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Public Information Disclosure: Mapping the Understanding of Multiple Actors in Corruption-Prone Indonesian Provinces

Abstract

Recent scholarships in public administration and legal studies have agreed on the role of public information disclosure as a necessary requirement in eradicating corruption. Moreover, it is evident that accessibility of public information to the citizen helps to improve governance reform and policy making. In that situation, the citizen is involved in the participatory process and subsequently tightens public oversight to the government. Nevertheless, the literature might only be valid in relatively homogenous societies or in countries successfully achieving their development goals. This article seeks to confront this scholarship to the prevalence of a country experiencing ongoing construction of administrative law framework amidst discrepancies of development progress across regions. Three provinces in Indonesia are chosen to explain this matter by identifying relevant actors and mapping their understanding about public information disclosure against corruption. We employ qualitative research by process-tracing methods to identify causal mechanisms over multiple determining factors affecting the understanding. Data is inquired through in-depth interviews and analyses of open, accessible electronic data. Our recent work progress suggests that impediments to undertake public information disclosure against corruption come from very basic situations, including a sort of misunderstanding of predefined terminology between disclosed or classified information to the public and over-reliance on prevailing laws related to the issue without any improvements of the regulatory framework or policy instruments.

Keywords:

administrative procedure act; corruption; information accessibility; public information disclosure

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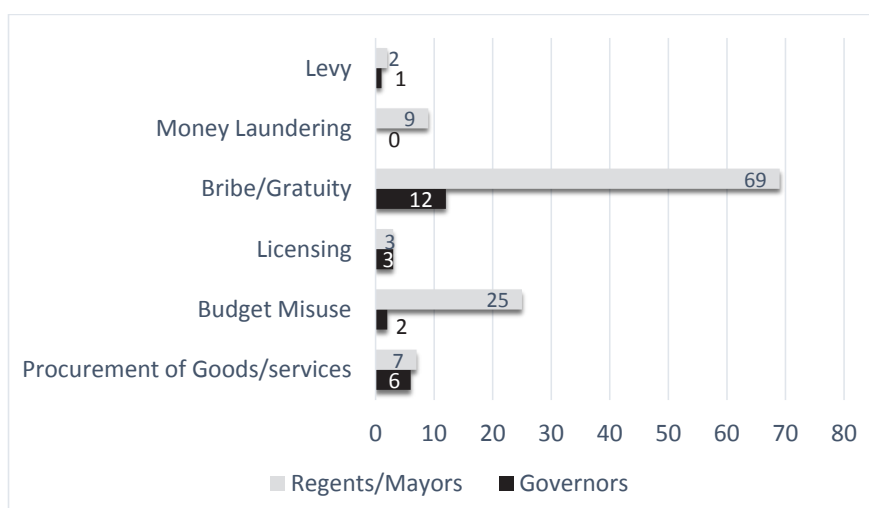
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Introduction

The implementation of regional autonomy that began since the issuance of Law No. 22 of 1999 on Regional Government brings the implementation of decentralization, which then implies a shift in the dynamic between the central and regional powers, including those among regional institutions. This change has not only good impacts, such as bringing services closer to the people and improving the infrastructure, but it also has undesirable impacts, such as corruption. Modern-day vassal lords abuse their authority and power to commit corruption, especially in the issuance of permits. Opportunities for corruption are also increasing because regions have greater freedom in regulating themselves, which sometimes conflicts with the central government's policy.

Data from the Corruption Eradication Commission (KPK) shows the rising number of corruption cases closed in Indonesia. Since the commission's establishment in December 2002, this anticorruption institution has processed more than 100 regional heads (regents/mayors and governors). As seen in Graph 1, corruption cases involving regional heads mostly take forms as bribes and gratuities. Of 81 cases, regent/mayors are the most common offenders. The same graph also shows that a regional head can be ensnared in more than one case. These numbers of corrupt region heads spread over 25 provinces, with North Sumatra and East Java as the top two. Data as of Oct 8, 2019, showed a rise to 119 cases (Kompas, Oct 8, 2019).

Graph 1.
Number of Regional Corruption Cases 2004–July 2019



Source: adapted from KPK Annual Report, 2019

Supporting this fact, referring to the data released by the Indonesian Corruption Watch (ICW), the trend of prosecuting corruption cases in 2017 experienced a significant increase: 30 regional heads consisting of 1 governor, 24 deputies, and 5 mayors became suspects in many corruption cases. The data continues to increase if seen by the number of regional heads who were caught red-handed by KPK since early 2018. ICW noted that cases have a potential state loss of IDR 231 billion and a bribe value of IDR 41 billion (ICW, 2018).

