



Civil Society Coalition Participation in the Implementation of the Extractive Industries Transparency Initiative in Indonesia

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Keywords:

Civil Society
Participation, EITI,
PWYP, Extractive
Industries,
Transparency.

Abstract

This study aims to examine the participation of civil society coalitions in the implementation of the Extractive Industries Transparency Initiative (EITI) in Indonesia and the obstacles they face during the implementation process. Using a qualitative approach with a case study method, data were collected through observation, in-depth interviews with the National Coordinator of PWYP Indonesia, and documentation of related documents. Data analysis follows the interactive model of Miles and Huberman which includes the stages of collecting, condensing, presenting, and drawing conclusions, with a focus on filtering and simplifying information to make it relevant to the problem formulation. The results of the study indicate that civil society participation in EITI is active through various mechanisms, including policy advocacy, monitoring, and dissemination of transparency information. However, this participation process also faces various structural and institutional obstacles, such as limited resources, unequal access to information, and challenges in coordination between stakeholders. This study provides an in-depth understanding of the dynamics of civil society participation in natural resource governance, while also offering recommendations to strengthen their role in improving transparency and accountability in the extractive sector in Indonesia.



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INTRODUCTION

As part of efforts to improve governance in the extractive sector, Indonesia has adopted the Extractive Industries Transparency Initiative (EITI), a global standard to increase transparency and participation in the sector. This commitment is stated in Presidential Regulation Number 26 of 2010, which requires reporting of state revenues and data reconciliation between the government and companies. In its implementation, EITI involves three main elements, namely the government, the private sector, and civil society. One of the main actors from the civil society element is Publish What You Pay (PWYP) Indonesia, which has been actively promoting transparency in the extractive industry sector since the beginning. PWYP not only acts as an observer, but also as an advocate and dialogue partner in policy-making forums. Their involvement is important to ensure that public

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policies in this sector take into account the interests of the wider community. This shows that the implementation of EITI in Indonesia depends on the success of cooperation between parties on an equal basis.

Although the EITI structure formally guarantees the involvement of civil society, practices in the field show that their space for participation is still limited and not equal. Civil society representatives in the Multi-Stakeholder Group (MSG) forum only received three seats, far fewer than government and corporate elements. This unequal representation often marginalizes civil society voices in decision-making. In addition, the openness of information that should be the main feature of EITI has not been fully implemented, especially in terms of contract data and beneficial ownership. PWYP Indonesia is often only given space to provide input without having any influence in determining policy direction. This situation has the potential to make civil society participation merely an administrative formality. In fact, their involvement is very important to ensure independent and effective public oversight.

This condition shows the importance of conducting a critical review of the implementation of civil society participation in EITI Indonesia. Participation should not be understood simply as a physical presence in the forum, but must be assessed in terms of the quality of influence, space for expression, and ability to shape policy direction. This study is also important to assess whether the principles of good governance are truly applied fairly in the extractive sector. This research seeks to fill the need for a more in-depth evaluation of the position of civil society as a non-state actor that plays a strategic role in participatory democracy. The results of this study are expected to provide not only an empirical picture of current practices, but also recommendations for policy improvement. Thus, this study has academic and practical value in encouraging more transparent, inclusive, and equitable governance of the natural resource sector. Strong civil society participation is key to ensuring the sustainability and integrity of EITI implementation in Indonesia.

Based on this background, this study is directed to answer the main question regarding the level of participation of civil society coalitions in the implementation of the Extractive Industries Transparency Initiative (EITI) in Indonesia, as well as what challenges they face in carrying out this role effectively and influentially in public decision-making forums.

METHOD

This study uses a qualitative approach with a case study method to deeply understand the participation of civil society coalitions in the implementation of EITI in Indonesia. The location of the study was chosen at the Secretariat Office of Publish What You Pay (PWYP) Indonesia in Jakarta because of the institution's strategic role in overseeing the governance of the extractive sector. Data were collected through observation, in-depth interviews with the National Coordinator of PWYP Indonesia, and documentation of related documents. Data analysis was carried out using the Miles and Huberman interactive model which includes data collection, condensation, presentation, and drawing conclusions. At the condensation stage, data is selected, focused, and simplified to be relevant to the formulation of the problem. This process aims to present information systematically and easily understood. The results of the analysis are used to describe the form of civil society participation and the obstacles they face in implementing EITI.

