

JKAP

by Arif Alma

Submission date: 31-May-2022 11:15AM (UTC+0700)

Submission ID: 1847585082

File name: 64692-257248-1-PB.pdf (1.31M)

Word count: 8126

Character count: 46536

Adopting Open Government in Local Development Planning

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Abstract

This paper aims to assess the adoption of open government principles in local government development planning. The study used constructivist research design which emphasizes using theory as guidance for analyzing the problems. Interview and document study techniques were used to collect data, while NVIVO version 12 plus was used in data processing and analysis. Research results showed that there has been a decline in community participation in development planning due to the perception that there are stark differences between contents of programs during the planning and implementation phases. Transparency in development planning is implemented in all programs at the subdistrict level, while at the district prioritized programs are deliberated in closely sessions that involve local government executives and the local legislature. As regards collaboration in development planning, results showed that pursuing and projecting own respective interests rather those of the public. Increasing open government principles in the development planning process requires intensive and regular communication and coordination among stakeholders, which makes ICT a key ingredient that should be form an integral part of the design and deployment process. This research recommends further research related to open government that should delve deeper into participation and transparency concepts as components of open government principles.

Keywords: *collaboration, local development planning, participation, transparency*

INTRODUCTION

The development of the public administration paradigm since the early 20th century, which was pioneered by Wilson with the Old Public Administration to New Public Governance gave birth to changes in interaction patterns between the public and the government as service providers (Osborne & Gaebler, 1992). Changes in the interaction practice are reflected in increasing demand for community access to the conduct of government affairs, which has led to the emergence of the concept of Collaborative Governance (Ansell & Gash, 2018; Emerson & Nabatchi, 2015), the idea of Governing by Network (Goldsmith & Eggers, 2004), and the concept of Open Government (Lathrop, D & Ruma, 2013; McDermott, 2010; Obama, 2009). Open government, is a concept that has its origins in the New Public Governance paradigm. For instance, Barack Obama, the President of the United States, used the idea his state address. The development of the concept is inseparable from increasing public demand for higher involvement in the public policy process.

At the practical level, at the international level, Open Government is gauged by the Global Open Data Index which assesses fifteen aspects of transparency including , namely 1) Government Budget; 2) National Statistics; 3) Procurement; 4) National Laws; 5) Administrative Boundaries; 6) Drafting Legislation; 7) Air Quality; 8) National Maps; 9) Weather Forecast; 10) Company Registration; 11) Elections Results; 12) Locations; 13) Water Quality; 14) Government Spending; and 15) Land Ownership (Data Open Government, 2019).

Indonesia is still categorized as a non-open state with a score of 25, which is below two other Southeast Asian countries, Singapore and Thailand. Table 1 shows that only 25 percent of data from 15 aspects of open government data can be accessed. Based on Global Open Data Index, aspects of government that are open in Indonesia are limited to national statistics, legislation, and government budgets (Data Open Government, 2019). This is in part because of the role of the Central Bureau of Statistics, which makes annual updates of national and re-

gional statistics. Besides, the Ministry of State Secretariat also plays a crucial role by providing a special page for people who want to download laws and regulations. Among the data that are not yet open, hence difficult to access, include aspects of air quality, water quality, election results, development planning, and budgeting are tough to access (Nunuk, 2012).

In 2018, Indonesia established the Open Government Indonesia (OGI), which requires each region to carry out administrative reforms that are tailored toward increasing transparency in allowing public access to government administrative data (Open Gov. Indones, 2019). As reported on its official website, "OGI obliges every autonomous region, in this case, District / City and Province, to reform the public sector by opening data on governance, which will lead to high local government initiatives to innovate in response to high community demands," (Open Gov. Indonesia, 2019). The quote about OGI above implies that every autonomous region is currently obliged to provide open and accessible data to the public, including data that is still considered "sacred" for publication, such as data on public finance and development planning.

Half a decade prior to establishing OGI as a national program, the West Java Provincial Government had issued OG policies for districts/ cities and villages in the West Java region in relation to increasing public access to government data. This was through Regional Regulation Number 24 of 2012 concerning One West Java Development Data. Article 8 paragraph (2) and paragraph (3) mandates the development of a data unit in local government units right from the village to the province that can be accessed by stakeholders and the community. Based on another credible source, many districts/cities in Indonesia, including Bekasi District and Bekasi City have received special guidance from the Ministry of Communication and Information Technology relating to open data as part of the realization of the smart city concept (Leski , 2018).

