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Penta Helix Perspective on a Model of Preventing Corruption in Riau Province, Indonesia

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Abstract:

This study aims to find a corruption prevention model from the perspective of Penta Helix by using the concept of e-government maturity in the Regional Government of Riau Province. This research is motivated by the high number of corruption crimes in Riau Province, so it is necessary to develop a strategic model to minimize corruption. The research method uses a qualitative case study approach to the Regional Government of Riau Province, Indonesia. Data collection was carried out through in-depth interviews and documentation. The source of the data comes from the informants of the Department of Communication, Informatics, and Statistics in the Regional Government of Riau Province. Data analysis used interactive model analysis techniques by Miles et al. (2019). The study found the involvement of five stakeholders (Penta Helix) which was controlled by the dimensions of partnership and e-government management whose maturity was an absolute requirement for the expected corruption prevention to be achieved. The implementation of E-Government in Riau Province is currently still in the development stage, not yet at the maturity level, so it still requires an evaluation and development stage.

Keywords: prevention efforts, corruption, e-government, Penta Helix.

五角螺旋透视印度尼西亚廖内省的预防腐败模式

摘要:

本研究旨在利用廖内省地方政府电子政务成熟度的概念，从五角螺旋的角度寻找预防腐败的模式。这项研究的动机是廖内省的大量腐败犯罪，因此有必要制定一个战略模型来最大限度地减少腐败。该研究方法采用对印度尼西亚廖内省地方政府的定性案例研究方法。数据收集是通过深入访谈和文件进行的。数据来源来自廖内省地方政府传播、信息学和统计局的线人。数据分析使用了英里、休伯曼和萨尔达娜的交互式模型分析技术。研究发现，五个利益相关者（五角螺旋）的参与由伙伴关系和电子政务管理的维度控制，其成熟度是实现预期预防腐败的绝对要求。廖内省电子政务实施目前仍处于发展阶段，尚未成熟，因此仍需要评估和发展阶段。

关键词: 预防工作、腐败、电子政务、五角螺旋。

1. Introduction

Developing an anti-corruption culture and fostering a sense of shame for enjoying the results of corruption are important in preventing criminal acts of corruption. Anti-corruption education must be expanded to give birth to a future generation that is anti-corruption. However, building a system that closes the opportunity for criminal acts of corruption is also the key.

President Joko Widodo conveyed this when giving a speech at the commemoration of World Anti-Corruption Day (Hakordia) 2020 (Presiden Republik Indonesia, 2020). At the video conference with the participation of the State Palace, the Juang Building, and the Corruption Eradication Commission (CEC), the President also emphasized the importance of increasing transparency and accountability of government agencies.

International meetings such as the series of the International Anti-Corruption Conference (IACC) and the series of Global forums have played an important role in setting the agendas of many countries to fight corruption in the world. Two global meetings of anti-corruption practitioners from national governments, international organizations, donor countries, international non-governmental organizations, and national political leaders have increased.

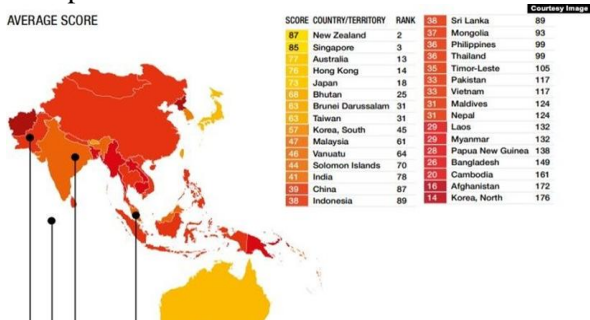


Figure 1. 2018 GPA for the Asia-Pacific Region (Transparency International, 2019)

Transparency International as a world body that looks at efforts to eradicate corruption by the government, business, and civil society releases the 2018 Corruption Perceptions Index annual report. The results of a survey of 180 countries show a bad picture because more than two-thirds of them scored less than 50. The highest score is 100, which means very clean or corruption-free, and the lowest is zero, which means very corrupt. Presidential spokesman Johan Budi admitted that this was not a leap, but clearly showed improvement, especially in public services. In the past, in the 2014 Jokowi administration, our GPA was 34, now it is 38. Although it is not a big leap, it shows a process of improvement.

