



Parahyangan Catholic University

Social and Political Sciences Faculty

Public Administration Department

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SK BAN –PT NO: 468/SK/BAN-PT/Akred/S/XII/2014

**THE USE OF ICTs TO ENABLE TRANSPARENCY,
ACCOUNTABILITY, AND PARTICIPATION
IN INDONESIA**

Thesis

By

Asmiar Reza Agustina

2016310092

Bandung

2019



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Advisor

Tutik Rachmawati, Ph.D.

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Thesis Approval

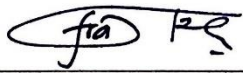
Name : Asmiar Reza Agustina
Student Identification Number : 2016310092
Title : The Use of ICTs to enable Transparency,
Accountability, and Participation in Indonesia

Has been examined in Final Examination
on Thursday, December 19, 2019
and hereby declared **GRADUATED**

The Board of Examiner
Chairperson and member of Examiner
Dr. Pius Sugeng Prasetyo

: 

Secretary
Tutik Rachmawati, Ph.D


: 

Member
Trisno Sakti Herwanto, S.I.P., MPA

: 

Legalized by,
Dean of Faculty of Social and Political Sciences




Dr. Pius Sugeng Prasetyo

Statement

Signed below:

Name : Asmiar Reza Agustina
Student Identification Number : 2016310092
Department : Public Administration
Title : The Use of ICTs to enable Transparency,
Accountability, and Participation in Indonesia

Hereby stated that this thesis to be the result of my own writing on scientific paper and has never been proposed to achieve an academic degree by others. Any quoted opinion is written based on the scientific rules that apply. This statement was written under my full responsibility and I am ready to receive any consequences if this statement would be proven to be false.

Bandung, 13rd of December 2019



Asmiar Reza Agustina

Abstract

Name : Asmiar Reza Agustina
Student Identification Number : 2016310092
Title : The Use of ICTs to enable Transparency,
Accountability, and Participation in Indonesia

This research aims at understanding how ICTs as panopticon vision enable transparency, accountability, and participation in Indonesia. The betterment of these 3 aspects is believed to be beneficial for government in fighting corruption. In the transparency aspect, this research has 8 indicators which are constructed from studies by Bhatmagar, Davies & Fumega, Park & Florida, Grimmelikhuijsen, Keuffer & Mabillard: (1) the availability of laws and regulations, (2) the availability of departmental budget allocations, and government spending, (3) the availability of performance reports, (4) open government processes, (5) identify elected officials and civil servants under investigation for corruption and fraudulent activities, (6) disclose of assets and investments of public officials, (7) provide public procurement using electronic system, and (8) using file formats. In the accountability aspect, 4 indicators from studies of Lee & Kwak and Davies & Fumega are used. They are (1) the availability of social media account, (2) using mainstream social media for interactive, on-going conversations, storytelling, and communications, (3) the availability of a platform for questions and answers, and (4) the availability of information about a feedback from the public. Finally, for the aspect of participation, 3 indicators by Lee & Kwak are employed. Those are (1) voting and polling for a decision-making process or a public organization assessment, (2) feedback and ideation platform, and (3) crowdsourcing to report corruption or grievances.

This research uses qualitative research approach. It is benefiting from the use of secondary data as a form of big data source. Hence, this research is an initial attempt to exploit the availability of big data as valid data source. To ensure the validity of the secondary data sources, the researchers employed a triangulation process of backgrounds and references checking. The analysis of the data in this research is based on 2 ICT system bases; Government websites and apps.

It is the evident from this research finding that, first, there are 35 ICT systems; 31 websites and 4 apps. In total, there were 18 websites and 4 apps that were available. Second, in general, those websites and apps do enable transparency, accountability and participation. Another important highlight of the finding is that there are 3 unidentified websites and 10 websites that were unsuccessful in enabling those 3 aspects. However, most of the websites and apps had turned out success. In the meanwhile, ICTs as panopticon vision is also resulted in new corruption opportunities. Three cases are highlighted as the examples of new corruption opportunities. It is recommended that the Government of Indonesia continues to work on those 10 unavailable websites and more importantly, to be cautious and aware of the new corruption modes. Only by doing those, the role of ICT to fight corruption can be more strengthened.

Keywords: ICT, Transparency, Accountability, Participation.

Abstraksi

Nama : Asmiar Reza Agustina
Nomor Pokok Mahasiswa : 2016310092
Judul : The Use of ICTs to enable Transparency, Accountability, and Participation in Indonesia

Penelitian ini bertujuan untuk memahami bagaimana TIK sebagai *panopticon vision* yang memungkinkan transparansi, akuntabilitas, dan partisipasi terjadi di Indonesia. Dengan terlaksananya ketiga aspek ini diyakini dapat bermanfaat bagi pemerintah dalam mengurangi korupsi. Dalam aspek transparansi, penelitian ini memiliki 8 indikator yang dibentuk dari berbagai studi yaitu oleh Bhatmagar, Davies & Fumega, Park & Florida, Grimmelikhuisen, Keuffer & Mabillard: (1) *the availability of laws and regulations*, (2) *the availability of departmental budget allocations, and government spending*, (3) *the availability of performance reports*, (4) *open government processes*, (5) *identify elected officials and civil servants under investigation for corruption and fraudulent activities*, (6) *disclose of assets and investments of public officials*, (7) *provide public procurement using electronic system, and* (8) *using file formats*. Dalam aspek akuntabilitas, 4 indikator diambil dari studi Lee & Kwak dan Davies & Fumega digunakan; (1) *the availability of social media account*, (2) *using mainstream social media for interactive, on-going conversations, storytelling, and communications*, (3) *the availability of a platform for questions and answers*, and (4) *the availability of information about a feedback from the public*. Terakhir, untuk aspek partisipasi terdapat 3 indikator oleh Lee & Kwak; (1) *voting and polling for a decision-making process or a public organization assessment*, (2) *feedback and ideation platform, and* (3) *crowdsourcing to report corruption or grievances*.