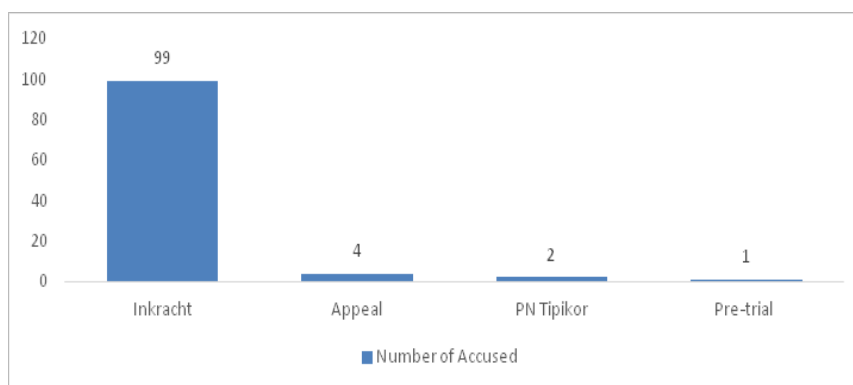
Specifically, ICW mentioned the details of regional corruption in 2017 as follows: The Regency Government ranks first among the institutions with the most corruption cases, consisting of 222 cases with state losses reaching IDR 1.17 trillion. The second rank is the Village Government with 106 cases and state loss of IDR 33,6 billion. The third rank is the City Government with a total of 45 cases and state loss of IDR 156 billion. ICW also mentioned that the driving factors that push the regional corruption cases are the following: **1) Political costs**; the bad behavior of political parties that have not changed has resulted in political costs becoming very expensive. Bad behavior is one of the dowry requirements for anyone who wants to run for office. As a result, due to these political or dowry costs, candidates who win

elections will be “forced” to return their political capital, for example, by behaving corruptly. This is what causes corruption to be incomplete. **2) Corrupt behaviour** of regional heads, one of which is reflected through a commitment to the public to conduct transparency and open data and information related to regional finance. **3) Apathetic community behavior**; the low public demand for information data openness tends to make regional heads less transparent.

The statement is strengthened by data collected from the Supreme Court, with the number of Regional Head corruption defendants, according to the decision status in 2001 to 2017, up by as many as 106 (one hundred and six) Regional Head District defendants involved in corruption cases and money laundering. This can be seen in Graph 2. (Supreme Court, 2018).

Graph 2. above shows that as many as 99 defendants have obtained court decisions with permanent legal force (inkracht), 4 defendants in the appeal process, 2 defendants who are currently proceeding in the Corruption Court (PN TIPIKOR) and 1 defendant in the pre-trial process. This shows that the high number of regional corruption is strengthened by the number of corruption cases that have been inkracht in the judiciary. Most of these are caused by the three supporting factors mentioned by ICW, specifically related to the issue of data disclosure and public information.

Graph 2.
Number of Regional Head Corruption Cases, 2018



Source: adapted from Indonesia Supreme Court, 2018

A study conducted by UNDP (United Nations Development Program) in 2014 stated that 14 countries in the Asia-Pacific region had developed an anti-corruption strategy through a comprehensive anti-corruption policy document, which ranges from defining the strategy to making the action plan so that the implementation and monitoring mechanism can be executed towards the objective of reducing and even eliminating corruption.

The United Nations Convention against Corruption (UNCAC) also mandates participating countries to carry out effective policies in the form of “a single anti-corruption strategy that can be adapted to the context of each country. Although in reality anti-corruption policies may take different forms depending on the specific country context. Anti-corruption policies range from a single national anti-corruption strategy to a set of measures to promote transparency and accountability.” With regards to transparency and accountability, corruption prevention cannot be separated from the context of public information disclosure.

Escaleras, Lin, and Register (2010) state that more and more countries are adopting legislation on public information disclosure because they believe that broader transparency can reduce corruption in the public sector. Banisar (2006) and Ackerman and Sandoval-Ballesteros (2006) have made a map that shows the trend of the majority of countries that adopt the regulation. The connection between information disclosure and corruption prevention and eradication is also discussed by Klitgaard (1988), Rose-Ackerman (1999), and Pope (2007). They place the rights to information as an important pillar for institutions to eradicate corruption. Rose-Ackerman clearly states that the public can be a vital monitor for unreasoned governmental conducts so long as the government is open about what they do.