Riau is the second most corrupt province in Indonesia, marked by the arrest of three consecutive

Riau governors. The following is a table of data on corruption perpetrators based on position:

Table 1. Corruption perpetrators' data tabulation based on position in 2004-2018 (as of 30 September 2018) (Anti-Corruption Clearing House, 2018)

No.	Position	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	amount	%
1	National House of Representatives And Regional House of Representatives	0	0	0	2	7	8	27	5	16	8	3	19	23	20	85	223	24
2	Head of Institution / Ministry	0	1	1	0	1	1	2	0	1	4	8	3	2	0	1	25	3
3	Ambassador	0	0	0	2	1	0	1	0	0	0	0	0	0	0	0	4	0
4	Commissioner	0	3	2	1	1	0	0	0	0	0	0	0	0	0	0	7	1
5	Governor	1	0	2	0	2	2	1	0	0	2	2	4	1	1	2	20	2
6	The Mayor / The Regent and vice Regent	0	0	3	7	5	5	4	4	4	3	9	4	9	13	20	90	10
7	Echelon I / II/III	2	9	15	10	22	14	12	15	0	7	1	7	10	43	17	192	21
8	Judge	0	0	0	0	0	0	1	2	2	3	2	3	28	3	2	46	5
9	Prosecutor	0	0	0	0	1	0	0	2	0	0	0	0	0	1	0	4	0
10	Police	0	0	0	0	0	0	0	0	0	0	0	1	1	0	0	2	0
11	Lawyer	0	0	0	0	0	0	0	0	1	0	0	0	0	0	0	3	4
12	Private	1	4	5	3	12	11	8	10	16	24	12	18	28	28	32	212	23
13	Others	0	6	1	2	4	4	9	3	3	8	8	3	23	13	12	103	11
14	Corporation	0	0	0	0	0	0	0	0	0	0	0	0	1	3	4	0	0
Amount Whole		4	23	29	27	55	45	65	39	50	59	45	63	126	123	177	930	100%

Table 1 shows that for the category of office up to September 30, 2018, the highest score of corruption perpetrators, according to the KPK, was with members of the Indonesian Parliament and Regional House of Representatives with 223 cases out of 930 cases or around 24%, followed by the private sector (212 cases or 23%), then the Civilian Apparatus Grade of ECHELON I / II / III (192 cases or 21%). The data shows that there is cooperation between the Indonesian Parliament and Regional House of Representatives, civil apparatus, and the private sector in committing corruption. In addition, it seems that there is almost an increase every year from almost every position. This condition also applies in Riau Province.

Corruption prevention efforts with Penta Helix perspective model in Riau provincial government still requires evaluation at the level of implementation of e-government management, which is more integrated and perfect. In the perspective of the Penta Helix in the Riau provincial government, evaluations in implementation, management, and the participation of five stakeholders can be increased to become a Hexa Helix (six stakeholders), involving law enforcers as one of the contributors. This research aims at providing a recommended model for preventing corruption from the perspective of Penta Helix using the concept of e-government maturity in the Riau provincial government.

In the Penta Helix perspective model in the Riau provincial government, e-government management anticipates the forms, causes, and efforts to prevent corruption. Five stakeholders are involved: the Riau provincial government, the community, academics, private sector, and the media that require control of the partnership dimensions: attributes, communication behavior, and conflict resolution because these five stakeholders have their respective functions and interests (hidden interest). In this case, there must be a balance or nothing to dominate each other (Mukhtiyanto

et al., 2019).

E-government management requires Maturity which prioritizes the stages of online existence, interaction, transactions, fully integrated and changing e-government, and the application of digital democracy. Thus, this collaboration is imperative in the management of maturity e-government to achieve the goal of corruption-free. The private sector and media require control of the partnership dimensions: attributes, communication behavior, and conflict resolution because these five stakeholders have their respective functions and interests (hidden interest). In this case, there must be a balance or nothing to dominate each other.

2. Literature Review

The authors were guided by several previous studies relevant to this study:

Sari and Isnaeni (2019) aimed to determine the use of e-government technology in fighting corruption. They reviewed literature on the use of technology to eradicate corruption.

Amrial et al. (2017) aimed to provide a sustainable environmental development of the industrial sector using five elements (Penta Helix) by placing industry into the main focus, accompanied by the government, research, education, and community centers.