Penelitian ini menggunakan pendekatan penelitian kualitatif. Kemudian, penelitian ini memanfaatkan dari penggunaan data sekunder sebagai bentuk sumber data besar. Oleh karena itu, penelitian ini merupakan upaya awal untuk menggunakan ketersediaan data besar sebagai sumber data yang valid. Hal yang dilakukan untuk memastikan validitas sumber data sekunder, peneliti menggunakan proses triangulasi pemeriksaan latar belakang dan referensi. Analisis data dalam penelitian ini didasarkan pada 2 basis sistem TIK; web dan aplikasi pemerintah.

Bukti dari temuan penelitian ini bahwa, pertama, ada 35 sistem TIK; 31 website dan 4 aplikasi. Secara total, ada 18 situs web dan 4 aplikasi yang tersedia. Kedua, secara umum, situs web dan aplikasi tersebut memungkinkan transparansi, akuntabilitas, dan partisipasi. Perhatian penting lain dari temuan ini adalah bahwa ada 3 situs web yang tidak teridentifikasi dan 10 situs web yang tidak berhasil mendukung transparansi, akuntabilitas, dan partisipasi. Namun, sebagian besar situs web dan aplikasi ternyata telah berhasil mendukung 3 aspek tersebut. Sementara itu, TIK sebagai *panopticon vision* juga menghasilkan peluang korupsi baru. Dijelaskan tiga kasus sebagai contoh peluang korupsi baru. Disarankan agar Pemerintah Indonesia dapat menyediakan 10 situs web yang tidak tersedia tersebut dan yang lebih penting, untuk berhati-hati dan mengetahui mode korupsi baru. Hanya dengan melakukan itu, peran TIK untuk memerangi korupsi dapat lebih diperkuat.

Katakunci: ICT, Transparency, Accountability, Participation.

PREFACE

This research was written as a completion of the undergraduate education in Public Administration. Entitled “*the use of Information, Communication, and Technologies (ICTs) to enable transparency, accountability, and participation in Indonesia.*” Then, generally, the researcher has found that the use of ICTs by Indonesian Government enabled in terms of those 3 aspects, which it also believed could help the Indonesian Government fight corruption.

Huge thanks to Mrs. Tutik Rachmawati, Ph.D. for being such an amazing supervisor and a mentor. You will be a figure that I would always look up to. In this undergraduate thesis writing process, was not easy, but you have shined a light on my research and helped to make sense of it. This would have been much harder without your constant encouragement.

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CHAPTER 1

INTRODUCTION

1.1 Background of the Research

With the advent of the web and the technological advancements, governments around the globe have launched ambitious plans for building electronic government (e-Government) applications and services.¹ José-Rodrigo Córdoba (2014) states that “e-Government involves the use of information and communication technologies in public administration to transform relationships between government organisations and citizens, including electing and communicating with government representatives.”² Based on those arguments, it turns out that there has been a close relation between the development of *Informations and Communicatios Tecnologias* (ICTs) and e-Government. According to Rouse Margareth as cited in:³

ICT-information, communication and technology-is an umbrella term that includes any communication device or application, encompassing; radio, television, cellular phones, computer and network hardware and software, satellite systems and so on as well as the various services and application associated with them.

¹ Stylios, et al. 2012. "Data Mining Applications in the Service of E-Government". Hershey: IGI Global, 393.

² Córdoba. 2014. “Systemic Patterns of Practice to Improve”. New York: Springer Science+Business Media., 9.

³ Sinuraya & Rachmawati, 2016. “Does ICT Matter for Corruption?”, Asia Pasific Fraud Jurnal, 50.

Then this has confirmed in a statement by *The Center for Democracy and Technology* (CDT) and *The Information for Development Program* (InfoDev) that “e-Government is the use of ICT to transform government by making it more accessible, effective and accountable”.⁴

The initiative to implement e-Government in Indonesia was formally launched for the first time in 2003 through the President Instruction (INPRES) Number 3 of 2003 about The Policy and E-Government Strategic Development. Furthermore, there is a new regulation which formed in the Presidential Regulation of the Republic of Indonesia Number 95 of 2018 about Government System with Electronic based. In this regulation, the use of ICTs by the government or e-Government enable the creation of effectivity, cohesiveness, continuity, efficiency, accountability, interoperability, and security.² It is not much different to what has been stated by Irfani and Rachmawati (2016) in their research that the provision of ICT services can create transparency, accountability, effectiveness, participation and public confidence.⁵

Other important aspect of ICT is that it also offers countries a new approach to create transparency and promote anti-corruption.⁶ In order to eradicate corruption, here OECD (2003) also indicates that “information and communication technologies can act as an enabler to engage citizens in the policy process promote

⁴ CDT and InfoDev, 2002. “The E-Government Handbook for Countries.” Washington.D.C.: The World Bank, 1.

² The Republic of Indonesia Number 95 of 2018 about System of Government Electronic Based.

⁵ Irfani and Rachmawati. 2016. “The Trilogy of Goodness in Public Administration - How Information Communication & Technology (ICT) Improve the Transparency, Participation and Trust.” 2.

⁶ Sinuraya and Tutik Rachmawati. 2016. op.cit., 50.

open accountable government and help prevent corruption” as cited in Purón-Cid (2014).³

In Indonesia corruption is defined by article 2 of the law on Eradication of the Criminal Act of Corruption no. 31 in 1999 as any action lead to individual enrichment in the expense of losing state’s finance or economy.⁴ Then, Kuy (2014) continue to elaborate the definition of corruption. Firstly, civil servants who use their positions to facilitate business activities to enrich themselves without causing any economic lose will not be classified as corruption and not punished by this law.⁹ Secondly, staff of private sectors is unlikely to punish by this law; for example, in a case they pay extra-fee to public officials to speed up their requests.⁵ From those definitions, it can be concluded that corruption is about making benefit for a certain individual or party by using government’s budget.

For additional, there is also a regulation which formed in the President Instruction (INPRES) Number 7 of 2015 about Action of Corruption Prevention and Eradication of 2015. In this regulation, there are 96 anti-corruption actions which 31 actions within these are using ICT. Therefore, by applying these regulations is expected to support corruption eradication in Indonesia. The way to find about how severe corruption problem in a certain country is that with Corruption Perception Index (CPI).

³ Purón-Cid. 2014. "Measuring e-Government Efficiency from the Perspective of Implementers: The Case of e-Budgeting in Mexico." New York: Springer Science+Business Media, 114.