RESULT AND DISCUSSION

Publish What You Pay (PWYP) Indonesia is a civil society coalition that focuses primarily on transparency and accountability in natural resource governance, particularly in the energy and extractive industries sectors. Established in 2007 and legally incorporated since 2012 as the Extractive Resources Transparency Foundation, PWYP aims to promote fair, participatory, and

transparent natural resource management. As part of the global PWYP network, PWYP Indonesia's role is very strategic in promoting public information disclosure in sectors prone to corruption and conflicts of interest. Not only operating nationally, PWYP also networks internationally to strengthen its advocacy position in encouraging governance reform. PWYP's efforts include strengthening the capacity of civil society to be actively involved in public decision-making in the extractive sector. Thus, PWYP functions as a liaison between the global agenda and local practices in encouraging more accountable governance.

PWYP Indonesia does not only limit itself to financial reporting or state revenues, but advocates for transparency throughout the extractive industry value chain. This includes aspects of licensing, contracts, socio-environmental impacts, and distribution of benefits from resource exploitation. PWYP activities are distributed in eight strategic pillars, such as research, policy advocacy, public campaigns, and strengthening civil society networks. The focus is on strengthening local and national capacity in understanding and monitoring policies in the natural resource sector. This initiative contributes greatly to shaping public awareness of the importance of monitoring state policies that concern the lives of many people. With a participatory approach, PWYP encourages the involvement of various levels of civil society to ensure that resource management is carried out in accordance with the principles of justice and sustainability.

As a representation of civil society, PWYP Indonesia is inclusive and open to various civil society organizations spread across resource-rich areas, such as Aceh, Riau, Kalimantan, and Papua. To date, there are 31 member organizations consisting of non-governmental organizations, local communities, to legal study and advocacy centers. The diversity of members reflects a broad representation of various regions affected by natural resource exploitation. Their presence strengthens PWYP's legitimacy as a collective voice of civil society in fighting for transparency and ecological justice. By bringing together local actors, PWYP is able to mobilize grassroots support and articulate community interests at the national level. This makes PWYP an effective collaborative platform for extractive sector oversight and reform.

Support for PWYP Indonesia comes not only from within the country, but also from a global donor network committed to democracy, social justice, and transparency. Some of the main donor institutions include The Ford Foundation, Natural Resource Governance Institute (NRGI), The Asia Foundation, and the World Bank. In addition to providing financial support, these donors also provide technical assistance and organizational capacity building. The funding scheme used emphasizes independence, sustainability, and accountability, and requires periodic external audits. This model allows PWYP to maintain its autonomy from political intervention while strengthening its advocacy capabilities. The combination of financial and technical support makes PWYP more solid in navigating the dynamics of public policy in the extractive industry sector.

EITI Validation is an assessment instrument used to measure the extent to which a country complies with the EITI global principles and standards. This process is periodic and is carried out by the EITI International Secretariat using document-based evaluation methods, interviews, and stakeholder analysis. Validation not only measures administrative aspects, but also aims to encourage governance reform in the extractive sector. This evaluation is carried out systematically to ensure that the principles of transparency, accountability, and participation can be implemented comprehensively and consistently. The results of this process will affect the status and credibility of EITI participating countries in the eyes of the international community. Therefore, validation is an important instrument in assessing the seriousness of countries towards the principles of good governance in the natural resources sector.

In the validation process, there are three main components that form the basis of the assessment, namely stakeholder involvement, civil society participation, and information disclosure.

The stakeholder involvement indicator assesses the extent to which government, company, and civil society representation are involved in a balanced manner in the Multi-Stakeholder Group (MSG) forum. The civil society participation indicator refers to a specific protocol that includes the right to organize, freedom of expression, access to information, and roles in decision-making. Meanwhile, the information disclosure indicator focuses on the transparency of technical data, including contracts, production, exports, beneficial ownership, and state revenues. These three indicators complement each other in providing a complete picture of the governance of the extractive industry carried out by a country. The assessment scheme is quantitative and qualitative, which is then classified into categories such as very high, high, moderate, fairly low, and low.

Indonesia in the 2024 EITI Validation scored 67, which places it in the moderate category. This score reflects that Indonesia has met several basic elements of the EITI standard, but still has a number of significant structural and operational weaknesses. Several technical indicators such as reporting state revenues and public data portals have been met, but contract transparency, beneficial ownership, and civil society involvement are not optimal. The low integration of participatory aspects in decision-making indicates that deliberative democracy has not been fully implemented. In the global context, Indonesia's position lags behind countries such as Armenia and Germany which scored 89 and are classified as countries with very high EITI implementation. This comparison shows the gap between technocratic achievements and participatory substance in EITI implementation.

