NEGATIVE EFFECTS OF OPEN GOVERNMENT:
A META-THEORY ANALYSIS
(GOOD GOVERNANCE IN RELATION TO OPEN GOVERNMENT INITIATIVES)

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Abstract
Many studies merely focus on discussing the benefits of open government, but the negative effects of open government in a variety of published literary works are limited. The advantages of open government are for citizens to get easier access to data and government activity, regulation, and policies. A particular purpose of the research explores the conceptual theoretic from a variety of scientific literature and to understand the negative effects of open government. The method in this research article is a synthesis of qualitative research approach to meta-theory analysis. Data in the research is processed deductively from a variety of scientific literature. The results of the research study aim to explain open government, or open data is not necessarily to generate transparency in government activities. Participation and collaboration in some cases are still considered yet they significantly support open government. It is because a concept may not be appropriate in different places that were affected by the characteristics of the socio-cultural, economic, and democracy of a nation.

Keywords: Negative Effect, Openness, Government

I. INTRODUCTION
The term governance is popularized by the Word Bank in 1992 in its report entitled Governance and Development, starting from the case of sub-Saharan Africa in 1990. It assumes that the government is the source of failed development. The spirit of governance, we admit, has caused a lot of change in governance for the better but on the other hand, the presence of good governance is a tool of neoliberal institutions (donor agencies) to launch the construction of world capitalism (Rindermann, Kodila-Tedika, & Christainsen, 2015). The mainstream scientific thinking is further directed towards a more detail values orientation for the definition of good governance (Davis, 2017; Yousaf, Ihsan, & Ellahi, 2016). In this article, there is no need to interpret the term good governance because the phrase good governance is often heard and encountered in the academic books and electronic media.

The research article is based on a logical thinking that transparency in government (principle of good governance) is not the well implemented in some developing countries (Ferreira, 2008; Piotrowski, 2007; Zimmerman, 2014). And the lack of transparency will open a wide door to corruption (Lindstedt & Naurin, 2010; Peisakhin, 2012). For example, since the creation of Law of the Republic of Indonesia Number 14 of 2008 on the openness of public information, there are quite a lot of disputes in Indonesia Center of Information Commission (KIP). In the first half (January-July) in 2015, there are 44 cases, the first half in 2014, the number of cases received is as many as 325 cases (Komisi Informasi Pusat, 2016). The disagreement is held more among individuals, groups, nongovernment
organizations, civil society with the government (of the bureaucracy). Usually, a conflict is triggered by the absence of a proper government data transparency that can be accessed by the public.

Then, the researchers and academics have the same focus in the study of the workings of a new government, which is more often being referred to by the term "new administration" on the basis of Memorandum on Transparency and Open Government by Barrack Obama government in 2009. However, the term new administration is not original (Parks, 1957). The idea is a way to provide ease in accessing data and government activity information (Chapman & Hunt, 2006; Gascó, 2015). In essence, we can draw some preliminary conclusions about open government in the explanation of some different arguments: (1) a transparent government; (2) a collaborative government; (3) a participative government; (4) government accountability (Gascó, 2015; Hudson, 2005; Lathrop & Ruma, 2010; Open Government & World Bank Group, 2016). That was the prioritization on the use of two main tools, namely open data and open information. For example, even though the country of Indonesia's open government initiatives (OGI) has mandated through regulation on the openness of public information, in some areas of public disclosure, it still has not been doing well.

The desire of Indonesia in realizing the openness of public information is conducted with some real actions undertaken by the government. For example, by the presence of Open Government Indonesia (OGI), the method by OGI is the operation portal satulayanan.id that contains a collection of information needed by the public, such as information related to the administration, services, health, etc., and the formation of the PPID (Acting Manager for Information and Documentation) at the Ministry/Agency/Department and local governments, and the Pencerah Nusantara program. All of these are the follow-up of the Law of the Republic of Indonesia Number 14 of 2008 on the openness of public information, and the law on public service.

