

Research Article

Anti-corruption Policy Analysis: Indonesian Open Government Study

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Abstract.

The central role of the Indonesian government in campaigning for open government is not in line with the findings of corruption cases in Indonesia. This research aims to analyze anti-corruption open government bibliometrics and the content of Indonesia's open government anti-corruption policies. This research uses a qualitative approach with bibliometric analysis and content analysis methods. This study analyzes 200 papers on the Google Scholar database published in the 2018–2022 period and analyzes Indonesia's open government anti-corruption policies. This research found 4587 citations, h-index 37, g-index 57, 172 keywords, 22 clusters, 2531 total link strengths, and 784 occurrences in open government anti-corruption papers. Anti-corruption, data disclosure, open data, open government, e-government, information disclosure, transparency, open government data, public procurement, and beneficial ownership are the most popular open government anti-corruption trends. In the same time period, the Indonesian government established 10 anti-corruption policies covering public procurement, beneficial ownership, and elections. This research concludes that although the Indonesian government's corruption index is unsatisfactory, anti-corruption policies in Indonesia are in line with global anti-corruption trends, especially in several popular policies such as open data, transparency, information disclosure, public procurement, and beneficial ownership.

Keywords: anti-corruption, open government Indonesia, bibliometric analysis, content analysis

1. Introduction

Corruption is one of the biggest systemic problems faced by countries throughout the world. The 2020 Corruption Perceptions Index (CPI) reveals a worrying trend: most countries have made little or no progress in addressing corruption for nearly a decade [1], [2]. Corrupt practices affect billions of people around the world. Tax dollars intended for public goods and services disappeared, inequality worsened, and public security became the privilege of elites. Corruption has reduced investment by citizens and companies. Evidence shows that transparent government increases business efficiency and spurs economic opportunities and investment [3], [4].

Corruption continues to undermine democratic institutions around the world. Corrupt practices in both high- and low-income countries ultimately reduce the quality of public

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services, divert aid from those who need it most, deepen inequality, and erode citizens' trust in the state [5], [6]. Anti-corruption is one of the policy focuses of the Open Government Partnership (OGP), a multinational partnership that aims to promote open government for all governments in the world [7], [8]. Although not the only motivation, initially corruption was one of the main issues driving the birth of open government initiatives [9], [10].

The open government literature stems largely from Obama's 2009 Open Government Directive. Obama focused on three principles about how open government should work [11], [12]. First, with new communications technology, the government must be transparent and provide information to its citizens about what it is doing. Second, the government must be participative, increasing public involvement, thereby increasing the effectiveness of the government and improving the quality of its decisions. Lastly, the government must be collaborative. Governments must use innovative tools, methods, and systems to collaborate among themselves, at all levels of government, and with non-profit organizations and the private sector [13]–[15].

Indonesia is one of eight countries that have declared an open government partnership. Even though Indonesia is one of the OGP initiating countries that focuses on eradicating corruption, the latest Transparency International report reveals that Indonesia's CPI will be 34 points on a scale of 0-100 in 2022. This figure is down 4 points from the previous year. This decline in CPI dropped Indonesia's CPI ranking globally. It is recorded that Indonesia's CPI in 2022 is ranked 110th, whereas in the previous year it was ranked 96th [16], [17]. Apart from Indonesia, currently two-thirds of the world's countries still have CPI scores below 50. This indicates that the majority of countries in the world have serious corruption problems [18].