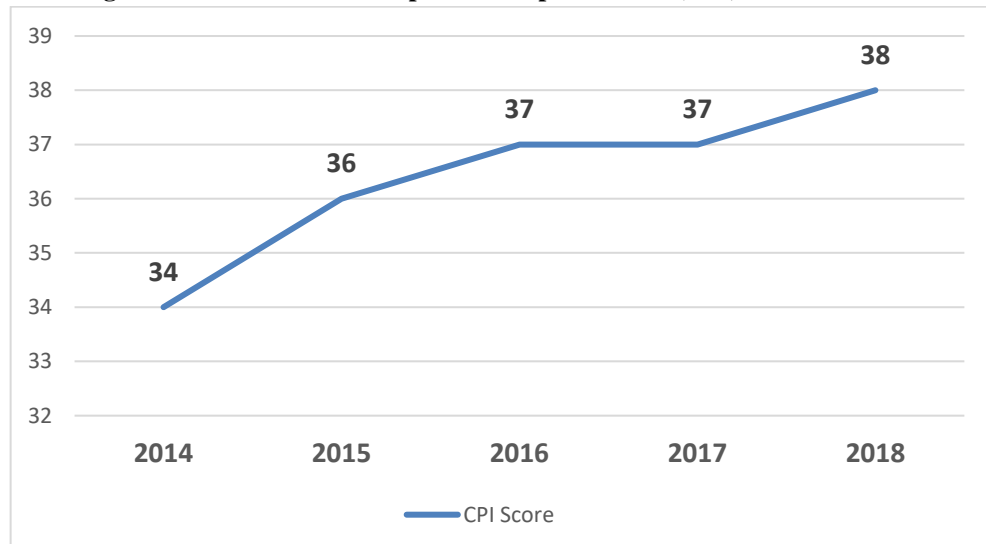
⁴ Law of The Republic of Indonesia Number 31 Year 1999 regarding Eradication of Criminal Acts of Corruption.

⁹ Kuy. 2014. "Corruption in Indonesia.", 1.

⁵ Loc.cit.

Since INPRES Number 7 of 2015 has been released, the Corruption Perception Index of Indonesia has shown an improvement from 2014 to 2018. The details are shown in the Figure 1.1 below:⁶

Figure 1.1 Indonesia's Corruption Perception Index (CPI) from 2014-2018



Source: <https://riset.ti.or.id/> (processed)

In 2018, Transparency International (TI) published the Corruption Perception Index (CPI) which measures the perceived levels of public sector corruption in 180 countries.⁷ It uses a scale of 0 to 100, where 0 is highly corrupt and 100 is very clean.⁸ The result is more than two-thirds of countries score below 50 on this year's CPI, with an average score of just 43.

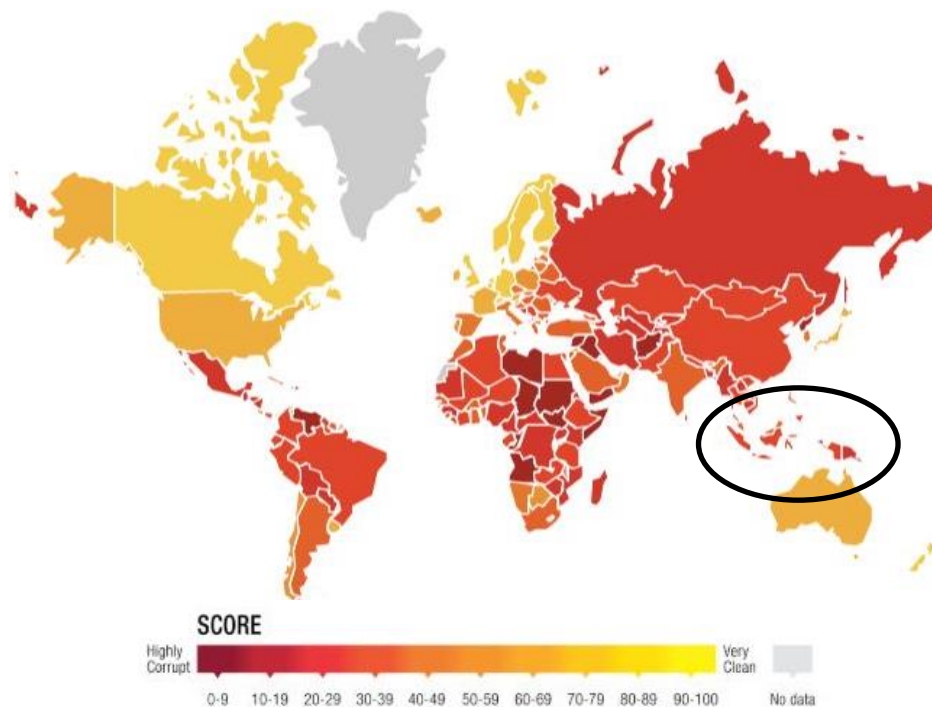
⁶ Transparency International Indonesia. 2018. "Score CPI Indonesia". Available at: <https://riset.ti.or.id/>. Accessed August 13, 2019. &

Zulfikar. 2014. "Skor Indeks Persepsi Korupsi Mengalami Kenaikan di 2014." Available at: <https://www.tribunnews.com/nasional/2014/12/03/skor-indeks-persepsi-korupsi-mengalami-kenaikan-di-2014>. Accessed August 13, 2019.

⁷ Transparency International. 2018. "Corruption Perceptions Index 2018." Available at: <https://www.transparency.org/cpi2018>. Accessed May 6, 2019.

⁸ Loc.cit.

Figure: 1.2 World's Corruption Perception Index (CPI) Map 2018⁹



Source: <https://www.transparency.org/cpi2018>

The Figure 1.2 illustrates CPI from all around the world. It reveals that a lot of countries are in red which means they are highly corrupt. This includes Indonesia, its score at 38 out of 100.¹⁰ With that score, Indonesia ranks 89th out of 180 countries.¹¹ Although Indonesia shows an improvement from 2015 to 2018 but the score is still under from the world's average score. This indicates that Indonesia still needs to make more serious efforts to overcome corruption.