The side benefits of open government are the citizen can easily get data access and the activity of government, regulation, and policies can be retrieved easily, open data is closely related to the sharing of information between agencies (Attard, Orlandi, Scerri, & Auer, 2015; Gascó, 2015; Nam, 2012). But most experts argue that the potential benefits of open government can stimulate transparency, accountability, public participation, and economic growth (Evans & Campos, 2013; Ingrams, 2017; Wijnhoven, Ehrenhard, & Kuhn, 2015; Wirtz, Weyerer, & Rösch, 2017; Worthy, 2015; Zuiderwijk & Janssen, 2014), as well as efforts to combating of corruption (Kim, Kim, & Lee, 2009; Meijer, Curtin, & Hillebrandt, 2012; Wirtz & Birkmeyer, 2015).

The negative effect of open government emphasizes on the barriers of different possibilities of failure in carrying out the pillars of open government. Some consequences can occur caused by a variety of conditions that affect it. In general, open data barriers are dominated by the open data risk. This myth is part of the government's adoption of open data failure. In addition to that, discussions on various activities rarely reveal the negative effects of open data. It is similar to a variety of literature which is found to rarely discuss the negative effects of open government. Besides, transparency is considered to be the main goal of open government. However, transparency can also be generated as a tool of the tyrannous side that must be seen and not invisible (Strathern, 2000; Zuiderwijk & Janssen, 2014). The data published in large quantities will not necessarily produce any transparency because data might just lead to information overload (Zuiderwijk & Janssen, 2014). To put it simply, the data published will describe the success of open government, but it may be that the data is unqualified, only public data, and does not show the data that was used to browse the various irregularities such as deviation use of government budget.

The research on open government is more interested in the inflicted benefits side (Zuiderwijk & Janssen, 2014), but reviewing the negative effects is very rare. Some studies that discuss the negative effects of open government are: (1) open data policy does not necessarily generate transparency (Bannister & Connolly, 2011); (2) public participation is not necessarily clear on whether open government initiative can run correctly or not (Davies, Perini, & Alonso, 2013); (3) Government change of slogan "open government" is a political strategy (Catlaw & Sandberg, 2014); (4) open data released by government can only have a negative meaning and is not necessarily transparent (Zuiderwijk & Janssen, 2014).

The idea of open government to the research field is still relatively new (Wirtz & Birkmeyer, 2015). It is caused by a dearth of systematic literature review and meta-analysis. This research article aims to explore the conceptual theoretic from a range of scientific literature, not only from the benefits aspect but also from the inflicted negative effects (the dark side) of the implementation of open government in developing countries. The focus of this research is more to understand and explore the negative effects of open government for addressing some research questions, (1) what are the negative effects from the open government; (2) how is the implementation of open government in practice.
II. METHOD

This research article uses a method of synthesis of qualitative research. The approach taken is the same as meta-narrative synthesis, critical interpretive synthesis, meta-study, metathnography, grounded formal theory, thematic synthesis, textual narrative synthesis, framework synthesis, and ecological triangulation (Barnett-Page & Thomas, 2009). The synthesis of qualitative research approaches used in this research article is a meta-theory. Zhao (1991) wrote a page on a book compiled by Ritzer (2004, p. 501) stating that meta-theory is a subtype of meta-study that focuses on the examination of theory and theorizing. This study attempted to identify some written evidence exists regarding the theme of research to build the knowledge for research introduction. And as expected from systematical studies, they can provide a little understanding of the negative effects of open government.

Data mining is in the deductive or theoretical analytical frameworks, derived from a variety of scientific literature. Meta-theory can be used to identify the framework theory related to social science, history, culture, and politics. Then, the steps of the meta-theory in this research article are 1) re-studying the same phenomenon that was previously studied (replication, for example), and 2) studying the results and the processes of the previous studies.

III. RESULTS AND DISCUSSION

A. Open Government Theory Overview

This research article will try to bring some concept definition which is derived from the literature available to develop a systematic theoretical conceptualization of open government. Furthermore, from the available literature, the researcher is trying to bring some parts starting from the brief history as well as presenting some definition about open government and the negative effect of open government.