Chan et al. (2017) aimed to increase the potential industrial area that has become an icon of Bandung Province to encourage tourist attraction by involving five stakeholders (local government, academia, community, media, and trade industry). They used the Penta Helix method and qualitative methodology.

Máchová et al. (2018) aimed to analyze the impact of e-government implementation on corrupt behavior in 215 countries from 2002 to 2016. They use data from all countries whose measurement of corruption uses the CPI and the World Bank's Corruption Control Index (CCI) from 215 countries. For e-government, they use a measure from a global perspective. The established indices include the United Nations (UN) EGDI, the World Economic Forum's (WEF) Networked Readiness Index (NRI), and the International Telecommunication Union's (ITU) ICT Development Index (IDI).

3. Research Methods

3.1. Research Approach

This research uses a qualitative approach within Case Study on Riau Province of Indonesia. Qualitative research is interpretive research, in which the researcher engages in an ongoing and ongoing experience with the participants. This involvement will lead to a series of strategic, ethical, and personal problems (Creswell & David, 2017).

The qualitative research approach used in this study intends to extract data from predetermined informants. In the future, the information obtained from the informants will be combined and compared after the

data analysis. The new results of the assessment will then be processed using the theory used in the research.

3.2. Research Focus

The focus of this research is: 1) Data system infrastructure; 2) Legal infrastructure; 3) Institutional infrastructure; 4) Human infrastructure; 5) Technology infrastructure; 6) Leadership; 7) Strategic thinking. In this study, the research location chosen was the Riau provincial government. The data collection techniques used in this study are interviews and documentation. The data was obtained from the informants. The interactive analysis model used in this study is shown in the figure below.

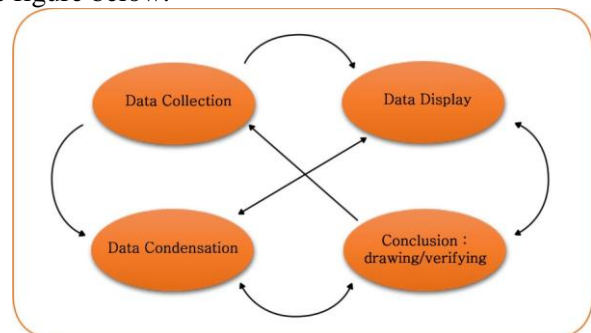


Figure 2. Components of data analysis: interactive model (Miles et al., 2019)

The data validity test in qualitative research includes credibility (internal validity), transferability (external validity), dependability (reliability), and confirmability (objectivity) tests.

4. Results

From this research, it was found Corruption Prevention Model with the perspective of Penta Helix governance in the Riau Provincial Government. This model is a socio-economic development model that encourages regional economies based on knowledge through collaboration and mutually beneficial partnerships between the five actors: academics, government, industry/private sector, NGO/community, and mass media.

The Penta Helix model of economic and social development promotes a culture of innovation and creative synergy. It moves for social innovation where players come together from different sectors of society to share common goals using specific skills and resources to tackle various social challenges.

One form of prevention is using e-government, which has been used by many countries to significantly reduce the practice of corruption. E-government provides the main tasks and functions of each actor from the Penta Helix model, with a description of the relationship as follows:

1. *Government-Government*: In the current era of globalization, it is clear that there is a need between countries to communicate with each other and interact internally.

2. *Government-Business*: Businesses as entrepreneurs must take advantage of business

development to achieve goals such as sustainability and profit, whether developing on a micro, small, medium, or large scale.

3. *Government-Research Organization:* Academics are often involved in policy implementation. Many programs are also designed in the realization of political policies that are labeled pro-community development. In this case, academics have an important role to play in supporting the e-government system as a tool or alternative to minimize the potential for corruption with the support of moral and human behavior involved in the e-government system so that they can be more committed and consistent.

4. *Government-Citizens:* The implementation of discretion is carried out by the bureaucracy so that many groups in society try to influence implementation policies such as guidelines and regulations.

5. *Government-Media:* The role of the media is very important in generating commitment and support, provoking public policy, increasing attention and participation, and weakening mass opposition. So that, the mass media can be considered an important link between the government and society. Integration between reports and analysis has its place in forming good governance.

