureaucracy problems. Since the open government is not merely a technical and operational movement, but rather based in ideological aspects such as democracy in particular, this research attempted to accommodate the discussion about the importance of democracy for OGI to be successful in improving the quality of public services. Furthermore, the role of technological information in doing so.

Therefore, the overall survey tool was designed to gather related (but very limited) information that can contribute to the discussion of democracy and technological information aspects in Indonesia. Other primary and secondary resources on those topics were very useful in establishing strong evidence.

#### *Lack of democratic culture*

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<sup>63</sup> A. Brysland, and A. Curry. "Service improvements in public services using SERVQUAL," *Managing Service Quality*, Vol.11, No.6 (2001) 389-401.

<sup>64</sup> Mehran Nejati, Mostafa Nejati, and Azadeh Shafaie. *Using SERVQUAL to Measure Employee Satisfaction: An Iranian Case Study*.

In the realm of democracy, there exist many variants of definitions, features, and scopes. But for the purpose of this research, there will be more focus on two fundamental features: freedom of information and public participation. These features are not mutually exclusive, since both of them can serve as a foundation for another. Freedom of information can be seen as a consequence of the idea that the state belongs to all people, and therefore the people have the right to know any public information managed by the government. Meanwhile, in order to enable public participation, people must be given adequate information. Both features are the basic requirements for the effectiveness of open government initiatives.

Indonesia has been recognized as a growing democratic country after the multi-dimensional crisis led to the dismissal of the long-serving New Order Regime of authoritarianism under the power of President Soeharto in 1998. Since then, there has been growing civic freedom in almost all aspects, especially freedom of speech, freedom of information, freedom of religion, and freedom of association. Indonesians are now experiencing filter-free information available in any media, without the government screening what people must and must not know. Citizens are also practically free to establish and participate in communities that advocate public interests, without state control over them.

However, several challenges still exist which decelerate the democratization progress. The Economist Intelligence Unit (EIU)<sup>65</sup> released the Democracy Index 2012 for all countries worldwide, on which Indonesia ranked 53 out of 167 countries with an overall score 6.76. The Democracy Index categorized Indonesia as a “flawed democracy” together with another 54 countries. There has been no significant improvement since 2006 (the start of the indexation), when Indonesia was given a score of 6.41. To be able to be categorized as a “full democracy,” a country must at least get a score of 8.0 from the maximum 10.0. The index

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<sup>65</sup> The Economist Intelligence Unit, *Democracy Index 2012: Democracy at a Standstill*. (London, 2013-28).

was established based on five basic features: electoral process and pluralism, civil liberties, the functioning of government, political participation, and political culture.

As a flawed democracy, Indonesia was indicated as having free and fair elections (even though much fraud was discovered, score 6.92), respecting basic civil liberties (7.65), however a number of problems still arose in governance (7.50), political culture (5.63), and political participation (6.11). The scores were almost even in all areas, except for political culture. The latter covered public perception on democratic values. The low score indicates that there exists several groups of citizens who oppose democracy.

The values of freedom were relatively well-scored under the categories of civil liberties and functioning of government (especially regarding government accountability, openness, and transparency). The political participation category, which incorporated citizens' engagement and their interest in politics, received a moderately low score. An active and freely chosen citizen engagement is required for a healthy democracy.

A similar report has been published by the Freedom of House who assessed the degree of political freedom and civil liberties. In essence, the index measured freedom as the proxy for degree of democracy. It had a 1 to 7 scale of combined average ratings for both political rights and civil liberties. A country with a score of 1.0 - 2.5 will be categorized as "free", 2.5 – 5.0 as "partly free", and 5.1 – 7.0 as a "not free" country.<sup>66</sup> In the Post-New Order era, Indonesia was firstly graded as a "free" country between 2006 to 2013, after it had previously received a "partly free" grading from 1998 to 2004. However, in 2014 Indonesia's grading was reduced back to the "partly free" level due to having problems regarding civil

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<sup>66</sup> Methodology of Freedom of the World Index. Freedom of House. [http://freedomhouse.org/report/freedom-world-2010/methodology?page=351&ana\\_page=363&year=2010#.U2w4TfmSw78](http://freedomhouse.org/report/freedom-world-2010/methodology?page=351&ana_page=363&year=2010#.U2w4TfmSw78). Accessed on May 9<sup>th</sup>, 2014.

liberties (score 4).<sup>67</sup> This suggests that the freedom of citizens is becoming less respected in recent times.

In regards to the OGI's implementation, Retna has found that free access of information, especially public information was not fully assured. There were different levels of access between individuals, CSOs, research institutions and government agencies of public information. Individuals were suspected to be given the biggest barrier to having information accessible to them. In addition, when the data was made accessible, often problems emerged such as the data not being open format, only aggregate data being provided, the accuracy of data was questioned, incomplete data, website errors, data not being updated regularly, different formats of data, and data not being easy to access, analyze, and compare.<sup>68</sup>

Such difficult access to public information only exacerbates low public participation. Public participation and citizen engagement are seen as the result of the interaction between state and society. There was a shift in the pattern of state-society relations in the post-New Order from one way interaction of state to society toward two way interaction of state and society. Indonesian society was given a wider role in order to get involved in the democratization process. However, the society was not ready to do so at the time and this chance was caught by the society actors (elite) who interacted with the state actors by claiming to be society's representatives, although they did not truly represent the citizens' interests. Such interactions have been dominant in national politics, policy decisions, and policy implementation. This has been worsened by collusive behavior between the two actors who were generally advocating for their own interests.<sup>69</sup> As such, there was very little opportunity for the non-elite citizen to get involved and participate in national discourse.