According to Yu and Robinson in Soegiono (2017), one method that enables the improvement

of the quality of community involvement for the eradication and prevention of corruption is the provision of adequate data and information related to acts of corruption. Based on the findings of Yu and Robinson, the eradication and prevention of corruption can be strengthened through several factors, including strengthening the law, the role of media investigations, disclosure of public information, and public reporting (whistleblowing). The last two factors enable the wider community to participate in fighting corruption, namely the disclosure of public information and public reports.

Indonesia is one of the countries that has been adopting regulations on information disclosure. Openness of public information in Indonesia is regulated in Law No. 14 of 2008 on Public Information Openness (UU KIP). This law was passed on 30 April 2008 and only came into force two years after it was passed. However, since 1997, the government has gradually disclosed information through policies that allow citizens to obtain information on government documents. Initially, the effort was limited to environmental issues; it gradually was practiced in other domains. Openness of information is seen as a path towards open government. The effort succeeded in not only preparing legal protection of the policies, but also in setting up institutional infrastructure. The relation between information disclosure and corruption prevention is recognized in the policy on clean governance. In governance that is clean of collusion, corruption, and nepotism as mandated in Law No. 28 of 1999, the public has the right to seek, obtain, and provide information about state administration, to receive equal and fair services, and to deliver facilities and opinions on state officials responsibly.

In addition, Law No. 30 of 2014 on Government Administration (UUAP) rules that access to public information on government documents must be kept open. Public accessibility to government documents not only increases the

level of community participation in formulating, making, and implementing decisions, but it also serves as an element of government corruption prevention. UUAP serves as a guide for government officials because it includes procedures to follow, should they want to steer clear of any abuse of power. Not only does UUAP aim at creating orderly governance, but it also guarantees the accountability of government agencies and officials as well as the best possible service to the public.

The need to open information for government officials applies both to the central and regional levels as a consequence of *good governance*. Moreover, information disclosure is seen as vital to the eradication of corruption in all levels of government administration. The involvement of various actors is necessary in the practice of information disclosure, with regard to corruption prevention.

Activities run by the OECD, UNDP and the Kingdom of Morocco noted that “government action alone is generally not enough to prevent and combat corruption. Complementary and mutually supportive actions by the business community, trade unions, and civil society actors are recognized as important” (OECD, 2011). A KPK study in 2006 concluded that there are several factors that contribute to the success of corruption eradication: a clear legal framework; a clear vision and mission; consistent and continuous political support from the government; adequate operational funding support; a coherent strategy both of prevention and prosecution; independence in carrying out tasks; professional human resources; and public support. This study noted experiences from Singapore, Hong Kong, Thailand, Madagascar, Zambia, Kenya, and Tanzania and underlined there need to be two sides, namely the government and the public (KPK, 2018).

A number of regional corruption cases allegedly occur because of a lack of information

disclosure to the public. The lack of information disclosure results in uncontrolled transaction negotiation processes. A notable case came from Malang, East Java, in which Malang Corruption Watch (MCW) assessed that its mass corruption cases were due to a lack of information disclosure from both the local parliament and from the city government (*pemkot*) (medcom.id, 2018). The Anti-Corruption Education Center in its infographic shows that in addition to the people’s limited income and consumptive behavior, corruption runs rampant due to the conducive attitude towards corruption in society: the public is less aware that the main victim of corruption is themselves; the public is unaware if its members are involved in corruption; and the public is unaware that corruption can be prevented and eradicated if the public actively participates in prevention and eradication activities.

The Indonesian government has regulated and defined the role of the public in the campaign to prevent and eradicate the crimes of corruption, in the Regulation of the Government of the Republic of Indonesia No. 43 of 2018 on the Procedures for the Implementation of Community Participation and Preventing and Corruption Eradicating Award-granting. “The public” is defined as an individual or a group of people, including non-governmental organizations and community organizations.

Article 2 of this Regulation defines community participation as follows:

- a. The right to seek, obtain, and provide information on the allegation of the occurrence of a criminal act of corruption.
- b. The right to obtain services in searching for, obtaining, and providing information allegation of the occurrence of a criminal act of corruption to a law enforcement officer who handles corruption cases.
- c. The right to submit suggestions and opinions responsibly to a law enforcement officer who handle corruption cases.