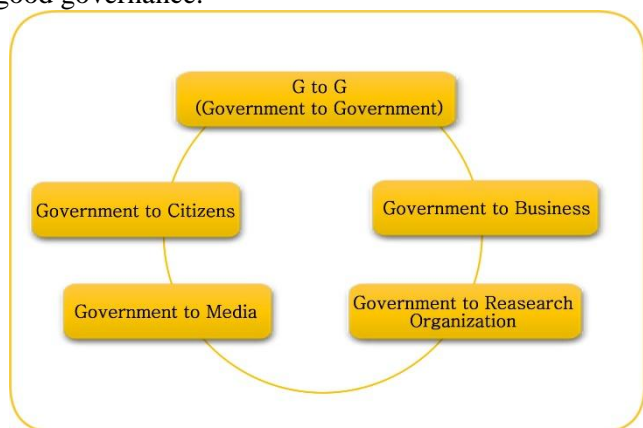


Figure 3. The Penta Helix model based on e-government relations (Halibas et al., 2017)

The role of government referred to in the Penta Helix concept is the Riau provincial government through the Riau Province Communication, Informatics, and Statistics Office (Diskominfotik) as the leading sector which plays a key role in budgeting as a form of support in the implementation of the government system. The Riau Province Communication, Informatics, and Statistics Office (Diskominfotik) has budgeted funds for government services in 2017 amounting to 30 billion, part of the funds used for the procurement of 250 units of computer equipment distributed to several regional apparatus organizations as a medium of support. Furthermore, in 2019, it will be further budgeted with an amount of Rp. 1 billion for the provision of bandwidth to be expanded throughout the system

network of each regional apparatus organization.

Based on the explanation above, both operators and users of the e-government system, both from the government or other Penta Helix actors, will benefit. In addition, such a technology system minimizes the potential for data manipulation because it is directly published and evaluated by all parties. Corruptors are elites who act as controllers, therefore controlling deviant behavior must be endeavored to more or less reduce the potential for this behavior.

5. Discussion

Corruption prevention model with perspective Penta Helix governance in Riau Provincial Government, namely the Penta Helix model described by Calzada (2016) and defined by Halibas et al. (2017). The authors develop Penta Helix in the context of e-government. This model represents socio-economic development that encourages regional economies based on knowledge through mutually beneficial collaboration and partnerships between the five actors: academics, government, industry/private sector, NGOs/society, and mass media.

The recommended corruption prevention model from the perspective of Penta Helix governance in the Riau provincial government is shown in the figure below.

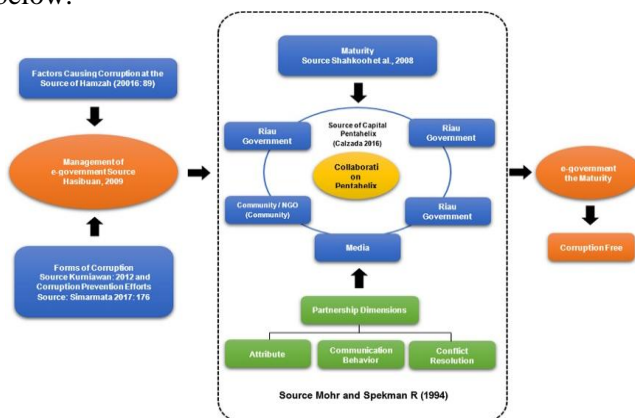


Figure 4. Recommended model (Mohr & Spekman, 1994)

E-government management in overcoming corruption, eliminating its causes, and its prevention involves five stakeholders who are controlled by the partnership dimensions: attributes, communication behavior, and conflict resolution techniques. Each of the five stakeholders has different interests. Controlling is needed:

- 1). *Attributes:* There is commitment, coordination, dependence, and trust among the five stakeholders;
- 2). *Communication behavior:* The information shared and participation must be pursued for effectiveness and quality, in the sense that each of these five stakeholders can limit what must be said and what must be done so that there is no domination between one or several of these parties;

3). *Conflict resolution techniques*: In practice, e-government still prioritizes maturity which consists of: 1) *Online existence*: Consistent and sustainable development of the Riau.go.id website; 2) *Interaction*: The interaction between the five stakeholders in utilizing e-government; 3) *Transactions*: The existence of licensing services, payments in e-government facilities;

4). E-government that is fully integrated and changing, where the application attached to the Riau.go.id website is interlinked with other OPDs and updated according to real data, and there is an application upgrade according to the needs of the five stakeholders;

5). Digital democracy has started a survey of the use of e-government so that the level of satisfaction can be assessed.