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<sup>67</sup>

<http://www.freedomhouse.org/sites/default/files/Country%20Status%20and%20Ratings%20By%20Region%2C%201973-2014.xls> Accessed on May 9<sup>th</sup>, 2014.

<sup>68</sup> Chitra Retna S. 2013. Independent Reporting Mechanism (IRM), Indonesia Progress Report 2011-2013.

<sup>69</sup> Rauf Maswadi et al., *Indeks Demokrasi Indonesia 2010, Kebebasan yang Bertanggungjawab dan Substansial, Sebuah Tantangan (Indonesia Democracy Index 2010, Substantial and Responsible Freedom, a Challenge)*. (Jakarta: Badan Pusat Statistik, 2010), 18-21.

They were not decisive but will mostly be affected negatively from decisions of which they were not involved in the process.

### *The Lack of Information Technology Penetration*

Penetration of information technology (IT) can be simply seen as the proportion of people who use a certain product or service of the IT industry. However, this research attempts to delve further than merely the number of people using IT. This part will present a number of important statistics to indicate how far Indonesia has adopted and absorbed fast-growing information technology. Included will be the infrastructure, IT products and services subscriptions, technological advances, and also behavioral patterns in the use of technology. This will be very important for policy decisions since the government needs to study behavioral patterns in order to be able to design effective policies which can give better outcomes for development and public service provisions. The combination of infrastructure availability, usage (behavior), as well as other important aspects such as the ability (skill) of society, together configure the ICT Development Index which will drive the outcomes.

In general, those statistics remain relatively inferior compared to neighboring countries in the ASEAN. This indicates Indonesia's weak position in the region. In addition, domestically, Indonesia has been facing the disparity between the western and eastern parts of the country, and between urban and rural communities. In contrast, Indonesia has a great opportunity to benefit from the IT industry as the potential market is extremely large, the presence of a demographic bonus as the dependency ratio is reducing, the potential contribution for GDP, and the inter island connectivity.<sup>70</sup>

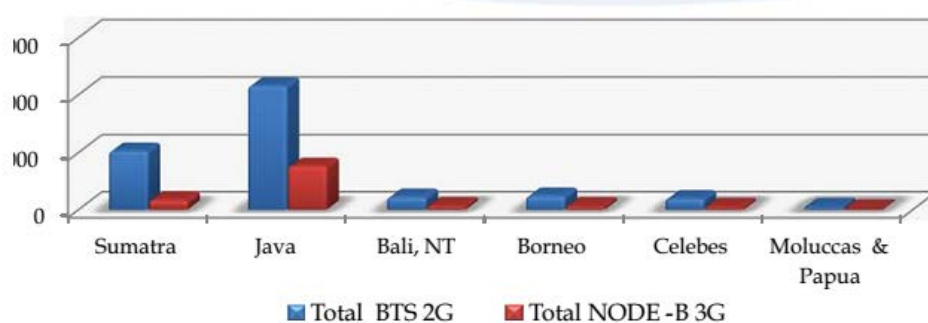
Firstly, infrastructure. Indonesia plans to establish a fiber optic network, named Palapa Ring (or Nusantara Superhighway Project), consisting of seven rings and connecting

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<sup>70</sup> Lukita Dinarsyah Tuwo. Indonesia Broadband Plan. Ministry of National Development Planning Republic of Indonesia. Presentation File.



all the big islands from Sumatra (west) to Papua (east), covering 33 provinces and 440 sub-districts, using a total of 57,087 kilometers of fiber optic network, both undersea and underground combined.<sup>71</sup> The network will be the backbone and backhaul for information and communication systems in Indonesia. The project is still undergoing construction and is expected to be finished in 2015.<sup>72</sup> Therefore, the utilization of the infrastructure is currently very limited. Moreover, the establishment of infrastructures are not equal between the islands in Indonesia. Most infrastructures are focused on Java Island where the majority of the population live. For example the distribution of fiber optic networks which are concentrated on Java Island are 60.37% of total FO already built, while the rest are spread over to other islands: Sumatra (16.30%), Celebes (1.95%), and Bali, Southeast Nusa (1.37%).<sup>73</sup> Another example of disparity is the distribution of 2G and 3G Base Transceiver Stations (BTS) as shown in the figure below:<sup>74</sup>



**Figure 5.1 Distribution of 2G and 3G BTS in Indonesia**

Source: ICT White Paper Indonesia

<sup>71</sup> Donny B. U. et al. 2014. *Catatan Ringkas, Tata Kelola & Praktik Internet di Indonesia (Summary, Internet Management and Practice in Indonesia)*. ICT Watch Indonesia.