Furthermore, Becker and Stigler (1974) suggest that the approaches to reducing corruption is by increasing 'grassroots' participation in local-level

⁹ Loc.cit

¹⁰ Transparency International. 2018. "Corruption Perception Index 2018 INDONESIA." Available at: <https://www.transparency.org/country/IDN>. Accessed May 6, 2019.

¹¹ Loc.cit.

monitoring and enforcing the right punishments (as cited in Olken, 2007).¹² Therefore, in this particular issue ICTs come out into the light to help prevent the problem. OECD (2011) notes that the use of ICTs were designed to support public with additional tools and information on citizen involvement and also facilitate public participation.¹³ If Becker and Stigler (1974) argue that the citizens' participation in monitoring is important to overcome corruption, then OECD (2011) confirmed that the use of ICT could boost the participation rate of citizens.

Complaining to the government is one of the forms of citizen participation.¹⁴ Citizens could complain about corruption to the law enforcer. Indonesia has three of them which authorized with investigating and proceeding corruption; the Corruption Eradication Commission (KPK), the Indonesian National Police (POLRI), and The Attorney General of Indonesia.¹⁵ For instances, with the advent of the ICTs, KPK provides a platform that could be used via internet called KPK Whistleblowers System (KWS).¹⁶ Currently KPK also provides a call center "198" where people could report the corruption complaints and share evidences within it.¹⁷

¹² Olken. 2007. "Monitoring Corruption: Evidence from a Field.", 201.

¹³ OECD. 2011. "Austria." In the Call for Innovative and Open Government: An overview of Country Initiatives." OECD Publications., 39.

¹⁴ The Conversation. 2017. "Responsive leaders needed to encourage citizen participation" Available at: <https://theconversation.com/responsive-leaders-needed-to-encourage-citizen-participation-82583>. Accessed February 26th, 2019.

¹⁵ Indonesian Corruption Watch. 2018. "The Trends of Corruption Cases in 2018". Jakarta: ICW, 20.

¹⁶ (Siregar, 2017), "Responsive leaders needed to encourage citizen participation". Op.cit. Available at: <https://theconversation.com/responsive-leaders-needed-to-encourage-citizen-participation-82583>.

¹⁷ Jurnaliston. 2019. "Permudah Layanan, Mulai Hari Ini KPK Buka Call Center 198". Available

One of the citizen's success in eradicating corruption like the bribery case of palm plantation, the regent of Buon, "AB". AB has caught in the crime of corruption because of KPK received the complaint.¹⁸ Then finally, the investigator knew that AB got the bribery from the General Manager of *PT Hardaya Inti Platation* in Buon city, Gorontalo. From this case, we understand that the citizen's participation- complaints– do matter for corruption.

The following data below is from the official website of KPK named it as the recapitulation of all corruption complaints by citizens from 2015 – 2018 (Figure 1.1).¹⁹ The statistical data demonstrate a different number each year. Based on the Figure 1.3, it illustrates that from 2015 to 2016 there has been an escalation of the amount of complaints which was 5694 to 7270. However, there has been an reduction in the year 2016 to 2017 that was 7270 to 6000. Then, the data is back to enhancement status which in 2018 there were 6468 complaints. The Public Complaint Directorate of KPK has confirmed that:

There are some factors that encourage and discourage the public to report corruption. First, they would like to complain it if because the issue harms their personals or organizationals political interests. Second, it is because of business factor. This kind of business competition has really opened the gate for a tender participant to make a complain. It is simply because one who has not gotten the tender would like to see the competitor to fail. Finally, there are of

at:

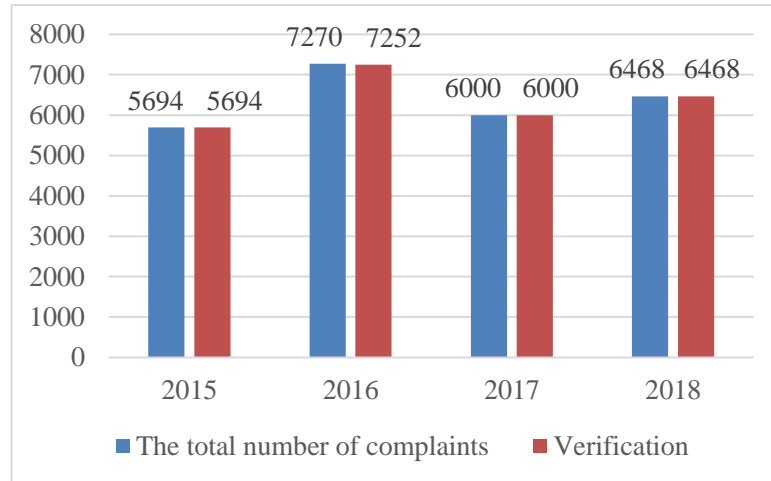
<https://nasional.kompas.com/read/2019/01/02/12340981/permudah-layanan-mulai-hari-ini-kpk-buka-call-center-198>. Accessed February 25th, 2019.

¹⁸ Beritasatu. 2012. "KPK: Kasus Suap Buol Sudah Dilaporkan Sejak 2010." Available at: <https://www.beritasatu.com/nasional/58594/kpk-kasus-suap-buol-sudah-dilaporkan-sejak-2010>. Accessed February 24, 2019.

¹⁹ Anti-Corruption Clearing House. 2018. "Citizen's Complainst." Available at: <https://acch.kpk.go.id/id/statistik/pengaduan-masyarakat>. Accessed February 24th, 2019.

course a few people who really have a sincere intentions to criticize corruption cases.

Figure: 1.3 The Numbers of Corruption Complaints by Citizens



Source: <https://acch.kpk.go.id/id/statistik/pengaduan-masyarakat> (processed).