- d. The right to obtain answers to questions about reports given to the law enforcement agency.
- e. The right to obtain legal protection.

This study aims to demonstrate the actors' understanding of information and information disclosure terminology that can help prevent and eradicate corruption in Indonesia. If misconceptions about the importance of information disclosure are frequent, it will affect the actors' participation in preventing and eradicating corruption.

Methods

Qualitative approaches to mixed methods (Creswell, 2014) are used in this study, namely in-depth interviews and electronic data tracking. To analyse field findings, this study uses the process of tracing method, "a research method for tracing causal mechanisms using detailed, within-case empirical analysis of how a causal process plays out in an actual case. Process tracing can be used both for case studies that aim to gain a greater understanding of the causal dynamics that produced the outcome of a particular historical case and to shed light on generalizable causal mechanisms linking causes and outcomes within a population of causally similar cases. Process tracing can be used both for case studies that aim to gain a greater understanding of the causal dynamics that produced the outcome of a particular historical case and to shed light on generalizable causal mechanisms linking causes and outcomes within a population of causally similar cases" (Beach, 2017).

This study was conducted in Central Java Province and Bengkulu Province. The selection of the two provinces was based on KPK data, which mark the two provinces as corruption-prone provinces and provinces where KPK's prevention campaign was concentrated. Central Java marks as an "informative" region based on Central Information Commission Rating Report of Information Disclosure. Nevertheless, this province

is categorized as a "red zone" by the Corruption Eradication Commission, which means the number of corruption cases is high. For Bengkulu Province, in terms of information disclosure, by 2018, it was still in the category of "uninformative"; for corruption cases, this province is in the same category as Central Java, i.e., in the "red zone" region. This different status of information disclosure but same category of corruption-prone region becomes one of the reasons to choose those two provinces as a sample in this study. Participants in this study included the Office of Communication and Information, the Provincial Inspectorate, non-governmental organizations, industry representatives, the Provincial Information Commission, and academics.

Results and Discussion

Information Disclosure

As a basic human need in the simplest as well as in the most modern and complicated interaction, information is sought by citizens to make clear their rights and obligations as well as the mechanisms of participating in governance. Conversely, government officials value and must manage information appropriately to meet the objectives of governance. Interaction between citizens and state officials will be of higher quality if there is information disclosure between the two.

The Law on Regional Governments has embraced the principle of information disclosure by making it an obligation for local government officials to provide and publish public information on the one hand and to make it the people's right to obtain information on the other. The spirit is to encourage openness so that government officials' performance is accountable to the public and so that the public can monitor offenses such as corruption. Information disclosure is seen as a means to corruption prevention, especially in public policy making and governance.

This spirit is also reflected in the objectives of Law No. 14 of 2008 as follows: (i) guaranteeing citizens' rights to know public policy making plans,

programs, and processes; (ii) encouraging public participation in the making of public policies; (iii) realizing good governance based on transparency, effectivity and efficiency, and accountability; and (iv) finding the reasoning behind public policies that affect the lives of many.

Regulations on the clarity of mechanism, institutional matters, and each party's rights and obligations are vital to optimize disclosure information as a means to preventing acts of corruption. In the context of regional governance, the clarity of the regulations serves in the following ways:

- As an indication of whether the regional government is consistent in running democratic and transparent regional government.
- As a guarantee that the regional government is obliged to provide information and documents of public interests.
- As a guideline for local governance in managing and providing information and in collecting information across its own organizations.
- As a clear instruction for local government officials on which information can be disclosed to the public and which are confidential, as well as on the mechanism of declassification of information.
- As a means to ensuring that no public information is covered up by government officials in order to gain personal benefits (corrupt behaviours).
- As a means to encouraging good archival management.

Openness of public information is a means to optimizing public monitoring of governance, especially in issues related to the public interest. Generally, information disclosure is based on a universal principle called *maximum access limited exemption*, which means to open access as much as possible while still leaving room for exclusion of a small amount of information. In other words, public information is open and accessible by every user of information. In case of exceptions, the

size of the excluded information must be small and limited. In addition, information must be obtained quickly and on time, at a low cost, and in a simple way. These principles are related to the usage value of information and ease of access for the public.