<sup>72</sup> Lukita Dinarsyah Tuwo. Indonesia Broadband Plan. Ministry of National Development Planning Republic of Indonesia. Presentation File

<sup>73</sup> Ministry of Information and Communication, Republic of Indonesia. *ICT White Paper Indonesia*. 2012. 26.

<sup>74</sup> Ibid. 24.

Secondly, IT products and service subscriptions. Based on the statistics published by the International Telecommunications Union (ITU),<sup>75</sup> in 2012 only 15.36% of Indonesians were using the internet, ranking at 157<sup>th</sup> worldwide. There has not been a significant increase since 2000 when only 0.93% of Indonesians were using internet. Some countries with the same level as Indonesia in 2000, had performed better in increasing their percentage of internet users in 2012, such as Bosnia (1.08% to 65.36%), Morocco (0.69% to 55.0%), Albania (0.11% to 54.66%), Kazakhstan (0.67% to 53.32%), and Vietnam (0.25% to 39.49%). These countries are indeed less populated than Indonesia, but population is not believed to be a valid argument. China, which is the Earth's most populated country, has successfully increased the internet usage of the individual user from 1.78% in 2000 to 43.30% in the year 2012.

In terms of Indonesia's cellular and fixed telephone wireless subscribers, there has been a growing number each year, and at the end of second semester 2011 the number reached 226 million subscribers (86.90%). But the number does not necessarily reflect the number of people using their phones to access the internet. There were 34 million (13.09%) fixed telephone wireless subscribers at the same time.<sup>76</sup>

Thirdly, internet behavior. It is important to comprehensively understand how Indonesians use the internet. The availability of infrastructure and service subscriptions does not necessarily drive a positive outcome for the IT industry. Markplus published its research on types of Indonesian internet users, which were classified into 9 types based on users' behavior and psychology.<sup>77</sup>

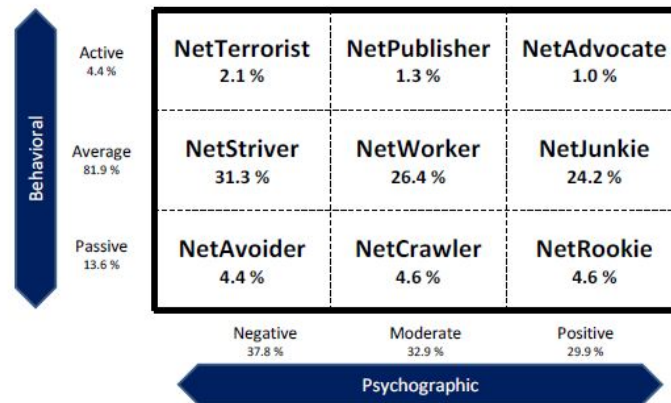
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<sup>75</sup> International Telecommunication Union (ITU). <http://www.itu.int/en/ITU-D/Statistics/Pages/stat/default.aspx>. Accessed on May 12<sup>th</sup>, 2014.

<sup>76</sup> Ministry of Information and Communication, Republic of Indonesia. *ICT White Paper Indonesia*. 2012.

<sup>77</sup> <http://media-ide.bajingloncat.com/2010/11/11/berbagai-tipe-netizen/>. Accessed on May 13<sup>th</sup>, 2014.

## 9 Types of Indonesian Internet Users



**Figure 5.2. Nine Types of Indonesian Internet Users**

Source: Markplus Institute

Figure 5.2 shows that in general only 81.9% use internet at an average level of frequency, while only 4.4% were very active. In the psychological aspect, mostly they were using internet for negative purposes (37.8%), with only 29.9% using the internet for positive activities. With this number, it is most unlikely that the internet will have a positive impact in Indonesian society.

There is a growing number of users accessing the internet for social purposes through social media. As reported by MarkPlus Insight on its Netizen Survey 2012,<sup>78</sup> approximately 94% of respondents from 10 big cities in Indonesia were using the internet for social media activities. The other top five activities were browsing (64.5%), email (60.2%), online news (56.9%), and video downloading and uploading (39.1). These findings were confirmed through the survey for this paper where, on average from all respondents, they spent more than eight hours a week on social media and email activities.

For now, citizen behavior in utilizing the internet has not yet been driven by open government initiatives in which the internet is one of the most important aspects for the interaction between the government and its citizens. For example, the government has

<sup>78</sup> Markplus Insight. 2012. Indonesia Internet Survey 2012. PPT version.

planned to build a single website to provide all of the information about public services ([www.satulayanan.net](http://www.satulayanan.net)), and a website to enable citizens to report complaints regarding their experiences with public services ([www.lapor.ukp.go.id](http://www.lapor.ukp.go.id)). When the respondents were asked the simple question of whether they had ever used the websites or not, approximately 87.13% and 83.17% respectively had never accessed the websites. This suggests that the citizens are still not familiar with the use of the internet for public services.

Fourthly, the IT Development Index (IDI), is “a composite index combining 11 indicators into one benchmark measure that serves to monitor and compare developments in information and communication technology (ICT) across countries.”<sup>79</sup> The IDI consists of three sub-indices: (1) Access sub-indices, measures the readiness; (2) Use sub-indices, measures the IT intensity and usage indicators; (3) Skill sub-indices, measures the capability of people in using IT. The following table shows the IDI for Indonesia and selected Asian and ASEAN countries. There was improvement each year for Indonesia’s IDI, from 2.39 in 2008 to 3.43 in 2012. However when compared to other countries in Asia, Indonesia is far below most of them. South Korea has been recorded as having the highest IDI for four consecutive years.