As expressed by Obama in his second victory speech, OG is characterized by participation, collaboration, and transparency in

Table 1. Data Open Government

Rank	State	Score
1	Taiwan	90
2	Australia	79
3	Great Britain	79
4	Prancis	70
5	Finlandia	69
17	Singapura	60
51	Thailand	34
...		
61	Indonesia	25

Source: Open Government Data , 2019

the implementation of development (Lathrop, D & Ruma, 2013). As regards Bekasi Regency government performance on open data, based on a local news site in 2018, the West Java Province Information Commission received 37 (thirty-seven) public complaints about the district (Bekasi regency government) largest number in West Java province, (Admin, 2018). The substance of the report is that it is difficult for the public to obtain information, especially from the Development Office, on issues that concern the budget planning, especially and spending. This, of course, is contrary to provisions of the regulation that obliges Openness of Public Information, which allows every citizen to obtain public information from public bodies.

Meanwhile, as regards providing information through official local government websites in the context of transparency, the Bekasi Regency Government is still encountering internal problems. One of the problems is lack of clarity of the main tasks and functions, which has resulted in the ongoing dispute between the Public Relations section of the Regional Secretariat and the Information and Communication Office over local government sites (Mahmud, 2019). This is in contradiction of Obama's concept of transparency because the website's manage-

ment as an instrument of transparency in the implementation of local government should be based on professionalism of operators and management organizations (G. Lee & Kwak, 2012; Obama, 2009).

Besides, in the field of development planning, Bekasi District still has its suite of problems, as well, especially in rural development. The existence of the Village Fund, the Special Allocation Fund, and the Development Fund has sometimes created a situation where various village development projects are allocated to the same location, while other villages are left out without any new development projects. One of the causes of the problem is that Development Planning Deliberations (Musrenbang), which are held in the District are often attended by village elites with very few ranks and file village members (Berita, 2018). Consequently, despite having a budget spending of IDR 60.2 billion each year, there are still 20 slum villages in Bekasi district that remain underdeveloped whose conditions are still slum, even though the development budget disbursed is quite large, namely. Another paradox, is that while some villages in the district are lavishing in development projects, others are still festooned in gross underdevelopment. The situation, thus, is contrary to what Batty et al. 2012 noted with respect to

Table 2. Proposed Priority Development Activities in District of Bekasi

No	Subdistrict	Proposed Activity	No	Subdistrict	Proposed Activity
1	Babelan	95	13	Pebayuran	130
2	Taruma Jaya	87	14	Sukakarya	80
3	Sukawangi	70	15	Sukatani	62
4	Tambelang	73	16	Cabangbungin	76
5	Tambun Utara	83	17	Muara Gembong	61
6	Tambun Selatan	116	18	Setu	110
7	Cibitung	72	19	Cikarang Selatan	65
8	Cikarang Barat	126	20	Cikarang Pusat	124
9	Cikarang Utara	105	21	Serang Baru	85
10	Karang Bahagia	18	22	Cibarusah	65
11	Cikarang Timur	34	23	Bojongmangu	65
12	Kedungwaringin	76			

Source: Statistic Office of Bekasi, 2020

the importance of the existence of a good database as a vital factor in public policy making (Batty et al., 2012). Table 2 shows an outline of results of a Musrenbang conducted in Bekasi district in 2019.

As demonstrated in table 2, while Pebayuran Subdistrict has the highest priority development proposals (130 requests) East Cikarang Subdistrict had the least proposals (34 requests for development activities). Thus, the focus of this study is on whether aspects of Open Government have been adopted in development planning in Bekasi District. The objective of this study is to analyze elements of open government in development planning in Bekasi Regency and proposes recommendations for an ideal development plan that incorporates such aspects.