Information Classification

As mentioned earlier, clear information disclosure arrangements are useful for government officials to determine which information can be fully disclosed to the public and which should be kept confidential. Technological developments have undermined the confidentiality of information (Florini, 1998; Roberts 2006), but the state still manages confidentiality for reasons including national security and data protection. This confidentiality is not permanent, because generally, there is declassification in the management of state archives.

Indonesia also adheres to the open nature of public information sharing (UU KIP: information that must be provided and announced) and confidential information (UU KIP: exempted information). The three types of open information are the following:

- a. Information that must be provided and announced periodically, e.g., regional apparatus profile (OPD) as a public agency, OPD activities and performance, and financial reports.
- b. Information that must be announced immediately, e.g., incoming disasters, infectious diseases, food poison, and disruptions to public utilities, such as power outages.
- c. Information that must be available at all times, e.g., list of public information, regional laws and regulations, budget of a public agency, LAKIP.

Information that is open means that the public can access it. Local governments are obliged to publish the categories of information that must be provided and announced and information that

must be announced at once by electronic and non-electronic means, such as notice boards and brochures. Requested or not, local governments are obliged to publish them. For example, Article 391 of the Law on Regional Governments states that regional governments must provide information on regional development and regional finances. Regional government information is managed in an information system. A number of regions have been very open by holding a budget festival; conversely, there are regions that assume the public does not need to be informed of the local budget and its use.

Confidential, exempted information is regulated in Article 17 of Law No. 14 of 2008. In general, exempted information may take forms as:

- Information that can put the state and law enforcement at peril, e.g., intelligence operations, information of crime reporters, detailed profiling of military installation, and state encryption systems.
- Information that can disrupt the economy and the protection for businesses from unfair competition, e.g., prices offered by a company in a tender for the procurement of goods/ services before the tender takes place, recipe protected by trade agreements.
- Information that can disclose personal confidence, e.g., medical records, funds in bank accounts, and the results of a person's psychological evaluation.
- Information declared confidential as ruled by regulations.

In general, public agencies at central and regional levels specifically regulate the categories or types of information. Unfortunately, regulating exempt information is often inaccurate, inattentive, and irrelevant to the mechanism of consequence test as regulated by law, and ignorant of the prohibition to exclude certain information.

Information Obtaining Mechanism

In opening information, orderliness or governance is still necessary. The public can obtain

information through regulated mechanisms, and a public agency is obliged to provide information through easily accessible channels and infrastructure. Regulating the mechanism for obtaining information is also helpful in preventing preferential or unequal treatment due to motives of collusion, corruption, and nepotism by government officials. To prevent abuses, certain laws have set the time window for obtaining information and have set dispute resolution.

In preventing corruption, Indonesia is a step ahead than some other countries, for citizens who want to file an information dispute are not charged. Citizens, however, are still charged a reasonable fee if the information requested must be in copies.

The mechanism for obtaining and resolving information disputes nevertheless increases the number of actors involved. Based on the current dispute resolution regulations, obtaining information and dispute resolution can be summarized into stages as follows:

- Stage of submitting requests for information to a public agency through the information management and documentation official (PPID).
- Stage of filing an administrative objection to the PPID's superior.
- Stage of dispute resolution through an authorized information commission (Central Information Commission or Provincial Information Commission).
- Stage of filing a legal complaint to court (First Circuit court and the Supreme Court).

Citizens are not required to pass all these stages. If the public agency is willing to volunteer the information requested, there is no need for the dispute resolution stage. In practice, many dispute requests have been submitted to the information commission. This shows different views among actors on whether specific information is open and accessible and shows the unpreparedness of state officials to provide requested information in a timely manner. In addition, disputes often

emerge because the public agency denounces the actor submitting the request for information unable to meet the qualification as an applicant.

Actors in Information Disclosure

In the mechanism for obtaining and resolving information disputes, actors in information disclosure are clearly defined. A petitioner is a citizen, as mentioned before; government agencies are responders, and the information commission and the court is an information dispute resolution agency.

The applicant is a person who submits a request for information to a public agency. The principle that applies universally is that everyone has the right to obtain information. However, in Indonesia, not all citizens have the right to obtain information through the mechanism regulated in Law No. 14 of 2008. Only three categories are permitted: individuals, groups of individuals, and legal entities. This regulation has been used as justification by public agencies to refuse requests and for information commissions to refuse to grant a dispute resolution.