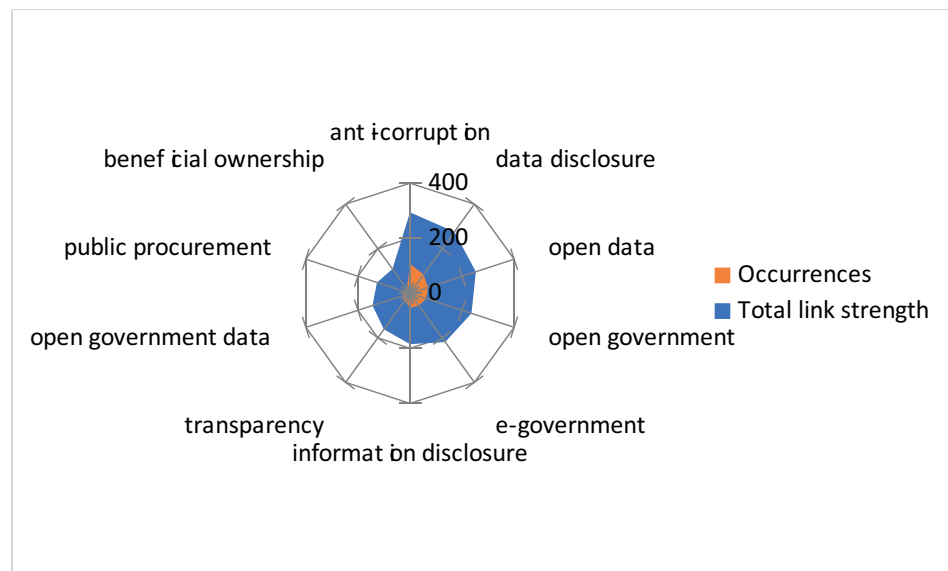
2. Methods

This research uses a qualitative approach with bibliometric analysis and content analysis methods. Bibliometric analysis is a method used to analyze scientific literature in a particular field of knowledge or topic. This method is used to identify trends and highlight critical insights generated from the scientific literature [19], [20]. Meanwhile, content analysis is a method used to investigate and understand certain issues or topics by analyzing the contents of documents [21], [22].

In this research, bibliometric analysis uses secondary data sourced from the Google Scholar database obtained via Publish or Perish with the keyword "anti-corruption open government". This research used 200 papers published in the 2018–2022 period. To

The network visualization represents keywords with labels and circles. The sizes of labels and circles are determined by their respective weights. The more often a keyword appears, the bigger the resulting label and circle [20]. This visualization divides keywords into 22 clusters (Table 1) and certain colors. The lines between keywords represent links; the closer the keywords are, the closer the connection is [23], [24].

There are 12 keywords in cluster one; 11 keywords each in clusters two and three; 10 keywords each in clusters four, five, six, and seven; 9 keywords in cluster eight; 8 keywords each in clusters nine, ten, and eleven; 7 keywords each in clusters twelve, thirteen, fourteen, and fifteen; 6 keywords each in clusters sixteen, seventeen, and eighteen; 5 keywords each in clusters nineteen, twenty, and twenty-one; and 4 keywords in cluster twenty-two. Keyword clusters (Table 1) are formed based on connecting lines between keywords (Figure 1) so that each keyword in the same cluster has a close relationship. Meanwhile, keywords that have a large label and circle size (Figure 1) are based on the total link strength and occurrences score.



Source: analysis by reseachers, 2023

Figure 2: Total Link Strength and Occurrences.

There are 2531 total link strengths and 784 occurrences of 172 open government anti-corruption paper keywords. Anti-corruption (total link strength 294 & occurrences 107); data disclosure (total link strength 276 & occurrences 84); open data (total link strength 253 & occurrences 69); open government (total link strength 236 & occurrences 62); e-government (total link strength 219 & occurrences 56); information disclosure (total link strength 185 & occurrences 53); transparency (total link strength 162 & occurrences 34); open government data (total link strength 144 & occurrences 28); public procurement (total link strength 127 & occurrences 24); and beneficial ownership (total link strength

TABLE 1: Cluster Keyword.