METHOD

This research was conducted in 2 (two) months from 20 October - 19 December 2019 in Bekasi Regency in 2 (two) Districts, namely Cikarang Timur Subdistrict and Pebayuran Subdistrict. The choice of Cikarang Timur Subdistrict was because it proposed the lowest number of development programs in the regional development plan-

ning spending proposals. Meanwhile, Pebayuran Subdistrict submitted the largest number of development programs in the local development planning spending proposals. This study used a constructivist paradigm, which captures well the complexity of views and understanding in the meaning of Open Government, especially related to development planning, and provides space for broader definition (Blaxter et al., 2001; Maxwell, 2012). Determination of informants was based on 2 (two) techniques, namely criterion-based selection (CBS) for informants who were knowledgeable about the substance that was the focus of the research (Denzin & Lincoln, 2018) and snowball sampling for the general public. CBS involves identifying actors who have a direct relationship to regional development planning policies in Bekasi Regency. The list included the Head of Bappeda Bekasi Regency, Assistant I for Bekasi Regency Government, and the Regional Secretary of Bekasi Regency. Meanwhile, the Snowball Technique was used to collect data on general issues from the general public and thought leaders (Huberman & Miles, 2012; Saldaña, 2009). To QSR NVIVO version 12 plus data processing application was used to conduct data analysis (Bazeley & Richards, 2011). NVIVO processed data obtained from

interviews, literature studies, and related documents.

FINDINGS AND DISCUSSION

Adoption of Open Government in Local Development Planning

Development planning as a continuous process that requires cooperation of various parties in formulating policy options. As Bratakusumah contends, development planning is a continuous process that involves policymakers in selecting the most appropriate options that aim to enhance public welfare (Riyadi & Bratakusumah, 2003). In practice, ⁴ Bekasi District development planning, Law Number 25 of 2004 concerning the National Development Planning System mandates an integrated long, medium, and short term development planning that involves the central government and local governments.

The implementation of the law requires local governments, including Bekasi ⁴ district, to prepare and develop a 25 year Regional Long-Term Development Plan (RPJPD), a Regional Medium-Term Development Plan (RPJMD) every five years, and a Local Government Work Plan (RKPD) every year. Moreover, government work programs that are an agglomeration or aggregation of proposals from lower tier administrations ranging from villages to provinces. Thus, as stipulated in statutory regulations, at every level of government, community's aspirations should be accommodated in the development planning activities right from the hamlet to the national level. This is in line with the OG concept, which espouses the notion that the public has the right to access government documents (Luthrop & Ruma, 2010). This OG idea was popularized by the President of the United States Barack Obama in 2009, which established a government system of transparency, public participation, and collaboration (Obama, 2009).

A. Participation

Participation often surfaces in issues that relate to communication of development, politics, and governance issues between the government and the community. In simple terms, participation is defined as

community involvement or taking part in organizational activities. Khairuddin quotes d Hoofsteede as saying that participation involves taking part in phases of the process (Khairuddin, 2000). In Bekasi Regency, the conduct of development planning is underpinned by statutory regulations, namely using bottom-up planning, which is known as the Development Planning Consultations (Musrenbang). The purpose of Musrenbang is to ensure community participation in determining the needs of the community. Musrenbang sessions also entail conducting socialization in weekly meetings in villages as well as and invitations in writing to the general public to participate.

In Bekasi Regency, like in other administrative areas in Indonesia, regional development planning is carried out hierarchically starting with deliberations at the hamlet level and culminating with district-level deliberations. Such a format is in compliance with provisions of the Regulation of the Minister of Home Affairs as a technical guideline of the SPPN Law attached to the Letter D.2.5 on implementing musrenbang. Thus, musrenbang at the subdistrict level constitute an agglomeration of musrenbang proposals proposed by hamlets and. In an explanation of Minister of Home Affairs Regulation (Permendagri) No. 86 of 2017, it is ascertained that Subdistrict level Musrenbang are deliberation fora that involve various stakeholders in discussions and agreement on priority programs that have been proposed by the village which are subsequently integrated into the activity design plan of the district work plan. This is in line with Clark's argument that public participation entails the involvement of the community in the public policy-making process (Clark, 2018) or a community volunteer activity to influence policymakers to formulate public policies (Kim & Lee, 2012). Moreover, Musrenbang ensures and increases public participation in politics and development planning (Djuyandi & Herdiansah, 2018). Absence of public participation in the public policy process, generates public distrust in the government (Hansson et al., 2015). The distrust is exacerbated if only 1-2 percent of the proposed activities are realized in actual development outcomes. Consequently, Local Development Planning Agency (Bappeda)