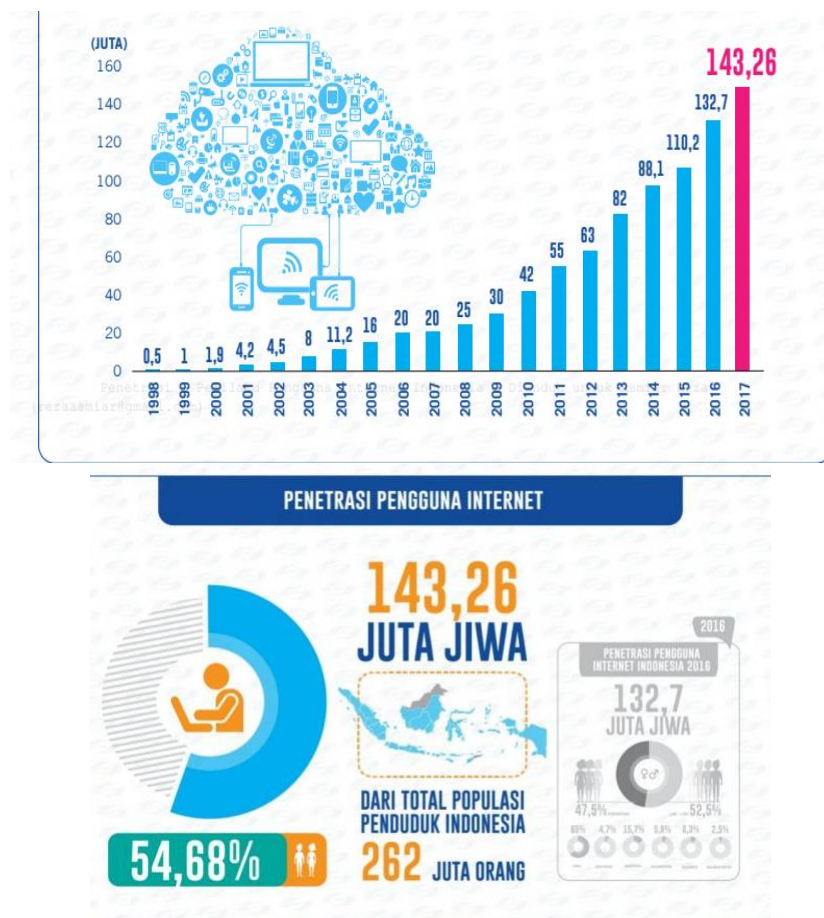
Based on the Figure 1.3, it indicates that a lot of people have that willingness to complain about corruption. Regardless of the reason, they all matter for corruption. This is being strengthened by the example of corruption case above. Due to the complaint, the case had been investigated successfully.

Previous study conducted by Sinuraya & Rachmawati (2015) have proposed several IT progress for local governments and the effect of ICTs towards corruption. In short, they find that:

It has indicated that ICT facilitates the creation of transparency, accountability, and participation. then the expectation of corruption eradication could happen. However, it has also discussed about ICT as the panopticon vision, which could provide new corruption opportunities.

Based on the previous study's result by Sinuraya and Rachmawati (2015), it supports this research argumentation that ICT enable transparency, accountability, and participation. Nevertheless, there is also new corruption opportunities that can be provided by using ICTs. Furthermore, at that time, the government of Indonesia must first decreased the number of people who were still non e-literate and built infrastructure that might helped to decrease the number of non e-literate people.²⁰ Nowadays, there has been a progress in the growth of Indonesia Internet users as follows (Figure 1.4).

Figure 1.4 The Growth of Indonesia Internet Users²¹



²⁰ Sinuraya and Rachmawati, op.cit., 56.

²¹ TEKNOPRENEUR & APJII. 2017. "Internet Users Penetration and Behavior.", 7.

From this figure we could see that since 1998 – 2017 there has always been an enhancement. According to the in the Figure 1.4 above by The Indonesian Association of Internet Service Providers (APJII) throughout 2017, they have marked 143,26 million of internet users in Indonesia.²² The total of Indonesia's population in 2017 is 262 million people.²³ So, this means that there were 54,68 percents from the total of Indonesia's population who are e-literate. The enhancement in this phenomenon could support the citizen participation. More people would participate in monitoring the government. Therefore, Government is hesitant to do corruption because they are being watched by people.

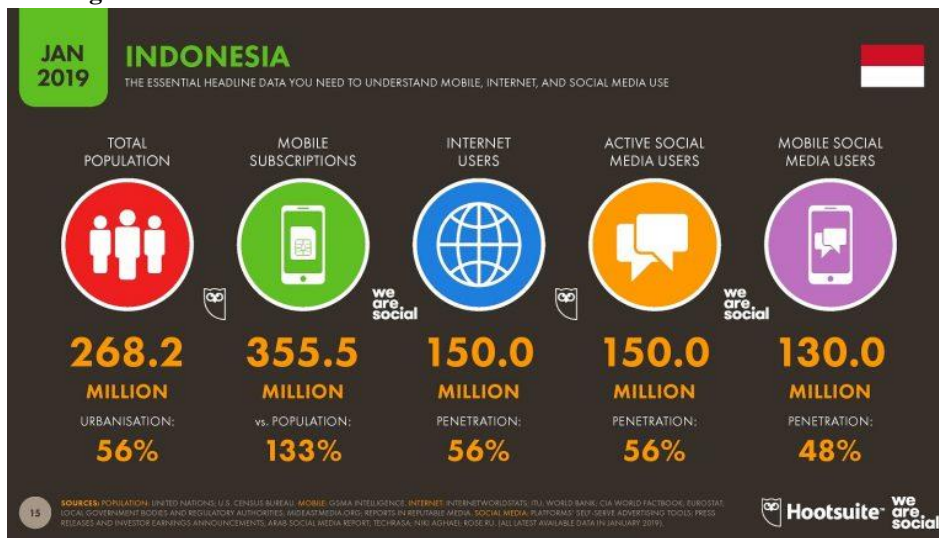
The fact about the improvement of digital technology in Indonesia also has confirmed by Hootsuite. It is a social media company from Canada. Hootsuite publishes data and trends about the internet and social media at the end of the first month of each year. This year, 2019. Hootsuite released trend data on the internet and social media in Indonesia. The data and trend as follow: ²⁴

²² *Ibid*, 20.

²³ *Ibid*, 6.

²⁴ Hootsuite, 2019. "DIGITAL 2019 INDONESIA" Available at: <https://andi.link/hootsuite-we-are-social-indonesian-digital-report-2019/>. Accessed April 13, 2019.