**Table 5.9 Comparison of IDI in Asia**

Country	Rank 2008	IDI 2008	Rank 2010	IDI 2010	Rank 2011	IDI 2011	Rank 2012	IDI 2012
South Korea	1	7.8	1	8.45	1	8.51	1	8.57
Japan	11	7.01	8	7.57	8	7.77	12	7.82
Singapore	15	6.71	10	7.47	14	7.55	15	7.65
Brunei	44	4.97	52	4.85	56	4.93	58	5.06
Malaysia	57	3.96	57	4.63	57	4.81	59	5.04
Thailand	80	3.03	89	3.29	94	3.42	95	3.54
Vietnam	91	2.76	86	3.41	86	3.65	88	3.80
Philippines	95	2.69	94	3.19	98	3.14	98	3.34
Indonesia	107	2.39	97	3.01	97	3.14	97	3.43
India	117	1.72	116	1.98	120	2.13	121	2.21
Lao PDR	119	1.64	120	1.84	122	1.99	123	2.10
Cambodia	120	1.63	119	1.88	121	2.05	120	2.30

<sup>79</sup> International Telecommunication Union (ITU). 2013. Measuring the Information Society. 2013

Source: International Telecommunication Union, 2012

The table below shows the three sub-indices making up the IDI for Indonesia. In general Indonesia lacked in every aspect of the IT development index. The most problematic was perhaps the use sub-index as the scores were 1.21 and 1.64 for 2011 and 2012 respectively. The index contributed 40 percent for the IDI. While the skills sub-index seemed to have a high score, it was only weighted at 20 for the IDI and there were many more countries which had higher scores.

**Table 5.10 IDI Sub-Indices**

Sub-Index	Rank 2011	Index 2011	Rank 2012	Index 2012
Access	100	3.62	98	3.62
Use	98	1.21	96	1.64
Skills	98	6.61	98	6.61

Source: International Telecommunication Union, 2012

### *Bureaucratic Problem*

In simple words, a bureaucracy is a system used by a government to perform its job. It can be created formally by a number of regulations, and also informally by the accumulation of interactions and behaviors of public officers. Those behaviors are not written rules yet have been practiced for so long that they become an entrenched culture. Some aspects in SERVQUAL can represent the performance of government agencies and the public officers in providing public services. The dimensions of reliability, responsiveness, assurance, and empathy are possibly the reflection of a long-rooted culture in the agencies.

In this section we are going to discuss the behavioral problems of public officers through previous research and indicators published by international organizations. The World

Bank has been publishing the Worldwide Governance Indicators (WGI) every year which is the aggregation of a large number of surveys reported by institutes, think tanks, non-government organizations, and other research organizations. The WGI covers six indicators: i) Voice and Accountability, ii) Political Stability and Absence of Violence, iii) Government Effectiveness, iv) Regulatory Quality, v) Rule of Law, and vi) Control of Corruption. For the purpose of this research, only three indicators will be presented here.

The government effectiveness indicator measures the perception of public service quality, policy formulation quality, government credibility, and independence from political pressure. Regulatory quality is about the government's ability to make and implement sound policies and regulations that boost development. Control of corruption measures the perception on corruption indices in government. In the percentile rank, for the year 2012, Indonesia scored 44.02, 43.06, and 28.71 for government effectiveness, regulatory quality, and control of corruption respectively. Those values mean the percentage of country with lower score than the indicated country. The higher the value, the better the country. As such, Indonesia is among the bottom half since none of the scores exceed 50.

While Caiden mentioned 175 bureau pathologies, Prasojo invigorated the argument by saying there might be more than that number in the case of Indonesia.<sup>80</sup> For so long, bureaucracy has been in a strong position against citizens. Public officers or civil servants demanded to be served by the people instead of serving the people. They took this position in bureaucracy to get tributes from people who want public services to work for them. In extreme cases, bureaucracy could be backed and funded by mafia to pass regulations that favor their activities. The position of bureaucracy merely strengthened in the post Soeharto era because of the influence of political powers.<sup>81</sup>

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<sup>80</sup> Eko Prasoj. *Gayus dan Patologi Birokrasi*. Kompas ed April 15<sup>th</sup>, 2010.

<sup>81</sup> Eko Prasoj. Interview with Kompas. <http://admsci.ui.ac.id/?PID=9102009110751&act=detpublication>. Accessed May 14<sup>th</sup>, 2014.

It is easy for citizens to recognize and to know some (not necessarily all) of the common bureau pathologies since they have most likely interacted with the bureaucracy in their daily lives, as well as witnessed reporting in the news of the behavior of the civil service. It happens in all levels of bureaucracy, both local and central governments, and involves various actors. There is a common anecdote about the bureaucrat's work, "if it can be complicated, why make it easy," which gives people little choice when they need to request a benefit from public services.