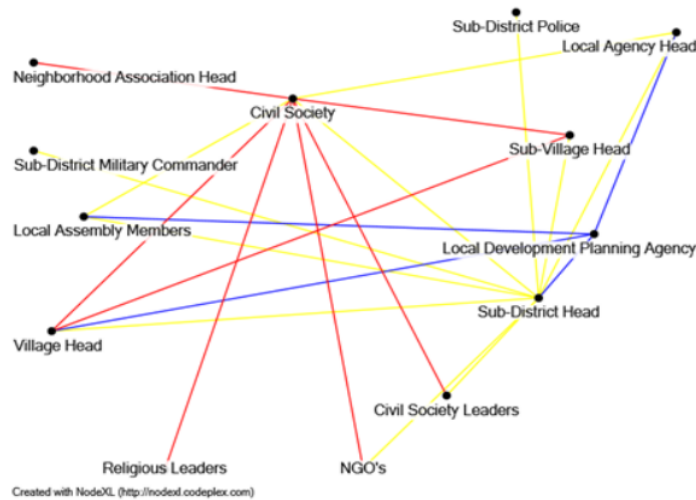


Figure 1. Actors in Collaborative Process in Local Development Planning

Source: Data Analysis

showed a persistent decrease in community participation in musrenbang activities every year. Ideally, musrenbang as a form of public participation in public policy process, should be an effective medium in realizing people's aspirations. To that end, ideally, high public participation should increase social justice as long as it impacts on policy outcomes, (Clark, 2018). The reality is that based on results of public perception about the influence of participation in Musrenbang by community representatives East Cikarang District, participation in subdistrict musrenbang activities is futile exercise, implying that it just a formality the results of which do not impact on contents of sub district development proposals that are sent to the district level. Participation in local development planning will be realized if the citizens are engaged by the local government. So that, the central aspect that is discussed during deliberations relates to citizens. As suggested by several sources, citizen participation in development deliberations be active and involved in making public policies of public interest (Kim & Lee, 2012; S. Y. Lee et al., 2019; Veljković et al., 2014). If this is not done, a gap between citizens and their representatives widens (in this case, the govern-

ment), which culminates in creating passive citizens (Hansson et al., 2015).

B. Transparency

The term transparency refers to the practice of guaranteeing people's freedom to obtain information about policies, right from formulation to evaluation. Agoes and Ardana considers organizational managers' duty to prioritize the concept of transparency in the decision-making process and knowledge distribution (Agoes and Ardana, 2009). Law No. 14 of 2008 on Freedom of Information, defines public information as "... information that is generated, stored, managed, sent, and/or received by a public agency that is related to state administrators and/or administrators and other public bodies and other information relating to public information". Transparency is also used as vital in development planning based on provisions of Minister of Home Affairs Law No. 86 of 2017, asserting that "... the principle of transparency is to open oneself to the rights of the public to obtain correct, honest, and non-discriminatory information regarding the implementation of Regional government while still paying attention to the protection

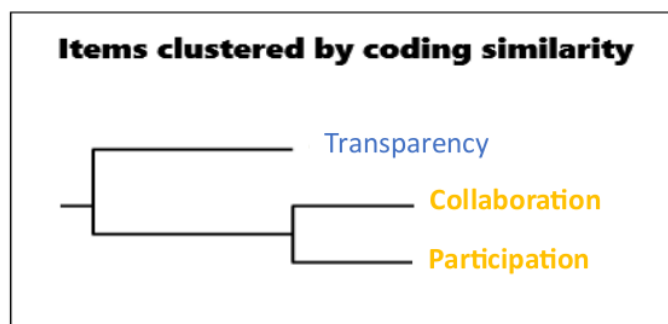


Figure 2. Open Government Issue in Local Development Planning

Source: Data Analysis

of personal, class and state secrets human rights".

Thus, the regulation on public information disclosure mandates open access to development planning from planning to activity programs. The process can be done either directly or electronically at a specific time (da Cruz et al., 2016; Dawes, 2010). In this regard, to ensure transparency, an official report on the results of the musrenbang, which includes proposals for activities in the subdistrict, must involve the public through invitations, be signed by the relevant authority, and socialized to the public.

In the musrenbang at the subdistrict level, the subdistrict government tries to accommodate community needs. However, there is no guarantee that the musrenbang at the district level accommodates all proposed at the subdistrict level. Transparency of district musrenbang results is manifested in the posting of the same on the government website in the way of a list of activities. Nonetheless, the list does not include the process used to determine the program proposals that are selected to become programs that are implemented. This is partly due to lack of transparency of the musrenbang processes at the district level. Therefore, as de Cruz acknowledges, the availability of information displayed on local government websites does not indicate the quality of democracy, but provides an opportunity for increase community empowerment to monitor and control over local government activities (da Cruz et al., 2016).