1) Brief History

Classical antiquity noted on the idea of open government begins from the limitation of information problems on decades of World War II. Before World War II, housekeeping in 1789 statute appeared on federal law to disclose necessary information and control the government (Yu & Robinson, 2012). The early revival is a more significant openness of government that occurred between 1945-1955, driven by an association of a newsletter editor "ASNE" (American Society of Newspaper Editors), which made a report about "The People’s Right to Know: Legal Access to Public Records and Proceedings" to a well-known lawyer Harold Cross. This report had it used for the legal rights of the journalist/news editor to be able to access government data. The historical emergence of open government discussion began in a decade in 2006. The group had inspired an open source software movement v. 1, which they refer to as the open knowledge definition. Open Knowledge International (2006) explains that a piece of data or content is open if anyone is free to use, reuse, and redistribute its subject only, at most, to the requirements of attribute and share-alike. Then, this movement became popular after the existence of the Memorandum on Transparency and Open Government by Barrack Obama government in 2009's and was followed by the launch of data.gov.uk by the United Kingdom government in the 2010s. Not only of government, organizations such as the World Bank also developed the open data addressed to clients of the organization itself in April 2010 (Davies et al., 2013). The open government later became popular in some other parts of the world, the European Union, Latin America, Africa, Australia, and New Zealand. Even, communist countries such as Russia and China also consider the open government data into an essential global agenda (Wirtz & Birkmeyer, 2015). The implementation of open government in every country is unique and has different descriptions. Although there have been many initiatives of open government done, it’s the government that has been conducting the promotion and following the directions and different interpretations after applying, which became the seed of ambiguity. There is no absolute agreement on definition after the open government is applied. The uncertainty that stems from social differences of culture, knowledge, political system, and economic growth, as well as the environment of a country, have resulted in the development of open government initiative being unfair and heterogeneous (Gascó, 2015).

2) Open Government Definition

To understand the concepts and definition of open government, then we will trace the development of open government in advance. The idea of open government, as a synonym of public accountability and the regent policies, use the term as a synonym for open government access information, which was not previously disclosed (Yu & Robinson, 2012). One of the approaches in 1979-1990 is the United Kingdom government (United Kingdom Prime Minister Margaret Thatcher launched the “New Public Management” movement), known as new public management (Fishenden & Thompson, 2013; Hood, 1991; Lynn Jr., 2006). The paradigm of a new public management is reducing and regulating traditional bureaucracy. It is done by adopting the business sector principal in changing government
activities for efficient public administration. The idea of open government or open data is not something new to take academically and historically there has been a variety of knowledge and ideas, such as freedom of information, anti-corruption, and transparency (Dawes, 2010; Ingrams, 2017; Nam, 2012). As it turns out, the open movement first emerged from the government on implementing e-government during the 1990s (Evans & Campos, 2013). There is a scarcity of integrative open government definition from sharing literature finds. Lathrop & Ruma (2010, p. xix) wrote in the most basic sense, it’s the notion that the people have the rights to access the documents and proceedings of government. Wirtz & Birkmeyer (2015, p. 12) argue a multilateral, political and social process which includes, in particular, transparent, collaborative and participatory action by the government and administration. Obama (2009); Geiger & von Lucke (2012); (Gascó, 2015) argue that an open government as an act of transparency, participation, and collaboration. Furthermore, Geiger & von Lucke (2012) mention that open government can be likened to e-government, open government, and grounding their e-government alike is by using information technology.

In the academic literature definition, other findings can also be taken from the different view of some researchers about open government/open data as showed in Table 1.

The importance of the above definition is no more specific to government data (Davies et al., 2013). In practice, the data defined as an open data is not limited and not a secret, produced, manufactured, distributed and available without restriction to the public. It is arranged by the government regulations to provide innovative and value-added citizen intellectual creativity (Yang et al., 2015). Open data can be open on eight fundamental principles elements of open government: 1). Complete; 2). Primary; 3). Timely; 4). Accessible; 5). Machine processable; 6). Non-discriminatory; 7). Non-proprietary; 8). License-free (“The 8 Principles of Open Government Data,” 2007). All published government data is not subject to state privacy, security, and individual privileges.

Specifically, the open data can become information that crosses boundary. But there are some conditions to its data that are consumed by the public. However, there are also data which should not be consumed by the public, such as the country’s natural resources data, intelligence, and data concerning the robustness and sovereignty a country (see Law of the Republic of Indonesia Number 14 of 2008 on the openness of public information).