Maladministration as the form of bureau pathologies occurs systematically rather than individually. The organizations' weaknesses and failures to establish a sound system that could prevent the spread of pathologies, leads to deviant behavior accepted collectively. Any extraordinary individual with high morality and ideals will inevitably accept and perform the same action, or leave the office altogether. If, however, they persist in staying in the office, they are often expelled by their colleagues.<sup>82</sup>

With the sheer number of pathologies in bureaucracy, officers resist the new status quo regarding what they are allowed to do. When they are required to be open, transparent, and accountable, it is difficult because the public knows exactly and explicitly their behavior. Some agencies were reported to be skeptical at the initial introduction of open government. It took time to encourage them to implement the initiative.<sup>83</sup>

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<sup>82</sup> Eko Prasajo. *Gayus dan Patologi Birokrasi*. Kompas ed April 15<sup>th</sup>, 2010.

<sup>83</sup> Open Government Indonesia. *Implementation Report of Open Government Indonesia 2012, Open Government Indonesia: A New Era of Government Openness*. (Jakarta 2013).

## **Chapter 5**

### **Conclusion**

Indonesia is determined to reform its governance the events of 1998, when the political and economic crises could have led to the end of the existence of the world's fourth most populated country. However, Indonesia has managed to continue to develop exceptionally and unexpectedly so the outcome can be considered quite satisfactory. Politically Indonesia is now more democratic, and economically Indonesia's growth has been



recorded as one of the highest in the world despite also being attacked by the global crisis in 2008.

These successes, however, seem to not have fulfilled Indonesia's potential, due to the governance problem which has existed for so long. Therefore, several reforms have been promoted to ensure better governance. The latest and arguably the most serious reform is the Open Government Initiative (OGI), with the President of Indonesia forming a special unit (UKP4) under his direct supervision to manage the implementation of OGI across ministries. Furthermore Indonesia was one of the initiators of the multinational cooperation of open government, called the Open Government Partnership (OGP), in 2011.

One of the OGI's objectives is to make public services in Indonesia more effective. The idea is that OGI can enable the government (both politicians and administrators) and citizens to work together in a collaborative platform created by the government. This suggests the necessity of participation and engagement from each actor in this mechanism. The very first step of making such a platform is to make the government more open, transparent, and accountable. People have the right to access all public data (except security data) that has a direct or indirect impact on them, especially when related to public services. This data must be open to an extent that will encourage people, organizations, communities, and research institutions to reproduce it for the sake of improving public services. It will eventually promote and encourage public participation.

This research aimed to measure the emerging impact of OGI on the public service. It was called the emerging impact, since it was discovered that most of the implementation of the OGI initiative was still on-going to different extents. It is extremely advisable to re-measure the impact in the next 2-3 years, when the government is expected to be ready for evaluation. Citizens were also found to have not been ready yet for the reform.

The SERVQUAL tool was used to capture the expectations and perceptions of people toward the OGI's public service. The general result indicated a negative gap in all items and dimensions. This means that OGI was still not able to make the government successfully perform its role in providing public services at the expected level of quality. We will consider the public service as improving when public perception has the same level of expectation, meaning zero gaps. This is because the concept of open government should enable the government to perform better than expected.

There were at least three obstacles that hindered the effectiveness of OGI in improving the quality of the public service: the state of democracy, IT penetration, and bureaucracy. Indonesia's democracy was not mature enough to enable equal participation and contribution in national state building. Participation is both the embodiment of freedom and the protection of it, as freedom is one of the indicators for the degree of democracy. An open government without public participation will most likely be the same as the previous public administration, in which all decisions were made by a top-down mechanism. Meanwhile, Indonesia has not been able to catch up with fast-growing information technology from all over the world. All indicators have revealed Indonesia is being left behind in the aspects of IT infrastructure, mobile and internet subscriptions, and even the behavioral patterns of internet users. The bureaucracy has merely served to make Indonesia's performance worsen, since the bureau pathologies that have already been there for so long could not be significantly cured.

It is important to dedicate more attention to these problems in order for OGI to be successful in improving the quality of the public service. The OGI must allow more participation from all social actors to follow democratic values. The government should accelerate the improvement of the IT system and infrastructure. Lastly, the government should seriously apply a merit system in the bureaucracy so that pathologies can be minimized.

This research assessed all of the initiatives of OGI as a whole, while each initiative was implemented by a separate ministry. Therefore, there is room for further research, to study the initiatives in more detail at the ministry or even at the program level. Such a methodology will enable researchers to know what went wrong for each particular program, so that the policy recommendations can be formulated accordingly.

## **Appendices**

*(for questionnaire form)*

### **Introduction**

Q1.1.

*Welcome to the Service Quality in Public Service Survey.*

My name is **Abdul Hadi Ilman**, a student of Master of Public Policy at KDI School of Public Policy and Management, South Korea. Currently, I am working on a research about **Open Government in Indonesia** to complete my study.

Open Government is a government initiative to create a platform in which enabling government and citizen to work in a collaborative and participatory governance for creating social value and better public service, by improve transparency and accountability of government. Indonesia in one of the Open Government Partnership initiators, which now has 61 member countries. Officially, Indonesia has launched some transparency programs within Open Government Indonesia (OGI) framework in 2011

The main objective of the OGI is to improve the quality of public service. And this survey is aiming to gain citizen evaluation of the public service quality based on the expectation and actualization of OGI.