Transparency is also related to the government's efforts in enhancing active community participation in public policy process, including development planning (da Cruz et al., 2016). While transparency principles mandate openness of all government activities, to the government does not follow through the mandate in determining regional development activities. Such condition creates a negative relationship between the government and the community, which is reflected in a decrease in community participation in subdistrict musrenbang activities. Consequently, public distrust deepens leading to a decline in government legitimacy. Thus, as e-government and e-participation should be leveraged to enhance transparency, accountability and political trust (Haning, 2019; Worthy et al., 2017).

Information is an essential aspect of transparency in development planning in Bekasi District. However, this does not seem to be consistent with the development planning activities in Bekasi District, which has led to a decrease in community participation in musrenbang activities due largely to limited access to information regarding the mechanisms for determining activities transpire during meetings between the executive and members of the local government assembly (DPRD). Moreover, transparency is not only limited to data availability but also its accessibility to the public (da Cruz et al., 2016). By publishing activities on government websites, local government hope that the public will find out about issues and concerns that relate to development activities in

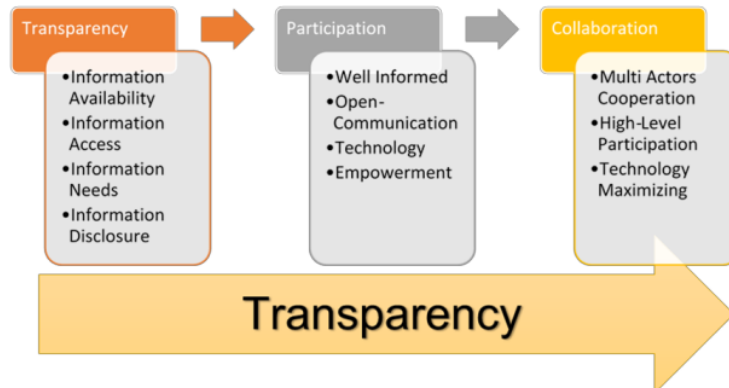


Figure 3. The Flow of Open Government Aspects in Local Development Planning
 Source: Data Analysis

their areas. Nonetheless, as Bearfield's research results showed, people are more likely to access data related to finance and planning than human resource data (Bearfield & Bowman, 2016). Thus, information that is disseminated to the public should be in line with in what the public has keen interest in rather any government information as such. In any case, transparency principles also underline the importance of quality of the information that is disseminated for public consumption. Information that is inaccurate or fraught with ambiguity is likely to be considered unfair (Taylor et al., 2017; Worthy et al., 2017).

C. Collaboration

Collaboration is a common term in describing a cooperative relationship that involves more than one party. Collaboration has many definitions that are influenced by diversity in points of view. However, there what is common in most definitions of collaboration is cooperation and division of tasks. Emily R. Lai defines collaboration as mutually beneficial cooperation in coordination to solve common problems. In other words, collaboration is the mutual engagement of participants in a coordinated effort to solve a problem together. "Collaborative interactions are characterized by shared goals, asymmetry of structure, and a high degree of negotiation, interactive, and interdependence" (Lai, 2011). Regional develop-

ment planning as stipulated in the Regulation of the Minister of Home Affairs Number 86 of 2017 concerning Procedures for Planning, Control, and Evaluation of Regional Development; Procedures for Evaluating Draft Regional Regulations concerning Long-Term Regional Development Plans and Regional Medium-term Development Plans; and in Procedures for Changing Development Plans Long-term regions, Regional Medium-Term Development Plans, and Regional Government Work Plans, mandate the involvement of various stakeholders. The involvement of these stakeholders of interest is also clearly stated in the SPPN Law that among other requirements calls for "... seeking the aspirations of the community concerned, including professional associations, universities, NGOs, traditional and religious leaders, as well as the business world." To that end, development planning should pursue common interests, not personal interests, and must involve government actors, not government actors, including the community and the private sector.

Development planning in Bekasi District involves parties that are considered to represent the public including community leaders. This is evident from excerpt of an interview with the Head of Cikarang Timur and Pebayuran that:

"... Village Heads and Village Officials, District Apparatus, Community, Religious Fig-

ures, Youth Leaders, Community Figures, Principals and Teachers, Heads of Puskesmas and UPTD in the District".