Cluster	Items
1	anti-corruption, bureaucrat, government capacity, government integrity, open contract, private corruption, public corruption, public ethics, public trust, fiscal transparency, budget policy, government institutional
2	anti-corruption initiative, accounting control, community organizing, corrupt governance, good governance, government initiative, human rights, open government partnership, public institution, public service, spontaneous participation
3	beneficial ownership, anti-corruption agenda, civil society, democracy promotion, digital economy, economic growth, economic policy, government subsidies, investment efficiency, procurement transparency, trade policy
4	anti-corruption experiment, digital innovation, government performance, non-market strategy, philanthropic institution, policy effectiveness, policy initiative, policy innovation, political connection, anti-corruption values
5	open government data, anti-corruption challenge, corruption control, government 2.0, inclusive development, policy development, predictor effects, public participation, systemic corruption, structural model
6	anti-corruption practice, detecting corruption, government capability, government policy, government quality, grassroots policy, open government information, policy conversion, policy effect, portal data
7	anti-corruption tool, diffusion model, digital state, digital tool, legal system, policy implementation, policy tool, smart city, smart governance, sustainable city
8	anti-corruption steps, critical legal, eradicate corruption, government challenge, government intervention, government opportunities, government project, policy strategy, porter hypothesis
9	open government, information disclosure, data portal, data portal usability, government innovation, open government data portal, open government platform, policy sustainability
10	anti-corruption disclosure, anti-corruption strategy, digital government, e-governance, financial audit institution, national supervision commission, open governance, politically connected
11	anti-corruption intervention, anti-corruption perception index, legal framework, open data portal, policy evaluation, policy framework, policy quality, political institution
12	data disclosure, anti-corruption law, anti-corruption court, public accessibility, public reform, public welfare, SDGs
13	anti-corruption agency, anti-corruption efforts, big data, government credibility, public legitimacy, public perception, social perception
14	transparency, anti-corruption reform, government corruption, audit institutions, corruption eradication, information and communications technology, new technology, technology impact
15	accountability, corruption risk, digital technology, health policy, social accountability, subsidy policy
16	open data, anti-corruption movement, corruption mapping, democratic regression, policy trend, social media
17	e-government, artificial intelligence, e-participation, open government ecosystem, policy challenge, public policy
18	open data initiative, citizen collaboration, covid-19, government budget, health corruption, preventing corruption
19	anti-corruption policy, government supervision, law enforcement, participatory governance, policy improvement
20	anti-corruption system, government agency, gross domestic product, institutional factor, policy effectiveness
21	anti-corruption campaign, corporate environmental responsibility, environmental policy, policy campaign, political will
22	public procurement, authoritarian government, digital open government, administrative reform

Source: analysis by researchers, 2023

109 & occurrences 19), are the keywords that dominate. Total link strength shows the total link strength of a keyword, while occurrences show the total appearance of a keyword in all papers [25]. The keywords above (Figure 2) are very familiar to researchers and are the main issues in current global anti-corruption open government policy.

3.2. Indonesian Anti-Corruption Policy

In the last five years, the Indonesian government has established ten anti-corruption policies (table 2). This policy is contained in the National Open Government Indonesia Action Plan 2018–2022. This policy is in line with the National Medium-Term Development Plan (RPJMN).

TABLE 2: Indonesian Anti-Corruption Policy.

Policy	Year
Transparency and participation in procurement	2022
Disclosure of beneficial ownership data	2022
Handling election disinformation	2022
Election data openness	2022
Disclose public procurement and open contract information	2020
Open election data	2020
Opening access to beneficial ownership data	2020
Extractive data management	2018
Election data openness	2018
Government procurement transparency	2018

Source: analysis by reseachers, 2023

Of Indonesia’s ten anti-corruption policies, three each were established in 2018 and 2020, and four in 2022. The Indonesian government consistently focuses on the areas of public procurement, beneficial ownership, and elections. There are three policies that focus on public procurement: transparency and participation in procurement; disclosing public procurement and open contract information; and government procurement transparency. Three policies focus on beneficial ownership: disclosure of beneficial ownership data; open access to beneficial ownership data; and extractive data management. Four policies focus on the election: addressing election disinformation; openness of election data; open election data; and election data openness. Several global anti-corruption trends that are in line with Indonesia’s anti-corruption policy are open data, transparency, information disclosure, public procurement, and beneficial ownership.

3.2.1. Transparency and participation in procurement

The phenomenon of corruption in Government Procurement of Goods and Services (PBJP) is the second most common case handled by the Corruption Eradication Commission (KPK). It was recorded that from 2004 to July 2021, there were 240 cases of PBJP corruption [26], [27]. Transparency and participation policies in public procurement can be one way to prevent corruption because they open up opportunities for the public to participate in monitoring the PBJP process. On the other hand, this policy can also shape the private sector's understanding of the government's needs and see the potential for involvement in PBJP so that it can create healthier business competition.

The Indonesian government has issued a central information commission regulation regarding public information service standards, which regulates in detail the PBJP information that must be disclosed by public bodies [28], [29]. The PBJP Openness Indicator is included in the Public Information Openness Index. In the electronic procurement system, the government has published the PBJP dashboard on the Electronic Procurement Service (LPSE) page [30], [31]. This policy can encourage public bodies to publish more details of PBJP transactions, expand public participation in supervision, increase the efficiency of the PBJP complaint handling mechanism, and expand the involvement of MSMEs in PBJP.