I would appreciate your taking the time to complete the following survey. It should take about ten minutes of your time. Your responses are voluntary and will be confidential. Responses will not be identified by individual. All responses will be compiled together and analyzed as a group.

If you have any questions or concerns, please do not hesitate to contact me at [abdul.ilman@gmail.com](mailto:abdul.ilman@gmail.com).

Thank you,  
**Abdul Hadi Ilman**  
**Candidate Master of Public Policy**

## **Repondent's Profiles**

### **Q2.1. Respondent's Demographic Data**

This part will ask your demographic detail which is related directly and indirectly to Open Government Indonesia.

#### **Q2.2. Gender**

Please **choose one** of the following

- Male
- Female

#### **Q2.3. Age**

Please **choose one** of the following

- <16
- 16 - 25
- 26 - 35
- 36 - 45
- 45 - 55
- <55

#### **Q2.4. Last Formal Education Completed**

Please **choose one** of the following

- Elementary School
- Junior High School
- Senior High School
- Diploma
- Bachelor
- Master
- Doctoral

#### **Q2.5. Which sector are you working at now?**

Please **choose one** of the following

- Private
- Public Sector

- Entrepreneur
- Social Worker
- Education
- Military Service
- Others

**Q2.6. Where are you living?**

Please **choose one** of the following

- Sumatera
- Jawa and Madura
- Kalimantan
- Sulawesi
- Bali dan Nusa Tenggara
- Maluku and Papua
- Papua
- Abroad
- Others

**Internet Usage Behavior**

**Q3.1. Internet Usage Behavior**

In this part, you will be asked to answer some questions which is describing your behavior in using internet. Included here are browsing, chatting, email, etc, except if there is anoother statement.

**Q3.2. How long have you been using internet?**

Please **choose one** of the following

- less than 6 months
- 6-12 months
- 1-3 years
- 3-5 years
- 6-8 years
- 8-10 years
- more than 10 years

**Q3.3. How many hours do you spend in a week using internet for these purpose?**

(for example: one and a half hour written as 1.5)

reading news and blog	<input type="text" value="0"/>
discussing in online forum	<input type="text" value="0"/>
social media	<input type="text" value="0"/>
email	<input type="text" value="0"/>

online shopping	<input type="text" value="0"/>
downloading picture, music, or video	<input type="text" value="0"/>
playing online game	<input type="text" value="0"/>
chatting	<input type="text" value="0"/>
studying or doing school homework	<input type="text" value="0"/>
others	<input type="text" value="0"/>
Total	<input type="text"/>

**Q3.4. How often do you use these devices in accessing internet?**

Please **sort** based on the highest intensity

- Personal computer or laptop
- Computer at working or studying place
- Internet cafe
- Smartphone
- Tablet
- Others

**Q3.5. How do you subscribe internet data?**

Please **choose yes or no** for each options

	Yes	No
Fixed Broadband	<input type="radio"/>	<input type="radio"/>
Mobile Broadband	<input type="radio"/>	<input type="radio"/>
Others	<input type="radio"/>	<input type="radio"/>

**Familiarity with Open Government**

**Q4.1. Open Government Familiarity**

In this part, you will be asked your knowledge about and how familiar you are with Open Government.

Q4.2. Have you ever heard about Open Government Indonesia?

- Yes
- No

**Q4.3. What do you know about Open Government Indonesia?**

Please **choose one or more** of the following:

- Transparency
- Accountability

- Public Participation
- Public Collaboration
- Public Engagement
- Social Innovation

**Q4.4. Do you have any knowledge about the following government's programs which are part of Open Government Indonesia framework?**

	None	Little	Some	A Lot
Improving Public Services: <b>Poverty Reduction</b> . Publish budget allocation information and implementation plan and results on website, and develop a participation mechanism.	●	●	●	●
Improving Public Services: <b>Education Subsidies</b> . Publish budget allocation, disbursement, and expenditure data.	●	●	●	●
Improving Public Services: <b>Health Subsidies</b> . Publish budget allocation, expenditure data, the list of recipients of health insurance, and the process to obtain it.	●	●	●	●
Increasing Public Integrity: <b>Police</b> . Publish institution and officer profiles, costs and time for services, case status, and an annual report.	●	●	●	●
Increasing Public Integrity: <b>High Corruption Risk</b> . Publish in higher-risk agencies like Tax Court, and Immigration, and Customs offices, institution and officer profiles, costs and time for services, case status, and an annual report.	●	●	●	●
Increasing Public Integrity: <b>Civil Service Recruitment</b> . Publish openings, requirements, recruitment process, selection criteria, test results, and announcement of hires. Also publish citizen complaints and resolutions.	●	●	●	●
Increasing Public Integrity: <b>Land Administration</b> . Publish types of services, processes, costs and time required, and status of service requests.	●	●	●	●
More Effectively Managing Public Resources: <b>National Budget Information</b> . Publish national budget (proposed and enacted), project and budget list, disbursements, annual report, audited report, and a citizens' budget.	●	●	●	●
More Effectively Managing Public Resources: <b>E-Procurement</b> . Install and operate software at 56 central government institutions.	●	●	●	●
More Effectively Managing Public Resources: <b>OneMap Portal</b> . Digitalize data on primary and secondary forests in single portal, to promote efficient forestry management.	●	●	●	●
More Effectively Managing Public Resource; <b>Environmental Openness</b> . Publish extractive industry revenue information for the central and regional government, establish a multi-stakeholder forum for spatial plan development, and publish the spatial plan.	●	●	●	●