A responder is any qualified public agency, which includes all government agencies at central and regional levels. Other public agencies include state or regional enterprises (BUMN/BUMD) and political parties. Interestingly, in Indonesia, non-governmental organizations also qualify as responders if they receive funds from the state or regional budgets APBN/APBD or receive foreign/community donations.

Information commission is a law-mandated institution, formed at the central (Central Information Commission) and provincial levels (Provincial Information Commission). Districts/cities may form one according to their needs and abilities of their regions. The Central Information Commission is not only authorized to settle disputes, but it also makes technical guidelines for information services. The court is an advanced actor in dispute resolution.

Besides the four actors aforementioned, do not forget other actors who are instrumental in ensuring that information disclosure can be used to prevent corruption may. Academics deserves to be included because of its contribution in proposing ideas of governance and formulation of policies in the regions and its responsibilities to encourage people to know their rights and obligations in state governance. Academics should encourage the public to oversee the course of the government and conversely encourage good governance through accountable academic inputs. The press also becomes another useful actor in bridging the needs of a petitioner and responder, which has not been included in this initial research.

Information Disclosure: Central Java and Bengkulu Cases

This study attempts to identify the understanding of actors of information disclosure as participants in corruption prevention in Central Java and Bengkulu. Before focusing the discussion on the actors, see how the two provinces position on issues of corruption and information disclosure. The 2018 Regional Government Integrity Index released in 2019 by the Corruption Eradication Commission shows that Central Java is first with a value of 78.26. Central Java is not included in the survey conducted by the KPK in 2017.

In accordance to the report "2018 Corruption Enforcement Trends" released by ICW recently, corruption in Central Java during 2018 recorded 36 cases with 65 suspects. The total value of the state losses incurred was IDR. 152.9 billion. Central Java itself is ranked below East Java with 52 cases of corruption, 135 suspects, and state losses worth IDR 125.9 billion. After Central Java, there was South Sulawesi with 31 cases, 62 suspects, and state losses amounting to IDR 74.5 billion. Then in West Java, 27 cases, 71 suspects, and state losses amounting to IDR 51.4 billion. In fact, ICW's assessment of Central

Java has deteriorated. In 2017, Central Java was in fourth place regarding the highest number of corruption cases with a total of 29 cases and state losses of IDR 40.3 billion (ICW, 2018).

Bengkulu, one of the 20 provinces surveyed, is not included in the top ten provinces on the index. Bengkulu is on the 12th position with a value of 66.47. In 2017, Bengkulu obtained an integrity index score of 63.77. It illustrates that in the 2017–2018 period, there were no significant changes that had been made by the Bengkulu government because it only increased by less than 3 points. As a note, the indicators used in this integrity index are the following: anti-corruption system, human resource management, budget management, and anti-corruption culture.

Throughout 2018, Bengkulu Regional Police (Polda) succeeded in uncovering 79 cases of corruption. From the number of corruption cases revealed, the police managed to save IDR 6.18 billion in state funds. It was explained that from 79 corruption cases that were handled by Bengkulu Regional Police, throughout 2018, 73 of them had been resolved, while six more cases are still in the process of completion. Of the 79 corruption cases handled, as many as 18 cases included misappropriation of village funds (DD) and the remaining cases of project corruption occurred in a number of government agencies in several districts and cities in Bengkulu Province (ICW, 2018).

In terms of corruption cases, Central Java and Bengkulu are not clean of corruption; the KPK has carried out arrest-on-the-spot operations for different cases in the two provinces. However, the offenders in Bengkulu have a higher position and influence than those in Central Java. In Bengkulu, a governor was proven guilty of corruption for accepting bribes from a businessman. A number of law enforcement officers in Bengkulu have also been detained over corruption cases. Some of the corruption cases in Central Java and Bengkulu involve bribery in projects that have been

tendered. In Central Java, the KPK arrested the regent of Kudus, Purbalingga, and Tegal in arrest-on-the-spot operations. The two provinces were once accompanied by the KPK for a corruption prevention program.

In terms of information disclosure, the two provinces rank differently. See the data from the Central Information Commission for the period 2015–2018:

Table 1.
Comparison of Information Disclosure in Central Java and Bengkulu (2015-2018)

Year	Central Java	Bengkulu
2018	Informative	Uninformative
2017	Heading towards informative	Uninformative
2016	In the top 8	Not in the top 10
2015	Ranks 5 in the 10 best provinces	Not in the 10 best provinces.