Figure 1.5 Trend about the Internet Users and Social Media in Indonesia

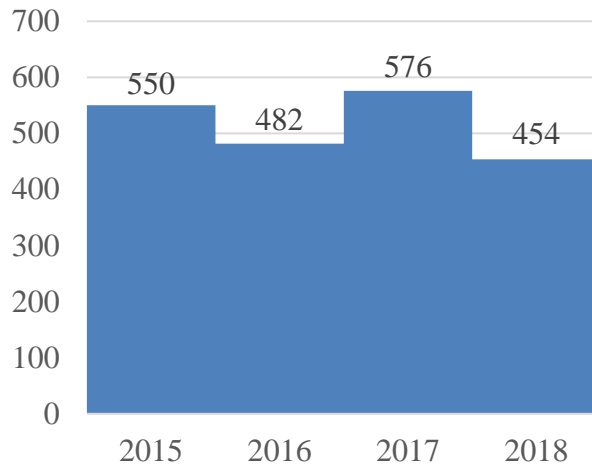


Based on the figure 1.4, it has illustrated that internet, social media and mobile users are ever increasing. It is very clear that government needs to create a product of ICTs in their services which are also mobile phone-based. For the purpose of more citizens can use that application of ICT. It is very important because ICTs enable transparency, accountability, and promote citizen participation. With the enablement of these values then there is hope for corruption to be mitigated.

Furthermore, the numbers of the corruption cases in Indonesia has decreased (Figure 1.5).²⁵ The figure 1.5 illustrates on how corruption in Indonesia experiences its ups and downs. Then, In 2018 indicates the amount of cases are lower rather than in 2015, 2016, and foremost in 2017. It reached about 454 cases. The details are given below in the Figure 1.6:

²⁵ Indonesian Corruption Watch. 2018., op.cit., 20.

Figure 1.6 The Numbers of Corruption Cases 2015 - 2018



Source: ICW (2015, 2016, 2018) (processed)

In the VOA INDONESIA's article titled "*Eradicate Corruption with IT, Government Claims that the corruption rate has decreased*" or *Berantas Korupsi dengan IT, Pemerintah Klaim Tingkat Korupsi Menurun*.²⁶ From this article, the interviewee is Deputy II of presidential staff office, the Deputy II argued that from this past 4 years, the Government of Indonesia has some ways to eradicate and fight corruption. Then, by using the advent of technology and information is one of them.

Moreover, Rhenald Kasali, a management expert stated that with the use of ICT, more people would have a difficulty to do corruption.²⁷ It was because everything has monitored and tracked easily. Now, everyone relies on technology and online system in almost every single thing so that people would think twice before doing corruption. Even though ICTs are being implemented and the

²⁶ Intan, 2019. "Berantas Korupsi dengan IT, Pemerintah Klaim Tingkat Korupsi Menurun", Available at: <https://www.voaindonesia.com/a/berantas-korupsi-dengan-it-pemerintah-klaim-tingkat-korupsi-menurun/4732192.html>. Accessed February, 28th 2019.

²⁷ Loc.cit.

corruption rate has decreased, this is still far from what is great. So, further actions, especially from the ICTs' area and the law enforcement are definitely needed.

For addition, the previous research by Linhartová (2017) has analyzed the role of e-Government in mitigating corruption in 117 countries.²⁸ This research has been shown that 1% percent increase in the index E-Government Development Index (EGDI) in the period caused reduced corruption (increase the value of the Corruption Perceptions Index) by 0.12%.²⁹ It was found that the use of information technology and the development of e-government contribute to reducing the level of corruption in the country.

Then, in 2018, Indonesia ranked 107th EGDI, up 9th place compared to 2016 which was ranked 116th.³⁰ Although, the average value of EGDI in Indonesia is still below the average in the Southeast Asia region. Indonesia is at 0.5258 while the EGDI average in the Southeast Asia region is 0.5555. It turned out that, Transparency International (TI) said Indonesia's CPI score increased by 1 point from 37 to 38 this year. The CPI Point brings Indonesia's rank goes up from 96 to 89 among 180 countries. Accordingly, there is a conformity that the use of ICTs contributes to reducing the level of corruption in Indonesia.

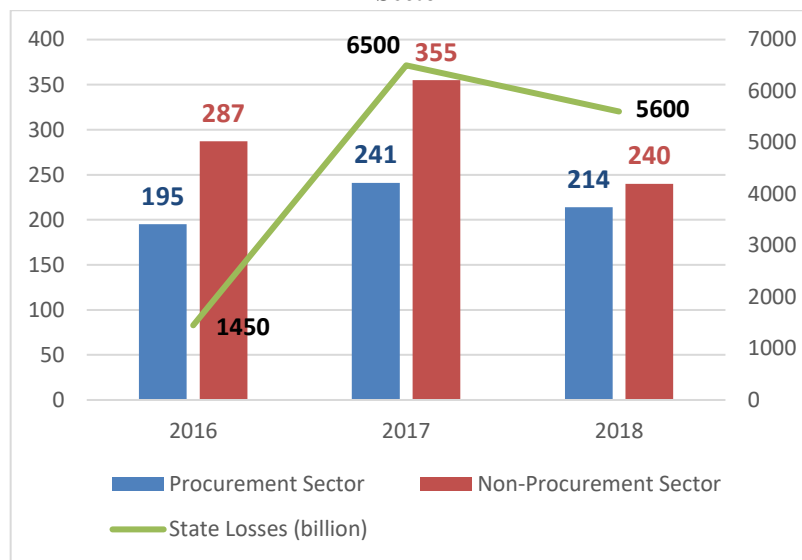
²⁸ (Linhartová 2017). "The Role of E-Government in Mitigating Corruption.", 120.

²⁹ Loc.cit.

³⁰ Widowati. 2018. "PBB Survey 2018: E-Government Indonesia Ranking". Available at: <https://bpptik.kominfo.go.id/2018/08/23/5938/survei-pbb-2018-peringkat-e-government-indonesia/>. Accessed March 8th, 2019.