**Q4.5. How do you know those initiatives?**

Please **choose one or more** of the following

- Television or radio



- Newspaper or magazine
- Government's website
- Social media (facebook, twitter, etc)
- Friend
- Others

**Q38. This is about your experience of the following public services.**

Please **sort** based on your highest intensity. Please rank this from 1 to 11

Improving Public Services: **Poverty Reduction**. Publish budget allocation information and implementation plan and results on website, and develop a participation mechanism.

Improving Public Services: **Education Subsidies**. Publish budget allocation, disbursement, and expenditure data.

Improving Public Services: **Health Subsidies**. Publish budget allocation, expenditure data, the list of recipients of health insurance, and the process to obtain it.

Increasing Public Integrity: **Police**. Publish institution and officer profiles, costs and time for services, case status, and an annual report.

Increasing Public Integrity: **High Corruption Risk**. Publish in higher-risk agencies like Tax Court, and Immigration, and Customs offices, institution and officer profiles, costs and time for services, case status, and an annual report.

Increasing Public Integrity: **Civil Service Recruitment**. Publish openings, requirements, recruitment process, selection criteria, test results, and announcement of hires. Also publish citizen complaints and resolutions.

Increasing Public Integrity: **Land Administration**. Publish types of services, processes, costs and time required, and status of service requests.

More Effectively Managing Public Resources: **National Budget Information**. Publish national budget (proposed and enacted), project and budget list, disbursements, annual report, audited report, and a citizens' budget.

More Effectively Managing Public Resources: **E-Procurement**. Install and operate software at 56 central government institutions.

More Effectively Managing Public Resources: **OneMap Portal**. Digitalize data on primary and secondary forests in single portal, to promote efficient forestry management.

More Effectively Managing Public Resource; **Environmental Openness**. Publish extractive industry revenue information for the central and regional government, establish a multi-stakeholder forum for spatial plan development, and publish the spatial plan.

**Q39. Have you ever accessed and utilized these government's website?**

	Never	Occasionally	Very Often	Always
www.satulayanan.net	●	●	●	●
www.lapor.ukp.go.id	●	●	●	●

**Q40. How important these reasons to push government opening the data they have?**

	Not at all Important	Very Unimportant	Neither Important nor Unimportant	Very Important	Extremely Important

	Not at all Important	Very Unimportant	Neither Important nor Unimportant	Very Important	Extremely Important
Open government data can be used to call governments to account	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Open government data can be used commercially	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Government data was paid for by citizens, so should be accessible to citizens	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Open government data can be used to develop the semantic web / web of linked data	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Open government data can be used to drive the reform of public services	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Companies can build services with open government data	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Citizens can explore data and come to understand government activities better	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Citizens will be able to scrutinize government activities better	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Communities will be able to use government data to help the state solve local problems	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Communities will be able to use government data to solve local problems for themselves - bypassing the need for state activity	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Innovators from outside government will use open data to build better online services than government can	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Errors in data will be more quickly identified and corrected	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

## Expectation

### Q5.1. Expectation Over Open Government Indonesia

This survey deals with your opinions of government institutions which are implementing open government. Please show the extent to which you think government institutions should possess the following features. What we are interested in here is a number that best shows your expectations about institutions offering public services.

### Q5.2. Tangibles

	Strongly Disagree	Disagree	Somewhat Disagree	Neither Agree nor Disagree	Somewhat Agree	Agree	Strongly Agree

	Strongly Disagree	Disagree	Somewhat Disagree	Neither Agree nor Disagree	Somewhat Agree	Agree	Strongly Agree
E1. Excellent government institutions will have modern looking equipment.	●	●	●	●	●	●	●
E2. The physical facilities at government institutions will be visually appealing.	●	●	●	●	●	●	●
E3. Employees at government institutions will be neat appearing.	●	●	●	●	●	●	●
E4 Materials associated with the service (such as pamphlets or statements) will be visually appealing at an excellent government institution.	●	●	●	●	●	●	●

**Q5.3. Reliability**

	Strongly Disagree	Disagree	Somewhat Disagree	Neither Agree nor Disagree	Somewhat Agree	Agree	Strongly Agree
E5. When excellent government institutions promise to do something by a certain time, they do.	●	●	●	●	●	●	●
E6. When a citizen has a problem, excellent government institutions will show a sincere interest in solving it.	●	●	●	●	●	●	●
E7. Excellent government institutions will perform the public service right the first time.	●	●	●	●	●	●	●
E8. Excellent government institutions will provide the public service at the time they promise to do so.	●	●	●	●	●	●	●
E9. Excellent government institutions will insist on error free records.	●	●	●	●	●	●	●

**Q5.4. Responsiveness**

	Strongly Disagree	Disagree	Somewhat Disagree	Neither Agree nor Disagree	Somewhat Agree	Agree	Strongly Agree
E10. Employees of excellent government institutions will tell citizens exactly when public services will be performed.	●	●	●	●	●	●	●