Meanwhile, the SPPN Law includes the private sector by noting that "... capturing aspirations of the community concerned, including professional associations, universities, NGOs, traditional and religious leaders, as well as the business world". This is in line with Scott's viewpoint who asserts that: "... broader network of actors and institutions, system context influences the extent to which (or whether) different actors can benefit from such arrangements" (Ulibarri & Scott, 2017).

The interested parties actors project interests of groups they represent (not personal interests), which they strive for accommodation in proposed development priorities (Ulibarri & Scott, 2017). This is because representatives of groups and communities are very informed and knowledgeable about the needs of their constituency, hence voice the needs and aspirations of groups for incorporation of their interests in development programs (Essa, 2018). Collaboration is needed because it helps in finding common ground to problems that affect stakeholders through joint endeavors. Effective collaboration, however, to a great extent, depends on the performance of public institutions (Ramadani, 2020). In the context of time spent, collaboration takes long to materialize compared to cooperation. Thus, collaboration can also be defined as a continuous collaborative relationship between several parties (Whitford et al., 2010). Development planning in the context of collaboration can be interpreted as an institutional and structured process that involves sectoral actors, who are drawn from various hierarchies and geographical locations, to solve common problems (Ansell & Gash, 2018; Ulibarri & Scott, 2017).

As regards, complexity of relations, Musrenbang activities at the subdistrict level are the most complex for the actors involved. The yellow line in figure 1 shows the connections of actors at the subdistrict level. At the Subdistrict musrenbang, the subdistrict head is the actor who played the most central role in the process and series of activities. This is because, of the role the

subdistrict head plays in coordinating all proposals that various stakeholders propose for inclusion in the Musrenbang including 1 villages, community leaders, hamlets, and others. This is as stipulated in the Regulation of the Minister of Home Affairs that contains a technical note in the SPPN Law that is an attachment to Letter D.2.5 on implementing musrenbang. Based on provisions of the regulation and technical note, activities that are included in the sub-sidtrict Musrenbang require agreement from hamlet and villages. This is clearly articulated in Permendagri No. 86 of 2017 which stipulates that the Subdistrict level Musrenbang serves as a deliberation forum that brings together various stakeholders to discuss and reach agreement on priority programs that are proposed by villages, which are subsequently integrated into subdistrict design activity plan. Subdistrict district plan is subsequently integrated into the district work plan.

Meanwhile, the musrenbang at the village level, those busy stakeholders (highlighted by the red line in the Figure 1) represent members of the community/public. This is because at the RT, hamlet, and village levels, the community is directly involved in determining development priorities. Meanwhile, musrenbang at the district level, Bappeda plays the central role of coordinating musrenbangs in various subdistrict level in the district. Therefore, Bappeda is represented by the blue line (Figure 1).

It must be noted that collaboration is intricately related to the existence of actors. Actors in the collaboration are a network of parties with interests, which they project and expect to influence contents of the development planning. Actors with varying interdependent and inter-connected interests include community and DPRD members, between the community and the village head, and others. Besides, based on several previous studies, actors were found to have connections at the sectoral level. For instance, collaboration at the sectoral level involved NGOs and the Social Service office, while the subdistrict head and district head were hierarchically connected.

Bekasi District government has implemented OG principles in development planning. Nonetheless, such a development does

not seem to influence and have impact on the development planning process in Bekasi Regency. The portrayal of the adoption of open government in development planning in Bekasi Regency based on secondary data and primary data is shown in Figure 2.

It is apparent from the diagram above that the concept of open government in development planning in Bekasi Regency is generally understood as a process of transparency of information in local government administration. The Bekasi District Development Planning Agency considers open government as a process that entails the creation of an open government as manifested in being transparent in the conduct of government activities. Besides, both Cikarang Timur and Pebayuran subdistricts perceive open government as a movement with the government and society in realizing transparency to accelerate the optimization of performance and quality of public services. This is in line with Hansson's argument that the overarching purpose of open government lies in promoting accountability, engagement, and co-operation. Nonetheless, in practice the emphasis is mainly on transparency and knowledge sharing while ignoring fundamental democratic issues of participation and collaboration (Hansson et al., 2015). This is indeed evident in Bekasi regional development planning process from the village musrenbang / hamlet meetings to the very participatory, collaborative, and transparent subdistrict development planning meetings. Nonetheless, lack of active participation, and by extension, accountability, remain a weakness that continues to plague open government efforts in practice (da Cruz et al., 2016).