By considering the controllers of the partnership dimensions to 5 stakeholders and ensuring maturity standards in e-government management, it is possible to obtain e-government maturity in preventing corruption. From the research results, it is known that the actors were involved in developing the concept of the Penta Helix model for dealing with corruption in local government in Riau Province, consisting of five elements. The first element is the government including the Department Communication, Informatics, and Statistics Agency. The next element of the business includes the Indonesian Chamber of Commerce, the Association of National Construction. The next element of the community consists of the Indonesian Forum for Budget Transparency, ICW (Indonesian Corruption Watch), and Anti-Corruption Activists. The academic elements include the University of Riau and Islamic University of Riau. The next element includes the Riau Bow and online media.

The model for developing the concept of the Penta Helix model in dealing with corruption in Riau Province, of course, must be realized in synergy with all parties, including the government, related Local Government, the community, the private sector to universities. To make it happen, every development program must get full support from the community, starting from data collection, assessment, project work, utilization to maintenance. By developing community participation, the development will be more effective and efficient because the community will be more responsible for the sustainability of the development; they feel they own every result of village development.

This can, then, run optimally if it is done with the synergy of various actors, such as academics, government, mass media, and the private sector, or, in other words, the Penta Helix. This involves all types of activities such as planning, implementation, monitoring, control, promotion, financial allocation, licensing, programs, legislation, development and knowledge, public innovation policy, support for innovation networks, and public-private partnerships. The government also has a role in coordinating stakeholders who contribute to the development of village potential.

Finally, the media must be able to act as an expander. Media plays a role in supporting publication in the promotion and creating a brand image.

Corruption prevention must be carried out by eliminating the possibility of potential perpetrators committing criminal acts of corruption. Given that corruption has spread to every line and division, its prevention must identify vulnerable activities and allow corruption to occur in them. Therefore, it is necessary to have an intense procedure in working on an in-depth analysis to find out how corruption occurs, how the action is taken, and by whom it is carried out. To simplify the explanation, corruption occurs as a result of supply and/or political will from parties who have power (government) and the demand side of interested parties (interest groups, civil society, the private sector, etc.).

The reality is that corrupt behavior does not only occur in the government sector or structure, but also other sectors in everyday life. In addition, preventing and eradicating corrupt behavior is not only the authority of the government or the bureaucracy, but also assistance from the public and other groups (Mu'adi, 2021).

6. Conclusion

The involvement of the five stakeholders (Penta Helix) is controlled by the partnership dimensions, and the management of e-government maturity is an absolute requirement so that the expected prevention of corruption is achieved. E-government is currently still at the development stage, not yet at the evaluation/assessment stage of e-government itself, while e-government can be seen as being able to provide optimal benefits when it is in a mature condition, namely a mature or perfect condition.

So, in the recommended model, e-government management that anticipates forms, causes, and efforts to prevent corruption, seems to require five stakeholders: the Riau provincial government, society, academics, private sector, and the media requiring control of the partnership dimensions: attributes, communication behavior, and conflict resolution.

In the beginning, the aim of the emergence of e-government management in anticipating the forms, causes, and trying to prevent corruption has involved five stakeholders (Penta Helix) but has not maximally achieved the goal of corruption-free, this is what can be seen from the existing model (line of thought).

Based on the findings, the researchers recommend that further research examines the role of the government in controlling the implementation of e-government more deeply because the government has direct authority related to e-government operations. The implementation of e-government can mature and significantly prevent corruption in the government.

7. Limitations and Further Study

This study explores the dimensions of 5

stakeholders' partnership cooperation (Penta Helix) to prevent corruption through controlling the implementation of e-government in the Riau government. The scope of the partnership dimensions is limited by the role of the government, academic private sector, society, and mass media in the e-government control and governance for corruption prevention. This study is not related to e-government engineering and management matters. The focus is on the participation of five stakeholders in preventing corruption based on e-government.

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Authors' Contributions

All the authors designed and performed the experiments, analyzed the data, and co-wrote the paper. Karmila Sari, Bambang Supriyono, Andy Fefta Wijaya supervised the research.

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