	Strongly Disagree	Disagree	Somewhat Disagree	Neither Agree nor Disagree	Somewhat Agree	Agree	Strongly Agree
E11. Employees of excellent government institutions will give prompt public service to citizens.	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>
E12. Employees of excellent government institutions will always be willing to help citizens.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
E13. Employees of excellent government institutions will never be too busy to respond to citizens' requests.	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>

Q5.5. Assurance

	Strongly Disagree	Disagree	Somewhat Disagree	Neither Agree nor Disagree	Somewhat Agree	Agree	Strongly Agree
E14. The behavior of employees in excellent government institutions will instill confidence in citizens.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
E15. Citizens will feel safe in interaction with excellent government institutions.	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>
E16. Employees of excellent government institutions will be consistently courteous with citizens.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
E17. Employees of excellent government institutions will have the knowledge to answer citizens' questions.	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>

Q5.6. Empathy

	Strongly Disagree	Disagree	Somewhat Disagree	Neither Agree nor Disagree	Somewhat Agree	Agree	Strongly Agree
E18. Excellent government institutions will give citizens individual attention.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
E19. Excellent government institutions will have operating hours convenient to all their customers.	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>
E20. Excellent government institutions will have employees who give citizens personal attention.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
E21. Excellent government	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>

	Strongly Disagree	Disagree	Somewhat Disagree	Neither Agree nor Disagree	Somewhat Agree	Agree	Strongly Agree
institutions will have their citizen's best interests at heart.							
E22. The employees of excellent government institutions will understand the specific needs of their customers.	●	●	●	●	●	●	●

## Perception

### Q6.1. Experience of Open Government Indonesia

The following statements relate to your feelings about the particular government institution in which you have an experience of open government. Please show the extent to which you believe particular government institutions has the feature described in the statement.

### Q6.2. Tangibles

	Strongly Disagree	Disagree	Somewhat Disagree	Neither Agree nor Disagree	Somewhat Agree	Agree	Strongly Agree
P1. An open government-institution has modern looking equipment.	●	●	●	●	●	●	●
P2. An open government-institution's physical facilities are visually appealing.	●	●	●	●	●	●	●
P3. An open government-institution's reception desk employees are neat appearing.	●	●	●	●	●	●	●
P4. Materials associated with the service (such as pamphlets or statements) are visually appealing at an open government-institution.	●	●	●	●	●	●	●

### Q6.3. Reliability

	Strongly Disagree	Disagree	Somewhat Disagree	Neither Agree nor Disagree	Somewhat Agree	Agree	Strongly Agree
P5. When an open government-institution promises to do something by a certain time, it does so.	●	●	●	●	●	●	●
P6. When you have a problem, an open government-institution shows a sincere interest in solving it.	●	●	●	●	●	●	●
P7. An open government-institution performs the service	●	●	●	●	●	●	●

	Strongly Disagree	Disagree	Somewhat Disagree	Neither Agree nor Disagree	Somewhat Agree	Agree	Strongly Agree
right the first time.							
P8. An open government-institution provides its service at the time it promises to do so.	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>
P9. An open government-institution insists on error free records.	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>

**Q6.4. Responsiveness**

	Strongly Disagree	Disagree	Somewhat Disagree	Neither Agree nor Disagree	Somewhat Agree	Agree	Strongly Agree
P10. Employees in an open government-institution tell you exactly when services will be performed.	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>
P11. Employees in an open government-institution give you prompt service.	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>
P12. Employees in an open government-institution are always willing to help you.	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>
P13. Employees in an open government-institution are never too busy to respond to your request.	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>

**Q6.5. Assurance**

	Strongly Disagree	Disagree	Somewhat Disagree	Neither Agree nor Disagree	Somewhat Agree	Agree	Strongly Agree
P14. The behavior of employees in an open government-institution instills confidence in you.	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>
P15. You feel safe in your interactions with an open government-institution.	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>
P16. Employees in an open government-institution area consistently courteous with you.	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>
P17. Employees in an open government-institution have the knowledge to answer your questions.	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>

**Q6.6. Empathy**

	Strongly Disagree	Disagree	Somewhat Disagree	Neither Agree nor Disagree	Somewhat Agree	Agree	Strongly Agree
P18. An open government-institution gives you individual attention.	●	●	●	●	●	●	●
P19. An open government-institution has operating hours convenient to all its customers.	●	●	●	●	●	●	●
P20. An open government-institution has employees who give you personal attention.	●	●	●	●	●	●	●
P21. An open government-institution has your best interest at heart.	●	●	●	●	●	●	●
P22. The employees of an open government-institution understand your specific needs.	●	●	●	●	●	●	●

Q7.1. How importance these aspect for you to be improved by an open government institution? (total must be 100)

The appearance of the government institution's physical facilities, equipment, personnel, and communication materials

The government institution's ability to perform the promised service dependably and accurately.

The government institution's willingness to help customers and provide prompt service.

The knowledge and courtesy of the government institution's employees and their ability to convey trust and confidence.

The caring, individual attention the government institution provides its customers.

Total	<input type="text"/>
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