### B. Open Government Framework (Three Pillars)

Since the idea of open government is starting to attract attention, some open data movement sprung up all over the world with transparency. The motivation is from various cases of corruption that detriments economic growth and the increasing poverty of society (Rose–Ackerman, 2008). Often, it violates human rights, democracy, and the many people are damaged by corruption and it lowers public confidence towards the government (Attard et al., 2015; Kim et al., 2009; Sztompka, 2014; Yu &

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<th>Table 1. Open Government Definition</th>
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<td><strong>Definition</strong></td>
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<td>Open government policies on transparency, participation, accountability, collaboration, and digital technology.</td>
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<td>The multilateral, political, and social process, which includes in particular transparent, collaborative and participatory action by government and administration.</td>
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<td>Open government is widely leveraging of information technologies to generate participatory, collaborative dialogue between policymakers and citizens.</td>
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<td>Collectively, there are three main reasons for opening government data as transparency, releasing social and commercial value, and participatory governance.</td>
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<td>An understanding of open government data (OGD) from the following three perspectives: (1) policy-making; (2) implementation; and (3) impact.</td>
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Source: Elaborate by Author (secondary data, 2017)
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To create a comprehensive understanding of the term open government for further analysis. The principle of open government can be found from some definition concept of open government itself related to the subject’s functional and technological aspects (wirtz & birkmeyer, 2015). wirtz & birkmeyer (2015) explain the subject defines the functions and workings of open government. The functional element is showed as a work process, but another opinion also mentions that technology and information are the operational aspects of open government. This issue of technology is the goal of open government. In definition, the three pillars of open government are transparency, collaboration, and participation (gascó, 2015; obama, 2009; wirtz & birkmeyer, 2015). Meanwhile, the approach to the three pillars is referred as governance. The

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<th>Principles</th>
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<td>Transparency</td>
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<td>Information access</td>
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<td>Open Action</td>
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<td>Legitimacy and trust in government</td>
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<td>Collaboration</td>
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<td>Participation</td>
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source: gascó (2015, p. 536)

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reason for the government to uphold openness that involves citizens is to improve public service, manage the resources of government and the public, and promote an innovative government (Yu & Robinson, 2012).

The researcher is trying to understand the three pillars of open government through the principles, tools, and related concept as shown in Table 2. Although the relationship between transparency and participation is evident, it’s also rarely explored in the literature that will allow a more comprehensive discussion (Gascó, 2015). The main reason is that transparency is in the implementation of open government and a lot of literature on open government always focus on aspects of transparency (Wirtz & Birkmeyer, 2015). In its history, transparency emerged first from the concept of open government. However, these three pillars will generate multiple logical consequences as shown in Figure 1.

The three pillars of open government are the initiation of the government to enhance transparency, public participation and collaboration between the government and the citizen in taking decisions, and the government information accessibility. For example, the transparency occurs through the support of the public, government, media, and the business sector. Transparency is an essential component in the timelines of the publication of information and transparency purposes to strengthen the government accountability of government agencies (Shkabatur, 2012). Thus, the use of the website and the use of information technology are the tool to increase transparency. Public participation can help government performance through greater accountability (Wirtz & Birkmeyer, 2015). Public participation is very rarely discussed in any literature but has an essential concept of open government. Participation, collaboration in the idea of open government a little attention from a variety of scientific literature. Collaboration has always traditionally associated with the theory of democracy and politics (Harrison et al., 2012). His idea is the citizens must be more involved in the activities of government together to find ways to solve the problem of the government actively. The collaboration also can no longer be understood merely as the role of the citizens, but also the function is as a collaboration between the government, private non-profit organizations, and the civil society (Government-to-Citizen or Government-to-Business).

**C. Negative Effect of Open Government**

Open government doesn’t come quickly and cheaply for the government. Therefore, we have to find a way that is more realistic, practical and real (Gascó, 2015). The optimistic view is still discussing the advantages of open government but very rarely reveal the negative side of the implemented open government. For example, Janssen, Charalabidis, & Zuiderwijk (2012) conclude that open data do not always produce better decisions to be informed. Gurstein (2011) explains that open data can be consumed only by those who have empowered by the interests of the government. While other studies have also revealed that policies have the most significant impact of the act as a constraint of open government (Yang et al., 2015).