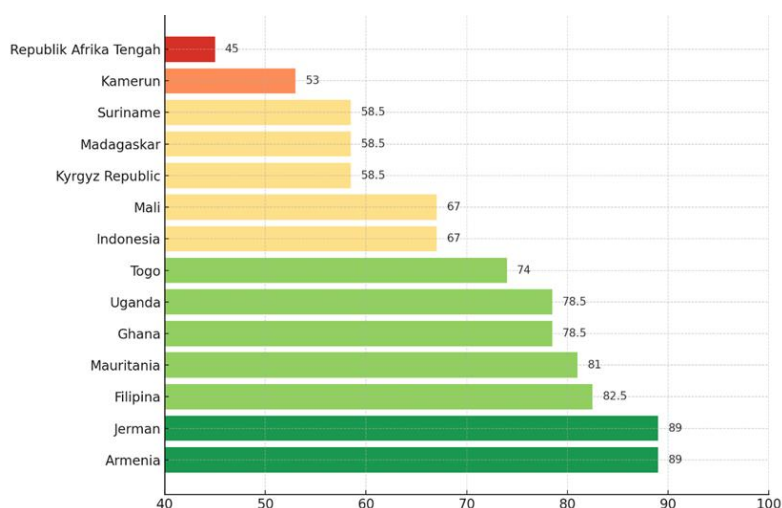


Figure 1. 2024 EITI Validation Score

The EITI 2024 Validation Score Figure shows Indonesia's score position compared to other countries participating in the EITI. Armenia and Germany are in the top positions with scores of 89 each, indicating a comprehensive integration of the principles of transparency and public involvement in extractive sector policies. In contrast, Indonesia is still stuck at the middle level. A score of 67 indicates that although procedures have been implemented, the substance of participatory democracy has not been fully achieved. The imbalance in civil society representation and limited disclosure of information are the determining factors for the low score. This indicates the need for a comprehensive evaluation of the commitment and practice of participation in the MSG.

Compared to countries such as the Philippines and Ghana which have higher achievements, Indonesia still needs to strengthen the foundation of participation and openness. Civil society participation in the EITI MSG is still more consultative than deliberative, which means it is not influential enough in determining strategic policies. The narrow space for participation causes the

role of civil society to be less than optimal in carrying out its oversight function. Therefore, reform of the membership structure and strengthening of community involvement mechanisms are urgent matters. If there is no improvement in the aspects of participation and substantial transparency, then Indonesia's position in the next EITI Validation is at risk of stagnating or even declining. Strong political commitment and cross-sector collaboration are key to raising scores and improving the quality of national extractive sector governance.

Civil society participation is a key element in the EITI implementation framework, because it functions as an independent monitor that controls government and company accountability. In Indonesia, the presence of Publish What You Pay (PWYP) Indonesia is the main representative of civil society in EITI. Before EITI was adopted, PWYP played a role in encouraging the birth of Presidential Regulation No. 26 of 2010, an important policy that regulates transparency of revenues from the extractive sector. PWYP's role in advocacy is not passive; they are involved in formulating policy agendas, providing input on EITI reports, and voicing criticism of state decisions that are considered to violate the principle of transparency. An example is when PWYP issued an official release as a form of concern regarding the dissolution of the Transparency Team by Presidential Regulation No. 82 of 2020. This step indicates that the space for participation is still formally available, but does not always result in substantive influence in decision-making.

Aryanto Nugroho, PWYP National Coordinator, said, "We made a release in response to the dissolution of the Transparency Team... and expressed our concerns." When the Transparency Team was disbanded, PWYP took a responsive step by expressing concerns through an official release. Although the channel for expression is available, there is no guarantee that the government will respond substantively. This situation illustrates the character of participation that is more like democratic symbolism than real influence on policy. As a result, PWYP's participation is at risk of becoming procedural legitimacy without substantive impact on state decisions.

PWYP is not a purely reactive actor, but rather an initiator in various activities with EITI, such as the implementation of Extractive Transparency Day. They are not just present, but also organize activities, facilitate discussions, and voice the interests of grassroots communities. In the formal structure of the MSG, although they do not have veto rights or the power to make final decisions, PWYP actively criticizes reports that do not meet standards. This role makes them drivers of social control, not just administrative complements. In addition, PWYP also facilitates the process of selecting civil society representatives to sit on the MSG, as a form of internalization of participatory democracy. With these actions, PWYP proves that they are not just participants, but critical partners in the formation of extractive sector governance.