The Ideal Concept of adopting Open Government Aspects in Local Development Planning

The ideal development planning that can adopt aspects or elements of the open government concept is achieved by taking a close observation of the real conditions in community and society including obstacles and challenges implementers of development planning face, namely the Subdistrict head and the Bappeda. As regards the main challenge, which the Head of the Cikarang

Timur Subdistrict faces in implementing the Subdistrict musrenbang relates to the low level of public awareness about the need for information, which is as a result of low educational attainment.

Meanwhile, problems that the Pebayuran Subdistrict head faces in implementing open government include low public awareness about the importance of information, low educational attainment of the citizenry, limited human resources (HR). Human resources in Pebayuran Subdistrict is still limited, with the majority of employees employed under contract / non-civil servants arrangements which means that they can either be available or not, to provide services to the local government offices. In addition, Pebayuran Subdistrict has another problems that relates to the large number of villages that are still underdeveloped, which means a serious challenge in its development planning efforts.

The problem of low public awareness and education attainment which has undermined of the musrenbang effectiveness at the subdistrict level can be mitigated through socialization and enhancing active participation in development planning activities (Sinaga et al., 2020). This for example, is one of the solutions to the problem in Pebayuran Subdistrict, where the head of administration conducts socialization of the timing of the musrenbang on a monthly and weekly basis. Another challenge that Bekasi District, especially Bappeda faces also relates to implementing regional development planning. One of the obstacles lies in understanding the perception and commitment of all internal stakeholders, which is prerequisite for formulating performance indicators. Besides, based on results of interview with Bappeda, problems the district faces in development planning transcend human resource scarcity to include budget related issues. Budgeting does not follow program priorities allocation of spending is based on routines and political intervention. Indeed, political intervention is an external obstacle to Bappeda in realizing participatory development. In fact, based on excerpt of an interview with Bappeda Secretary who acknowledged the negative influence that political influence bears on development planning effectiveness. Bappeda Secretary

acknowledge that:

"... political interests are strong and there are still differences in views with DPRD institutions".

Apart from obstacles that relate to political intervention, the effectiveness of regional development planning is also adversely affected by policy changes implemented at the province and central government level that are manifested in adjustments in performance indicators and technical development issues. The major challenge is the length of time it takes to make adjustments that are necessary.

As regards possibilities and pathways for improvement in adopting open government in development planning, in Bekasi Regency, Head of Cikarang Timur subdistrict hopes that the integration of APBDes and APBD will enhance development planning. In addition, East Cikarang subdistrict head expects improvement in transparency in the entire musrenbang process right to program implementation. Limited transparency of government affairs in Bekasi Regency and subdistricts, which has created inaccessibility of the public to community proposals, has to a large degree contributed to decrease in community participation in the musrenbang activities. Therefore, according to the opinion of the Head of Cikarang Timur Subdistrict, there is need for Bappeda and DPRD, who are the key actors in development planning to take necessary measures to enhance transparency of development planning at the regency and subdistrict levels.

The success of development planning is in part influenced by monitoring of proposed activities in the pre-district development planning process (musrenbangdes). This is indeed was one of the messages contained in an excerpt of an interview with the Head of Pebayuran Subdistrict.

The monitoring process in the OG concept is one of the characteristics of the collaboration, a point that Sedgewick emphasized by saying that "... are activities and ongoing interactions that provide both structure and meaning to collective action (i.e. planning until monitoring)" (Sedgwick, 2017). To that end, using ICT which has be-

come common in the current era seems to be both necessary and imperative in government administration, including development planning. Leveraging ICT to foster participation and transparency, is paramount as Cruz argues that "... the demand for information by citizens and businesses as well as their affirmative steps to make information about government affairs public without waiting for specific requests and, through the use of ICTs" (da Cruz et al., 2016).

Thus, based on discussion presented in the previous sub-section, development planning in Bekasi District has indirectly adopted aspects of OG concept, namely transparency, participation, and collaboration, in the conduct of its activities. Nonetheless, the adoption of OG has been affected by discontinuity that is attributed to a set of macro laws and regulations that regulate the collaboration, participation, and transparency mechanisms. In the Ministerial Regulation No. 86/2017 for instance, which regulates technicalities of regional development planning is far too ideal, which are difficult to implement. One of the challenges relates to politics, which makes an ideal regulation difficult to implement. The adoption of indirect aspects of OG in government business needs integration of the collaboration, participation and transparency, rather isolated adoption of each. Collaboration for example, calls for collective action, which cannot materialize active public participation (Ansell & Gash, 2018; McDermott, 2010; Ulibarri & Scott, 2017). Meanwhile, public participation in controlling the government cannot occur without the existence of transparent mechanisms in the conduct of government affairs (da Cruz et al., 2016; Taylor et al., 2017; Worthy et al., 2017). The adoption of the OG model in development planning in Bekasi regency should be sequential as proposed by Shanab (Figure 3).