The following has said some negative effects of open government which has been told by Zuiderwijk & Janssen (2014), but has been the collaboration with studies in some countries:

1) **The risk of breaking the law or other regulations**

Many government data cannot be published to the public for reasons of legal protection with regards to defense and security of the country. Zuiderwijk & Janssen (2014) show in European countries such as the Netherlands, many government organizations in the nation published open data and open access approach but now is having a more restricted access, which only opened for some particular people such as researchers and students. The implication is that the data openness will give a different situation because it may be on contrary with some rules (such as the data protection laws). The point, it is possible for an open data to not be done. Corrêa, de Paula, Corrêa, & da Silva (2017) also shows that the majority of information portals judged are not in compliance with the requirements stated by national law so that it does not comply with the principle of the open government data (case in Brazil).

2) **The trouble with data to other organizations**

Yang, Lo, & Shiang (2015) found open data is closely related to sharing of information between agencies, and both activities in the long term are expected to mutually strengthen each other in iterative (case in Taiwan). The coordination between agencies often gives a raise to differences of the data source. Sometimes, the constraints of regulation will be a barrier to do cross-sector coordination, so cooperation is needed to realize such a joint decision of the Minister, but the policy is the only thing that is deemed necessary, and it is to be used internally to be manifested into a variety of problem-solving strategies.

3) **Negative consequences of transparency**

Transparency is often referred to as the advantages of open government (Zuiderwijk & Janssen, 2014). Open government is also not
necessarily generating transparency (Bannister & Connolly, 2011) and the transparency is not necessarily meaningful in some conditions of democracy (Dawes, 2010). Öge (2014) shows that problems and red tape in local governments have a significant effect on transparency (case in Azerbaijan). That happens because of various factors, human resources, budget, a traditional bureaucracy that still uses a lengthy procedure, impersonality, the quality of public service, the results of policies that tend to be wrong and impartial changes in a system of the institution.

4) Consequence of negative effect on government
The data published by a government can have negative consequences for the government (Zuiderwijk & Janssen, 2014) such as the social impact brought by the application of open government. Meng (2016) found in his studies that claim that marginalized groups utilize the open government data (OGD) in achieving an increased inclusion in policy-making to be inaccurate and imprecise. Marginalized groups do not use the OGD to make social change through advocacy politics. A very complex data is not published to the public to avoid misinterpretation and misuse of the data (Zuiderwijk & Janssen, 2014). People with limited knowledge to interpret data will tend to contribute wrong conclusions from the analysis of data that they do. Schaper (2016) revealed in his studies that the administration of taxation in the European Union is increasingly mandatory and automatic. This development raises concerns against data protection. The combination of data protection rights and the exchange of tax information act have proven that it is not running well because the legislators of European Union appear to be reluctant to provide data protection safeguards in the law to exchange tax information (cases in EU countries).

5) Misunderstanding and abuse
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6) Time of publication
Many are found on a local government website, and the data published is not on time because of various reasons such as performance reports, reports on society, the budget realization report, and the budget absorption. It looks like the data from the multiple central-level reports/Ministry/agency code of conduct in publications. Gerunov (2017) stated that an audit shows that the complete data reveals the cultural and technological barriers, which became the primary factor to publish public information on a timely and regular basis (case in Bulgaria). But their persistence continues to change and look for the potential so in a way to make strategic policy contained in the Action Plan and the Strategy for Administrative Development 2014–2020 to promote transparency and the legitimacy of democracy and demonstration of open data portal.

7) Not the citizens but others take advantage
The citizens are often referred as essential stakeholders to the openness of government data (Zuiderwijk & Janssen, 2014). Open data is sometimes not entirely able to answer questions from a wide range of community groups. Researchers and students, journalists, lobbyists (nongovernmental organizations) often benefit from it. Journalist and lobbyist groups have more time and skill in leveraging government data (Zuiderwijk & Janssen, 2014). Catlaw & Sandberg (2014) found that the government data published is not only utilized by citizen groups in the country but also exploited by groups from abroad. Such as the of flow investment, improve the credibility of nations, and, not infrequently, government data is also used to spread the economic imperialism with strategic control assets in particular countries (case in Barrack Obama government).