The Indonesian Corruption Watch (ICW) has released a report named “*Corruption Case Handling Trend*” from 2016-2018. Based on the ICW’s report, corruption case has divided into 2 sectors which are procurement and non-procurement, more details are given below: ³¹

Figure 1.7 The Number of Corruption Cases in the Procurement and Non-Procurement Sector



Source: Indonesia Corruption Watch (2016, 2017, 2018) (processed)

Based on the Figure 1.7 above, from 2016 to 2018 corruption in Indonesia has increased and decreased. Each year, there were more corruption happened in the non-procurement sector rather than in the procurement sector. But still, the procurement area also has become a corruption hotspot. In the procurement sector there still could be separated into several areas, such as education, transportation, and social assistance. These three areas have always become the most corrupt areas

³¹ Indonesia Corruption Watch. 2016, 2017, 2018. “Trends of Corruption Prosecution in Indonesia.”

in Indonesia. While the sample cases in the non-procurement sector are like budgeting and licensing.³²

Investigation of corruption cases from 2016 to 2017 were increased.³³ Perpetrators of corruption stipulated by law enforcement officials are increasing because of the determination of new suspects in 2017 such as the corruption case on electronic ID card (e-KTP).³⁴ That was why the amount of state losses significantly increase from 2016 to 2017. One of the cases with the largest amount of state losses was the alleged corruption case of ship lending by PT PANN with the amount of state losses up to IDR 1.4 trillion.³⁵

Based on the explanation above, it is true that not every time government uses ICT then transparency, accountability, and participation could always be created. Then, all problem related to corruption also will not be totally eradicated. It is like other research which conducted by Irfani and Rachmawati (2016) with the tittle “*The Trilogy of Goodness in Public Administration - How Information Communication & Technology (ICT) Improve the Transparency, Participation and Trust*”. The research has analyzed one specific program called “Sabilulungan” in Bandung City. The result of the research is the opposite thing. This means implementation of ICT in the form of apps such as “Sabilulungan” can indeed increase transparency, but not with participation and public trust. It was because many people still do not know about sabilulungan website. Although this online

³² Loc.cit.

³³ Indonesian Corruption Watch. 2017, op.cit., 8.

³⁴ Loc.cit.

³⁵ Loc.cit.

application is easier for people to access and to obtain information about government services and activities, but it will not always ensure that participation and trust can be created. Therefore, offline platforms such as vigorous and routine socialization still need to be done.

It has been confirmed and continued by Sjahrial on her research that offline platforms could improve online platforms and citizen participation.³⁶ The offline platforms could be made in the form of advocacy, mentoring, and training to make effective use of the online platforms.³⁷

Beside Sabilulungan, there are a lot more ICT systems in Indonesia which encompass many sectors in Indonesian Government. These ICT systems could be believed enable transparency, accountability, and participation. Here is in Table 1.1 for the details:

Table 1.1 Government Websites and Apps in Indonesia

No	The Implementation of ICT	Level of Operation	Profile of the Webs and Apps
1.	E-Procurement (<i>Lembaga Pengadaan Secara Elektronik</i>) Available at: https://lpse.lkpp.go.id/eproc/	National/Province/City	E—Procurement/ LPSE is a work unit formed in all Ministries/Institutions/Regional Work Units/Other Institutions to carry out service systems for the procurement of goods/services electronically and facilitate Procurement Officials in carrying out

³⁶ Sjahrial. 2018. "Efektifitas Pemanfaatan Teknologi Informasi dan Komunikasi (TIK) untuk Memperkuat Transparansi, Akuntabilitas Dan Partisipasi (TAP) serta Bagaimana Keserasian Interaksi Antara Platform Online dan Platform Offline."

³⁷ Loc.cit

			procurement of goods/ services electronically.
2.	LAPOR! (<i>Layanan Aspirasi dan Pengaduan Online Rakyat</i>) or an online complaint handlings system Available at: https://www.lapor.go.id/	National	Founded by the President's Delivery Unit for Development Monitoring and Oversight (Kerja Presiden Bidang Pengawasan dan Pengendalian Pembangunan/UKP4) & in coordination with the State Ministry for State Apparatus Reform (Kementerian Pendayagunaan Aparatur Negara dan Reformasi Birokrasi)
3.	One-Single Submission (OSS) (<i>Sistem Perizinan Berusaha Terintegrasi Secara Elektronik</i>) Available at: https://www.oss.go.id/	National	One-Single Submission (OSS) is an application that provides the convenience of investing through the implementation of a licensing system that seeks to be integrated electronically."
4.	KPK Whistleblower System https://kws.kpk.go.id/	National	For those who want to report an indication of a criminal act like corruption but feel reluctant or afraid that their identity is revealed, because you happen to know the culprit, it would not be a problem by using this facility. By becoming a whistleblower for the KPK, the confidentiality of your identity will be guaranteed by the KPK.
5.	Opentender Available at: https://v2.opentender.net/apa-opentender.html	National	Opentender is developed by Indonesia Corruption Watch (ICW). Opentender has several purposes, such as: - to identify and confirm opportunities for irregularities in the procurement of goods and services electronically - to optimize the Use of E-Proc in Procurement carried out both at the Central and Regional levels

			<ul style="list-style-type: none"> - to close the spaces that lead to unfair business competition and violations of corruption - to provide instruments for supervisory institutions / interested parties to find potential violations in the e-proc process - to provide an initial description before investigating the irregularities that occur.
6.	<p>PESDUK (<i>Pesan Singkat Penduduk</i>) or the citizen short message</p> <p>Available at: https://pesduk.cimahikota.go.id</p>	Cimahi city	<p>This system was built in 2010 and is the simplest model of e-government which use a phone number (081221700800) to allows citizen to send message to the city government their complaints The government respond to the complaints are then published in the city government website.</p>
7.	<p><i>Sabilulungan</i> means for 'Mutual Cooperation'</p> <p>Available at: https://sabilulungan.bandung.go.id/tentang</p>	Bandung city	<p>Sabilulungan, or what means 'Mutual Cooperation' was initiated by the Bandung City Government to facilitate openness in the realization of social assistance programs and grants through online media. The Sabilulungan program aims to ensure that the assistance fund handed down by the Bandung City Government to finance various social projects desired by the public can be accounted for openly. The entire process in Sabilulungan can be seen and monitored by all levels of society</p>
8.	<p>Gampil stands for "Gadget Application Mobile for License"</p> <p>Available at:</p>	Bandung City	<p><i>Gampil</i> is a Bandung City Government licensing service mobile phone-based application developed by the Capital</p>