Civil society participation is formally regulated in the Decree of the Minister of Energy and Mineral Resources No. 122/2021 and No. 164/2021, which stipulates that MSG membership consists of elements of government, companies, and civil society. In this regulation, it is not explicitly regulated, PWYP is determined as part of the civil society representation that has a mandate to monitor and provide input on the implementation of the EITI. However, quantitatively, this representation is still limited. The decree only gives three seats to civil society, far below government and company elements. This creates inequality in the deliberative forum and limits the bargaining power of civil society. As a result, even though they are formally involved, their capacity for influence remains minimal, especially in determining the direction of strategic policy.

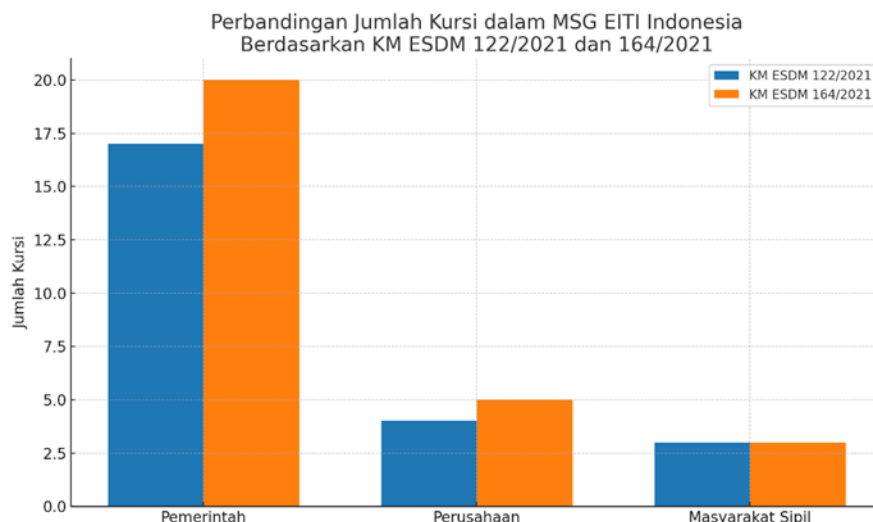


Figure 2. Comparison of the Number of Members of the EITI Indonesia MSG

Figure 2 shows the distribution of the number of seats in the EITI Indonesia MSG in two regulatory periods, which illustrates the structural imbalance between stakeholders. Government representatives increased from 17 to 20 people, the corporate sector from 4 to 5, but civil society seats remained stagnant at 3. This imbalance is evidence that the expected inclusiveness in the EITI forum has not yet been achieved. With the dominance of the government and corporations, civil society voices are easily marginalized in the decision-making process. The implication of this structure is the potential for a decrease in the effectiveness of public participation in maintaining transparency and accountability. When deliberative forums do not provide a balanced space, the public control function will be significantly weakened.

Nevertheless, PWYP continues to maximize its role through informal channels and available consultative spaces. As observers in the MSG, they still have access to convey views and criticisms of reports and policy processes. They use their credibility to form collective opinions and pressure decision makers to be more responsive to public aspirations. PWYP's criticism is not only technical, but also includes normative and ethical aspects of the EITI report. Although in some cases, the input provided by PWYP was not accommodated in the final decision. An example is the push for contract documents to be opened to the public which was not successfully used as reporting material. Incidents like this reflect the limits of participation faced by PWYP, namely their voices were heard, but did not influence the policies taken. As a result, efforts to encourage greater openness were hampered by the dominance of decision-making actors. This was emphasized by Aryanto Nugroho "Many of our inputs ultimately did not become decisions. For example, the openness of contract documents... it was not found, so it was not used as reporting material."

The failure to adopt the proposal for open contracts reflects the system's resistance to the principle of deeper transparency. Although PWYP has emphasized the urgency of public access to contract information, the final decision is still controlled by actors who have an interest in maintaining confidentiality. With this position, PWYP not only carries out a horizontal oversight function, but also emphasizes that civil society participation must be meaningful, not just a procedural formality. In the complex context of Indonesia, the presence of PWYP is important to maintain the spirit of extractive industry governance reform so that it remains in line with the principles of participatory democracy.