Source: Adapted from the Central Information Commission Rating Report 2015, 2016, 2017, and 2018.

The table shows two different trends of openness. Central Java is always on the best list of provinces with good information disclosure practices; on the contrary, Bengkulu almost never moves from its uninformative rank. This disparity should be considered when viewing these two provinces' information disclosure practices, with regard to corruption prevention.

Actors and Their Understanding on Information Disclosure

In general, research in both provinces shows that actors' understanding of the meaning of information disclosure is still rather low. This shows that despite the decade-old Law No. 14 of 2008, only a small portion of the public is aware of the law, mostly non-governmental organization activists. The rest of the public is unfamiliar with the law. Consequently, not many understand their right to access public information.

On the other hand, the government, especially the Central Java provincial government, continues to

improve its information disclosure practice through various platforms, both web and social media-based. However, this effort was not necessarily equivalent to the increase of public awareness in accessing information and engaging in supervision based on available information, again due to the public's minimum understanding of public information access. Each actor's understanding of information disclosure in the two provinces is explained in the following section.

1) Government Agencies

Government agencies are the main actors in the success of all information disclosure programs. The information disclosure regime as regulated in Law No. 14 of 2008 is intended to encourage transparency in governance, both at central and regional levels. This initiative is largely driven by the idea that only a transparent government is able to provide good public services to the public as well as to account for each of its programs and budgets. In addition, a transparent government also has the opportunity to involve the public in policy making and public monitoring. However, the government's response to the execution of these laws varies.

Since the formulation of Law No. 14 of 2008, on the one hand, the government was aware of the importance of preparation to provide transparency, consequence of the development of globalization and information technology. On the other hand, there are concerns that information disclosure may cause social unrest and bureaucracy disruption. First, government bureaucracy for decades has practiced a culture of secrecy. Many state administrators consider the information they produce, manage and store to be state secrets. This is in line with research by Sakapurnama et al. (2012), which shows that the city of Solo and West Lombok Regency have different responses in terms of PPID formation and information transparency—Solo is considered more responsive to forming a PPID

at once after the passing of the law. To change a habit requires a lot of time and energy, and not to mention the preparation of infrastructure and facilities to support the mechanism of obtaining information. Secondly, there is a lack of awareness of keeping archives. Thirdly, information has become a commodity for personal gain inside the government. For example, obtaining information about the cost of public services is considered eliminating additional sources of income.

In general, the Provincial Government of Central Java understands its obligation to open public information well. This can be seen from the efforts to increase access to information through the provision of various platforms ranging from web-based to social media. The information channel linked directly to the governor's account is considered the most effective as a medium for program socialization and a forum for receiving public complaints about public services in Central Java, with LaporGub and the governor's Twitter account being the most accessed media. However, data shows that not all complaints submitted are within the jurisdiction of the Provincial Government of Central Java. This is due to the public's lack of understanding of the authority boundaries between the provincial and district/city governments. In Bengkulu, the effort to increase access to information has not been as massive as that in Central Java. By 2018, Bengkulu was still included in the category of "Uninformative," according to the KPK's report (2018). It still needs to do more to increase government actors' understanding of public information as a public right and that the government is obliged to publish such information.

In both Central Java and Bengkulu, there are no regulations at the regional level that are specifically formulated to support information disclosure. The case from Central Java shows that the implementation and supervision of information disclosure mechanisms are driven

by each actor's understanding about its urgency. In addition, its system, largely online-based and integrated among agencies, also facilitates coordination in conveying information to the public. The system, integrated through the GRMS (Government Resource Management System), supports the uniformity of information announced to the public. In particular, Central Java gathers actors outside the government in a team of specialists to help design the program. This team answers directly to the governor and is given access to all data in the province, so they can integrate all data from all agencies in Central Java. They also coordinate the flow of information closely related to public issues to and from the governor. Nevertheless, several participants of this study suggested that the Central Java government still needed a larger involvement of other stakeholders, especially academics and local NGOs, in its policy-making process, in particular in those related to public information disclosure.

In the two provinces, information from the public to the government centers on the condition of regional infrastructure, such as complaints related to hazardous roads at several points. However, due to the the public's limited understanding on governance authority, some complaints cannot be followed up because they are not the authority of the provincial government.