	<p>“Gampil for Public” https://play.google.com/store/apps/details?id=com.egref.bpptpe.mohon&hl=en</p>	<p>Investment and One-Stop Integrated Services Agency of Bandung City (DPMPTSP) of Bandung City, with the aim of providing convenience in the public service process, especially licensing services.</p>
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In accordance to panopticon vision concept, all those electronic systems called as the panopticon vision. Throughout the 20th century, the anti corruption project that is based on ICT system has been an integral part of the intellectual and political reform movements ³⁸ that have shaped Indonesian state and local governments. One currently dominant paradigm of corruption control is that the ‘Panoptic vision’ by Anechiarico and Jacobs (1994) sees management techniques of rules and enforcement as the key to controlling corruption.³⁹

Panopticon vision is originally provided by Jeremy Bentham’s nineteenth-century idea of the Panopticon.⁴⁰ A vision, as we are using it, is a paradigm or worldview that includes assumptions about the nature and control of human behavior and the role and potential of government institutions.⁴¹ Bentham envisioned a "panopticon" prison whose ingenious architecture featured a control tower at the center of a circular cell house.⁴² From this tower, the cells, inmates, and staff would

³⁸ Anechiarico & Jacobs. 1994. “Visions of Corruption Control and the Evolution of American Public Administration. New York: Wiley and American Society for Public Administration, 465.

³⁹ Heeks. 1999. “Information technology and the management of corruption”. London: Routledge, 184.

⁴⁰ Loc.cit.

⁴¹ Anechiarico & Jacobs, Visions of Corruption Control and the Evolution of American Public Administration., Op.cit,p.466.

⁴² Anechiarico & Jacobs. 1995. Panopticism and financial controls: The anti-corruption project in public administration. The Netherlands: Kluwer Academic Publishers, 361.

be completely visible to the guards.⁴³ The purpose of it is to deter and prevent corruption by establishing a system of thorough and efficient observation.⁴⁴ Anechiarico & Jacobs (1995) argue that:⁴⁵

The panopticon metaphor sheds light on the "anti-corruption project" in public administration: the panoply of laws, rules and regulations, and strategies aimed at identifying and preventing official corruption. The pursuit of corruption-free government has led to the adoption of significant measures to control contracting, expenditures, and all sorts of governmental operations in order to make corruption impossible or at least detectable. The anticorruption project operates through civil service, conflict of interest laws, financial disclosure requirements, contracting rules, whistleblower protections, administrative and criminal investigations and punishments and so forth.

Then Heeks (1999) claims that the Panopticon: a constructed technology that allowed a single central unseen guard to observe the activity of all prison inmates.⁴⁶ He also cites the statement from (Roszak 1994; Ramasoota 1998) i.e. “*In the late twentieth century, information technology (IT) presents organisations with the possibility of creating their own Panopticon: one that would allow managers to gaze unseen upon the activities of their employees and thus monitor and control corruption.*”

⁴³ Loc.cit.

⁴⁴Anechiarico & Jacobs. 1994., Op.cit., 468.

⁴⁵Anechiarico & Jacobs, The anti-corruption project in public administration., Op.cit.p.362.

⁴⁶ Heeks. 1999. op.cit., 184.

Hence, in consideration of the difficulty of this research such as finding a measurement and collecting the data. Then the researcher would be only focusing on how ICTs enable transparency, accountability, and participation.

1.2 Problem Identification

Based on the background of the problem, ICT could be regarded as the panopticon vision which could enable transparency, accountability, and participation. The details are given below:

1. In 2018, Indonesia's Corruption Perception Index (CPI) score is 38 out of 100.⁴⁷ With that score, Indonesia ranks 89th out of 180 countries.⁴⁸ It still so far even from the average of the world. Although, there is an improvement in Indonesia's CPI with 38 in 2018 compare to 2017 with 37. This indicates that Indonesia still needs to make more serious efforts to overcome corruption.
2. In 2018, the numbers of corruption cases in Indonesia has been declined to 454 cases. It still has a big number for corruption but at least is lower than the other years. In 2015 there were 550 cases, 2016 with 482 cases, and the highest rate was in 2017 with 576 cases.
3. The public participation in the forms of monitoring and complaints do matter for corruption.
4. The internet penetration of Indonesia has been showing constant improvement over the past years. Until in 2017, it reached 143,26 million internet users which is about 54,68 percent are e-literate from the total population of Indonesia.

⁴⁷ Transparency International. 2018. "Corruption Perception Index 2018 INDONESIA." Available at: <https://www.transparency.org/country/IDN>. Accessed May 6, 2019.

⁴⁸ Loc.cit.

5. In 2018, Indonesia is ranked 107th EGDI (E-Government Development Index), up 9th place compared to 2016 which was ranked 116th with 0.5258. While the Indonesia's CPI score increased by 1 point from 37 to 38. There is positive relation between the rise of EDGI to reducing the level of corruption in Indonesia.
6. Many programs have been developed to promote anti-corruption, such as e-Procurement, e-Budgeting, KPK whistleblower system, Online Single Submission (OSS), opentender, LAPOR, etc. These applications of ICTs enable transparency, accountability, and participation and believed could help government fight corruption.
7. In the late twentieth century, ICT presents organizations with the possibility of creating their own Panopticon: one that would allow managers to gaze unseen upon the activities of their employees and thus monitor and control corruption. So, ICT as the panopticon vision could ensure that the employees are well-behaved. However, Heeks (1995) argues that ICT has provided new corruption opportunities for some staffs by closing down opportunities for corruption of other staffs.

Based on the problem identification above, it has been indicated that ICTs enabled transparency, accountability, and participation. Then, it believed also could help the Indonesian Government fight corruption. Therefore, the research question will be: **How ICTs as the panopticon vision enable transparency, accountability, and participation in Indonesia?**

1.3 The Purpose of the Research

The purposes of this research are:

1. To understand how the ICT enable transparency, accountability, and participation in Indonesia

1.4 The Contribution of the Research

The contribution of this research as follow:

1. Practically, this research would identify the emergence of new forms of corruption