In the implementation of EITI in Indonesia, the participation of civil society coalitions is inseparable from various obstacles and challenges that affect the effectiveness of their involvement. This study found that these obstacles are not singular, but rather complex and interrelated. Structural obstacles are the main problem that hinders the effectiveness of civil society participation in the implementation of EITI in Indonesia. The inequality of representation in the Multi-Stakeholder Group (MSG) Forum shows the dominance of the government and the private sector, while civil society only gets a portion of three seats from the total members that continue to grow. This limitation causes civil society to have a narrow deliberative space and tends to be unequal in strategic decision-making.

Another structural obstacle arises outside the formal space of the MSG, namely the narrowing of civil society's space in the field. Although procedurally they can be involved in the EITI forum, the reality outside the forum shows that activists, local communities, or other community groups often face threats when voicing criticism. Aryanti Nugroho emphasized that "... land grabbing, criminalization occurs not in EITI forums, but outside EITI." This means that participation that is formally guaranteed in the EITI has not been supported by guarantees of civil liberties outside the mechanism, thus creating a gap between administrative participation and protection in the field. The consequence of an unsafe civil space is the emergence of internal restrictions within civil society organizations themselves.

In such a situation, critical voices conveyed by civil society often do not get a proportional place, so that the function of monitoring public policy is weakened. In addition, the weak guarantee of a safe and inclusive civil space also worsens the conditions of participation. When policies are made with technocratic dominance and minimal space for open dialogue, civil society participation tends to be symbolic and has no substantive influence.

In addition to structural barriers, major challenges also come from the aspect of stakeholder commitment, both from the government and extractive companies. Although civil society involvement has become a requirement in the EITI standard, in practice this involvement is still administrative in nature and does not reflect a strong political will to build participatory governance. The government is often reactive to criticism and has not fully opened itself to strategic suggestions from civil society. Even when criticism has been conveyed openly, the responses given are often normative and do not have a direct impact on policy changes. Companies have also shown resistance in terms of openness of contract data and beneficial ownership, which are actually crucial elements in encouraging transparency. As a result, without full support from all stakeholders, the EITI principles risk becoming only a formal document without real implementative power.

The aspect of civil society participation is one of the basic principles in EITI. However, true participation is not enough to be guaranteed only in formal spaces such as multi-stakeholder forums. In many cases, civil space is narrowed due to the criminalization of activists, restrictions on information, and violence against citizens who fight for their rights to natural resources. This shows that civil space must be guaranteed not only in meetings, but also outside the formal structure of EITI. Aryanto Nugroho emphasized "we encourage this government not only to provide a sense of security and in the context of EITI alone but civil space must also be given space not only within the scope of EITI but can be broader to reach that freedom of speech is not only within EITI, but in all sectors in this extractive industry." The explanation emphasized that civil space is a non-negotiable value and must apply across the extractive sector, not just in the forum.

The sustainability of EITI implementation in Indonesia is highly dependent on political commitment, reform of the MSG forum structure, and strengthening the capacity of civil society. To make EITI an effective governance instrument, improvements need to be made in fairer and more balanced representation between government, companies, and civil society. In addition, long-term strategies must include the opening of contract data, beneficial ownership, and the digitization of

information that is easily accessible to the public. EITI also needs to expand the scope of transparency to social and environmental issues that have so far been less touched. Closer multi-sector collaboration will strengthen the position of civil society as an equal partner in decision-making. With reforms that touch on structural and substantial aspects, EITI Indonesia can become a model for inclusive and integrated extractive governance.

CONCLUSION

Civil society participation in the implementation of EITI in Indonesia, especially through PWYP Indonesia, has shown an important role in promoting transparency and accountability in the extractive sector; although it still faces structural limitations and low stakeholder commitment. The imbalance of representation in the MSG forum and the lack of substantive influence in decision-making are major obstacles that need to be addressed immediately. To strengthen the effectiveness of participation, institutional reforms are needed that ensure a more balanced distribution of power and inclusive decision-making mechanisms. The government and industry sector must demonstrate a real commitment to the principle of openness, not only procedurally but also substantively. Therefore, it is important for EITI Indonesia to integrate the principles of participatory democracy into governance practices, expand access to data, and build an equal dialogue space for all stakeholders. With these steps, EITI Indonesia can improve the quality of natural resource governance and become a model for other countries.

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