3.2.2. Disclosure of beneficial ownership data

The Indonesian government is trying to open beneficial ownership data through Presidential Regulation Number 13 of 2018. The Indonesian government has made efforts to reduce corruption, money laundering, and terrorism financing crimes by disclosing beneficial ownership information [32], [33]. The Indonesian government, through the Ministry of Law and Human Rights, has opened beneficial ownership data that can be accessed by the public via the portal <http://www.bo.ahu.go.id> [34], [35].

Through this policy, beneficial ownership data can be used by civil society and law enforcement officials to monitor corporate abuse for corruption, money laundering, and terrorism financing [36], [37]. Through the transparency of beneficial ownership data, perpetrators will be identified as ultimate beneficiaries who have a bad track record or are considered to be at high risk of committing criminal acts, especially corruption, money laundering, or terrorism, so that steps can be taken to mitigate these risks [38].

3.2.3. Handling election disinformation

In the 2019 elections, there was sharp polarization between supporters of political parties. This polarization is caused by the rise of disinformation in society. The Indonesian Anti-Defamation Society (Mafindo) explained that between the 2018 election and the 2019 election, there were 997 news stories that were categorized as hoaxes. Of these news stories, 448 belonged to the political class [39], [40]. This is enough to illustrate that disinformation or hoax news is one of the things that needs to be addressed in the implementation of elections because it has a very big impact.

Through this policy, the issue of election disinformation has become a concern. The General Election Supervisory Agency (Bawaslu), in collaboration with the Ministry of Communication and Information, has prepared a monitoring system for election disinformation [41], [42]. This policy can increase public confidence in the implementation of elections because acts of fraud and the impact of polarization caused by disinformation can be suppressed or legally enforced.

3.2.4. Election data openness

Open data not only opens access to data but also focuses on reusing that data for greater impact. The data held by the General Election Commission (KPU) through its various information systems does not fully comply with open data principles [43], [44]. Indonesian election data does not yet comply with the three main characteristics of data openness according to the open knowledge foundation: availability and access, reuse and redistribution, and universal participation [45].

Through this policy, the KPU provides an open data portal, which can be accessed via <http://www.opendata.kpu.go.id>. Through this portal, the public can access various election data and information. The government encourages the openness of election data and information that is considered important for use in the 2024 elections, which include electoral district maps, political party profiles, election participant profiles, election participant campaign finance reports, and election results [46], [47]. This policy can encourage the growth of public participation, such as actively seeking information about election participants, consideration in making choices, and participating in monitoring the vote counting process.

3.2.5. Disclose public procurement and open contract information

Indonesia has a public information disclosure law (UU KIP), which gives the public the right to access information managed by the government. In its implementation, only a few government agencies have the same view regarding public information disclosure, including PBJP [48], [49]. Many government agencies consider this information, especially contract documents, to be excluded or inaccessible to the public [50], [51]. Clear regulations will provide legal certainty and eliminate multiple interpretations of information disclosure in the process of procuring goods and services for public institutions.

Open contract documents allow the public to access available information, provide input to the government, and monitor project implementation. Information openness can result in the procurement of quality goods and services and encourage budget efficiency [52], [53]. The government and the public can use this data to further analyze the effectiveness and potential for fraud in procurement. The government must be able to open access to public procurement information that was previously not reported, for example regarding tender process planning, specifications for goods and services, government contract recipients, contract duration, payment methods, the amount of money to be disbursed, and contract amendments [54], [55].

3.2.6. Open election data

The KPU has a website-based information portal at almost every stage of the election. However, the KPU portal is still an information portal compiled from various information systems. Election information systems are spread across various domains and are not centralized. For example, the election candidate information system, voter data information system, political party information system, and stage information system [56], [57]. Under these conditions, the public faces problems, including: data is not available and not in open data format; election data is scattered and not connected; and election data that is not integrated makes it difficult for the public to see the historical phenomenon of Indonesian elections [58].

This policy encourages election organizers to provide election data in one portal and in an open format that can be accessed by the public. Open election data is useful for voters, candidates, organizers, and election observers. The availability of open data is useful for various groups to access the same detailed information available to stakeholders [59], [60]. Open data allows the public to follow and understand the election

process and results. Open data enables elections to be more inclusive, transparent, and reliable. Transparent information will prevent conflicts resulting from dissatisfaction or rejection of election results.