2) Society and Non-Governmental Organizations

Data collection in two provinces shows that there is a lack of understanding of society on information disclosure. Society tends to be apathetic to public information, except they need it. Consequently, they do not have any important roles in accessing public information, and they depend on non-governmental organization's role.

Non-governmental organizations serve a dual role in the public information disclosure age in Indonesia. Not only do they act as a petitioner, but they also act as a public agency. This is a

compromise upon the emergence of BUMN/ BUMD. There are two roles of non-governmental organizations: (i) agent of supply (encouraging the government to issue regulations on transparency, encouraging the formation of KIP, helping regional governments compile a list of public information, and promoting openness) and (ii) agent of demand (submitting requests for information, submitting public information disputes, utilizing information for corruption prevention).

Non-governmental organizations can submit applications themselves and encourage the public to do so. The second intends to help the public become aware of their rights, so they can help prevent corruption in grant or government donation cutting. Non-governmental organizations have established the mechanism for requesting information to obtain supporting data to (i) report suspected corruption to law enforcement officials and (ii) make data open to encourage community engagement in public-based policies, such as in demanding a budget festival.

NGOs in Central Java played a significant role in supporting public information disclosure. An NGO actively involved in policy-making and government monitoring in Central Java is Pattiro. According to Pattiro, the Central Java Provincial Government cannot yet be categorized as fully transparent with public information, as it assessed that reports and complaints submitted to channels provided by the provincial government, e.g., *LaporGub* or the governor's social media handle, cannot yet be tracked for their follow-up or resolution. In other words, they remain "received complaints" without any follow-up.

3) Academics

The support from hundreds of academics from various backgrounds for the Corruption Eradication Commission (KPK) in the chaotic revision of Law No. 30 of 2002 on the Corruption Eradication Commission shows the concern of

many academics on corruption issues. At the national level, academics are heavily involved in the formulation of policies on corruption and public information disclosure issues, but not much of this is found at the regional level, especially the provincial one, and it shows that regional governments and academics are distanced, or in other words, there is not much involvement of academics in the regional policy-making process. It seems that academics, especially, do not yet have the same understanding to provide assistance in the preparation and implementation of information disclosure in the regions. Consequently, many policies at the regional level have not been based on studies with scientific procedures (no evidence-based policy).

In addition to the reticence, academic research in Central Java and Bengkulu rarely concerns itself with corruption and information disclosure issues. Corruption and information disclosure issues have not been an area of research that attracts academics, and therefore only a few could serve as reference. In this context, academics are expected to play more roles in the society, i.e., to encourage people to be aware of their rights and obligations as citizens, to know about government programs, and to participate in controlling government activities.

4) Provincial Information Commission

The public's understanding of information disclosure issues in the two provinces in general shows that it is still limited to the availability of channels or platforms to submit their complaints. *LaporGub* in Central Java, for example, makes an effective medium for two-way communication between the provincial government and the public. In addition, social media, such as the governor's Twitter handle, is an effective medium for communication. However, the public has not yet fully realized and understood that the type and amount of accessible information outnumber those available on government social media. This

limited understanding is seen from the trend of the requests for information, which is largely limited to issues in vogue, such as the case of the Nationalist Gathering held by the provincial government of Central Java. The event allegedly cost tens of billions of rupiah and made the news. However, requests for information on the source and use of the event's budget were apparently not as heated as the news.

Conclusion

Research in the two provinces conclude that actors' understanding on information disclosure issues is still far from comprehensive. Government actors had not yet fully understood their obligation to announce all public information. Likewise, non-government actors, academics and NGOs alike have not paid enough attention to public information disclosure issue. The public also still has a limited understanding of public information that leads to frequent inaccuracies in the submission of complaints. These actors' poor comprehension influences their assessment in deciding that public information disclosure is not directly related to efforts to minimize corruption. In order to raise the public awareness in corruption prevention through information disclosure, cooperation among actors is needed, especially academics and non-governmental organizations. Academics can play a role by doing research especially related to strategy to improve information disclosure and to advocate the government to implement that strategy. For non-governmental organizations, they can advocate both sides, government and society, for instance by doing public consultancy. In this study, other important actors are the media, Ombudsman, and Legislative. However, due to limited data, they have not been discussed in this paper. For future studies, it is necessary to deepen the factors that most determine the occurrence of corruption in the region and to expand the research locus in other regions in Indonesia so that it can fully

describe how the views of corruption are caused by the disclosure of information.

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