8) Responsibility is not clear and accountability
If the data is used by anyone, who will be responsible? (Zuiderwijk & Janssen, 2014). Whether for those who publish (organization, operator of the publication) or for those who use the data. Accountability is also interpreting a form of accountability to all of the components work (Bovens, 2010; Shabatur; 2012). Accountability is primarily a normative concept, as a set of standards for evaluation. Accountability is responsible or rather often focuses on the normative issues and the assessment of actual behavior. But the locus of accountability does not study public behavior but the way it operates institutional settings. Yu & Robinson (2012) reveal the refinement of technology alone will not resolve the debate about priorities and government service is not a substitute for the furnishing of public accountability (case in Hungary).

9) Limited to access
Open data access will usually be restricted due to concerns about privacy and a person intellectual property rights or in connection with government budget. An application with forced-transparency is compared with the lack of transparency. Because power would be so dominant to protect any information that could potentially destabilize a country. Bravo-Marchant (2015) disclosed in his studies that access rights are limited to get papers stored in the library on the university (repository), or access research articles which must be paid by the students. The absence of a government budget
to provide free access rights is likely to give the implications on the setback of quality of human resources (case in Chile).

The development of open government will require a wide range of policy, regulation, finance, procurement, and systems supported by a sophisticated information technology for the open government general definition. The three pillars of open government are public participation to be involved in the activities of the government. The main thing is how ideas and thoughts of the citizen can influence the government policy. In modern political theory, public participation is a representative of democracy (Michels & De Graaf, 2010). Even in African countries, public participation is very limited, especially for the poor society. The reason is the poor society is less contributing to organizing the government. In Latin America, public participation is not always the most important to create a good governance. In the Middle East, the government let public participation, but it does not mean that they will be actually pushed more strongly in supervising the government. Public participation will only provide benefit in critical and democratic society (Cheema & Rondinelli, 2007; Fung, 2008).

D. Open Government in Practice

Oliver (2004, p. 3) mentions and describes transparency as "free from guile," "candid or open," or "forthright activities of organization or individual". Government transparency is an important issue that continues to expand globally in finding a right way to materialize the good governance. Transparency in certain circumstances is unusual and contrary to good governance (Bannister & Connolly, 2011). But transparency, in general, is often expressed as the citizen access of information and to facilitate citizens in understanding government activity process (Bannister & Connolly, 2011; Dawes, 2010; Oliver, 2004).

For example, when a policy is decided through a long political process, it is a guide to doing each activity in bureaucracy. Various activities will be prepared as the instruments, ranging from budget, report, the realization of the work, and so on. For some persons, the transparency is into the barrier, some persons will describe it as a transparency of government activities to perform correctly. The openness of government data so that it can supervise the activities of government, the reason for every government budget in using a tax levy is the citizen. The common argument appeared (especially government data) if the data that is open to the public would hamper the implementation of government programs. When it is opened to the public, it would hinder the implementation of government programs. Actually, when there is no occurrence of irregularities in the implementation of open data, it is a reliable tool to oversee government activity by the rules.

IV. Conclusion

The concept of open government is an innovative concept in organizing the government, but it still has some negative characteristics. These negative traits will continue to appear when the citizens are unable to use and understand the usefulness of government data. It is possible that government data is used for unlawful things like extortion to state officials or gratuities. Socialization to citizens will cause educational and integrative effects. The educational outcome is to educate the public more about how to obtain, use, and also judge from the understanding of negative side, the consequences that would arise from government data. But the negative effects of open government can continue to improve with different businesses. Regulation and government policy are often of significant negative impacts on the open data initiative (open government). This study is limited in public administration science, although there is an awareness of public administration science that comes from the various disciplines of the social sciences, this study may strengthen public administration study and the government science.

Besides, the recommendation for policymakers is that the negative effects of open government must be under consideration in further formulating the policy. For the government, the concept of open government is a government data disclosure innovation as the government transparency refinement effort. For the citizens, the advantages of open government will open up the opportunity for citizen participation and collaboration and increase public knowledge about the use of data and the functions of government. Finally, in the future, the researcher will be able to look for the negative effects of open government from many other science study perspectives.

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