The sequence of the adoption of OG in development planning in Figure 3 shows that transparency should be the first element in OG that leverages community participation. Subsequently, transparency as a principle should form the basis for the development planning mechanism from the village level musrenbang to the district level musrenbang. Transparency of development planning augmented by the availability of

information (information availability) related to development programs that are carried out in the region.

Based on an interview with the Head of the Cikarang Timur Subdistrict, before the subdistrict musrenbang begins, the regional government announces development targets and development activities that are currently underway in the area. Such a process like other aspects of regional development planning requires communication between the local government and the community. The local government should therefore provide information of aspects of development planning including source and uses of the local government budget (Sunahwati et al., 2019). However, currently the community remains an object of development rather than an active participant in the entire process. The forum is a musrenbang where the community can get precise information about the needs and follow-up of action (Information Access to Information on Need). Some experts are of the view that public participation is ineffective in the absence of transparency mechanisms of the process. This is a point that Bappeda emphasized by noting that community participation increases if their interests are accommodated in development planning process. Nonetheless, it must be stressed that the desire to participate is driven by the existence of a well streamlined and clear development plan. Besides musrenbang and outreach, community members can also obtain information on development planning activities good and concise information published on district government's official website and the regional management planning system (Using ICT and Consulting). Therefore, the community is empowered to participate in determining the development program that will implemented in their area (empowerment and involvement).

An empowered society will be able to fight for what it needs. Therefore, there will be cooperation between government, private, NGO, DPRD, and other interested parties (high level of cooperation). As stated by Scott that "... both the behavior of individual network actors (for instance partners with politically powerful actors, align with shared interests, or optimally allocate time and effort spent collaborating) and structural con-

siderations (that is social capital, network connectivity, and multi-level networks)" (Ulibarri & Scott, 2017) play important and crucial roles in the development process. The high complexity of actors involved in regional development planning, implies that of the level of participation in the collaboration is also very high (high participation). Bringing together and accommodate all the diverse actors in the traditional musrenbang model that involves physical presence in the meeting room is not feasible and necessary. To that end, as Febrianingsih (Nunuk, 2012) argues, there is need for a mobile application that can be used by the actor to track the progress of proposal development (use of the application).

CONCLUSION

Open Government in development planning in Bekasi Regency showed that there has been a decline in community participation in development planning due to the perception that there are stark differences between contents of programs during the planning and implementation phases. Transparency in development planning is implemented in all programs at the subdistrict level, while at the district prioritized programs are deliberated in closed sessions that only involve local government executives and the local legislature. As regards collaboration in development planning, results showed that stakeholders have the tendency of pursuing and projecting own respective interests rather those of the public.

Thus, Open Government in local development planning in Bekasi Regency requires operationalization of transparency (accessibility, the accuracy of the information, comprehensive information), aspects of collaboration (cooperation and application use), and participation (informing, consulting, and involving). To ensure transparency at every stage of the musrenbang, there is need for developing and deploying an application by the local government to use as communication media to communicate information on aspects of development, including development planning stages and process to stakeholders including the community. This study has limitations in exploring aspects of open government, namely

transparency, participation, and collaboration, which is more in-depth so that further research is needed regarding this matter which needs to be carried out on local government administration, especially disaster and pandemic management policies.

List of Abbreviations

Musrenbang	Musyawarah Perencanaan Pembangunan (Development Planning Deliberations)
Musrenbangdes	Musyawarah Perencanaan Pembangunan Desa (Village Development Planning Deliberations)
Bappeda	Badan Perencanaan dan Pembangunan Daerah (Regional Planning and Development Agency)
SPPN	Sistem Perencanaan Pembangunan Nasional (National Development Planning System)
UPTD	Unit Pelaksana Teknis Daerah (Local Technical Operation)
Puskesmas	Pusat kesehatan Masyarakat (Center of Community Health Service)
PNS	Pegawai Negeri Sipil (Public Servant)

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