3.2.7. Opening access to beneficial ownership data

The United Nations Office on Drugs and Crime notes that Indonesia has made significant progress in disclosing beneficial ownership information. However, Indonesia is still ranked 79th out of 133 according to the 2020 Financial Secrecy Index, lagging far behind the Philippines, Malaysia, and Thailand in financial transparency [61], [62]. This policy has introduced public access to databases, integrated data from relevant ministries, and encouraged use for law enforcement, licensing, and procurement [63], [64].

Beneficial ownership data can be used to prevent conflicts of interest between the ministry as the permit provider and the company as the permit applicant. Through this data, the ministry will be able to identify affiliate relationships between licensors and applicants more accurately [65], [66]. Utilizing beneficial ownership data to prevent conflicts of interest can also overcome regulatory weaknesses in handling conflicts of interest, which rely heavily on self-declarations from parties who feel they have a conflict of interest.

3.2.8. Extractive data management

The 2018 beneficial ownership policy focuses on providing and utilizing a beneficial ownership database. Beneficial ownership registration is carried out in the extractive, forestry, and plantation sectors [67]. In addition, the use of the beneficial ownership database is focused on applying for permits in the extractive and palm oil industries as well as misuse of funding for money laundering and terrorism [68].

The Panama Papers state that 1,038 Indonesian taxpayers have companies abroad. In this case, the public pays attention to the importance of disclosing beneficial ownership data [69]. residential Regulation No. 13 of 2018 is a milestone for Indonesia in encouraging corporations to determine, report, and update beneficial ownership data. This policy can resolve the problem of corruption and tax avoidance in Indonesia because it encourages the integration of beneficial ownership databases through company administration management systems so that beneficial ownership data is also available to the public [70], [71].

3.2.9. Election data openness

Indonesia is one of the largest democratic countries. The implementation of elections in Indonesia is mandated by the KPU. Regarding the important role of the KPU, innovation in organizing elections, for example, publishing election data on data portals [72], [73]. In practice, the data is not yet available in open data format and is spread across several data portals that are not integrated [74], [75]. To improve the quality of election administration, the KPU must integrate its data portals and provide data in open data format.

Through this policy, the KPU has attempted to integrate election data into the Satu Data Indonesia portal and provide election data in open data format, which can increase transparency and make it easier for the public to access and use data to create better and more reliable elections [76], [77]. The development of the Satu Data Indonesia electronic system can increase accuracy, security, and public trust and reduce the possibility of fraud during elections.

3.2.10. Government procurement transparency

Indonesia loses hundreds of trillions of rupiah every year due to poor procurement processes. One solution to prevent and overcome these problems is to increase the transparency and accountability of procurement documents [78]. Even though the government publishes procurement information online, the six-stage procurement document from planning to the final stage has not been published [79]. The information available on the government data portal is limited to the selection process, while the rest is not yet available.

The government has established Presidential Regulation No. 16 of 2018, which focuses on accelerating and simplifying the procurement process. Integration of the procurement system as a regulatory mandate consisting of program planning, budgeting, monitoring, and evaluation processes. This system is called the Electronic Procurement System [80]. Based on these regulations, no procurement documents are available for publication. For this reason, a policy regarding the list of documents that can be accessed by the public is needed. Furthermore, to strengthen the supervisory system, the government must add a supervisory component to the procurement of goods and services involving civil society [81].

4. Conclusion

Corruption has an impact on democracy, public trust, and the economic sector. This is what gave birth to the idea of open government. In an effort to campaign for open government globally, eight countries, including Indonesia, formed the Open Government Partnership. In the Google Scholar database, from 200 open government anti-corruption papers in the last five years, there were 4587 citations, h-index 37, g-index 57, 172 keywords, 22 clusters, 2531 total link strengths, and 784 occurrences. Anti-corruption, data disclosure, open data, open government, e-government, information disclosure, transparency, open government data, public procurement, and beneficial ownership are a list of keywords that dominate.

In the same time period, the Indonesian Government has established ten anti-corruption policies, which include: transparency and participation in procurement; disclosure of beneficial ownership data; handling election disinformation; openness of election data; disclosure of public procurement and open contract information; open election data; open access to beneficial ownership data; data extractive management; election data openness; and election data openness. These policies focus on the areas of public procurement, beneficial ownership, and elections. Even though Indonesia's Corruption Perceptions Index score is unsatisfactory, Indonesia's anti-corruption policies are in line with global anti-corruption policy trends: open data, transparency, information disclosure, public procurement, and beneficial ownership.

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