INDONESIA
CORRUPTION WATCH

Indonesia and Infrastructure Tender in 2020

What Does the Data Tell Us?

Indonesia Corruption Watch
April 2022

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What Does the Data Tell Us?

A Quick Review[1]

Executive Summary

In the past 10 years, 53% of public tenders in Indonesia were about constructions. It is recorded that there had been a 50% increase in the number of corruption cases in infrastructure projects in Indonesia between 2015 and 2018. In 2020, Indonesia carried out 48.83% tender on infrastructure (36,871 tender) from the total of 75,326 tender. In total during 2020, the award value for all infrastructure tenders is IDR 183.77 trillion (USD 12.8 billion).

This report aims to assess the extent to which the existing data related to infrastructure can be analyzed. This also includes the extent to which ICW's and/or OCP's red flags methodology and indicators can also be applied to infrastructure projects and contracts; and whether there are any additional red-flags indicators that should be added to the ICW's and/or OCP's red-flags methodology which would be especially important or useful for infrastructure.

This study will assess data available in Opentender. net based on the 3 (three) OCP guidelines (see methods and scope). Using indicators that are already implemented in the Opentender platform, the report analysed 2020 infrastructure projects data to see how the analysis would look like. This study was conducted using a quantitative approach to analyze procurement data from 1 January - 31 December 2020. In some indicators, the study carried out manual online tracing to scrutinize track records of the companies.

Procurement data analyzed for this report are limited to tender and quick tendering processes in the planning, tendering, and award phases for infrastructure projects. There is no data available for the research on infrastructure projects funded by framework agreement or public private partnership. That being said, Opentender already covered 100% of government data on infrastructure projects funded using state-budget. In 2020,

there were 37,977 (48.06%) of infrastructure related tender using open competitive tender method with a total value of IDR 183.77 Trillion (USD 12.8 Billion). This analysis is carried out per datasets available by January 2021. Some datasets may be updated by procurement agencies after the research is carried out and not captured in this analysis.

Key findings on this report are explained as follow:

In terms of competition in infrastructure-related projects, there were 7.5% government agencies in 2020 with HHI[2] more than 4,000, which means that market concentration is very high (not competitive) based on the HHI definition. Meanwhile, 53.9% government agencies have HHI below 1,000 representing a low market concentration. This means over half of the infrastructure-related projects in 2020 were conducted in competitive markets based on HHI definition. Opentender associates a market with each government agency.

The study then conducted a manual tracing and found that 4 out of top 10 most contracted suppliers in infrastructure in 2020 are State-Owned Enterprises. This finding also resonates with the top 10 suppliers with most contracted value where 9 out of top 10 suppliers with highest total contract value in 2020 are also State-Owned Enterprises. This means that in Indonesia, State-Owned Enterprises dominated the biggest contracts throughout the country in 2020

In terms of market opportunities, the report found that there were 0.42% contracts in 2020 were awarded to top 10 suppliers. The top 10 suppliers dominated 13.74% of the infrastructure award value at IDR 24.74 trillion (USD 1.7 billion). This means the 0.42% of contracts received 13.74% of the total value.

In contrast, 13.6% or 5,012 new suppliers that had never won contracts in the previous years out of 36,843 total participating suppliers received only 7.91% of the total infrastructure award value, or IDR 14 trillion (USD 964 million) in total. This means that outreach to new business could be improved to enable greater vendor participation.

Looking at the internal efficiency aspect in 2020, 19.66% tenders were canceled and that 5.4% tenders had a tendering period longer than 70 days. The majority of tender duration was between 26-35 calendar days with 29.6% of the total tender while the quickest tender duration took only 0-25 calendar days with 20.7% of the total infrastructure tender. This means that one fifth of the infrastructure tender is carried out in less than 1 month. In Indonesian context, this is not unusual when using the quick tender method where one of the requirements is to register in the vendor management system and having previous experience in performing similar projects. In the meantime, longer tender periods could also allow for longer negotiations and are more prone to corruption.

For the public integrity dimension, the study found that 19.54% of tenders have titles with more than 80 characters. However, the majority of tender (67.83%) provides only up to 60 characters in their tender descriptions. Only 0.9% tender who provide detailed description with more than 240 characters in 331 infrastructure related tenders. This means that the majority of tender are still lacking information on the titles and the tender description. This can reduce the opportunity not only for vendors to be able to participate in the public procurement process but also for the public to help monitor infrastructure projects.

The report also scrutinized the value for money dimension and found that there were 0.3% tenders that had overruns where the award value exceeds the tender value. At the same time, 19.7% of the tenders had savings of less than 1%, while 11.5% had savings higher than 20%. This shows that approximately a quarter of the infrastructure award value was red-flagged, since Opentender considers both contract values below 80% and above 99% as high risk.

The study also analysed additional red flag indicators that are not available in OCP references and found that 9.9% of tenders were announced in the 4th quarter of 2020 (October, November, December). These tenders were single year contracts (not multi-year) and are **not** part of the advance planning for next year's budget. Procurement projects that only begin quite late in a fiscal year are often perceived as a last-minute attempt to spend allocated budget and tend to be executed with little planning or due process.

Based on manual tracing, the report also identified the top 10 infrastructure tenders with the highest award value in 2020 which included road and highway constructions, railway signal and communication infrastructure, stadium construction, irrigation network rehabilitation project, a flood mitigation construction, airport facility construction, dam construction, and water-pump station construction. This concludes that the transportation sector construction is amongst the highest awarded value projects carried out in 2020.

To enable further analysis and better understanding of infrastructure-related projects in Indonesia, the report recommended improving data availability, data disclosure, as well as data quality. With improved datasets, further analysis can be carried out to assess further the competition, market opportunities, internal efficiency, public integrity, value for money as well as additional red flag indicators already analyzed in this report.

Readers who are interested in learning further on the public procurement journey in Indonesia are encouraged to read the analysis of 10 years of Indonesia's public procurement (2011-2020). To see more updated datasets, please visit the infrastructure dashboard in Opentender.net or reach out to us at info@opentender.net or icw@antikorupsi.org.

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[2] Herfindahl-Hirschman Index (HHI) formula gives a calculation result in a range between 0 to 10,000. A market with an HHI of less than 1,500 is considered to be a competitive market, an HHI of 1,500-2,500 to be a moderately concentrated (moderately competitive) market, and an HHI of 2,500 and greater to be a highly concentrated market (not competitive) .
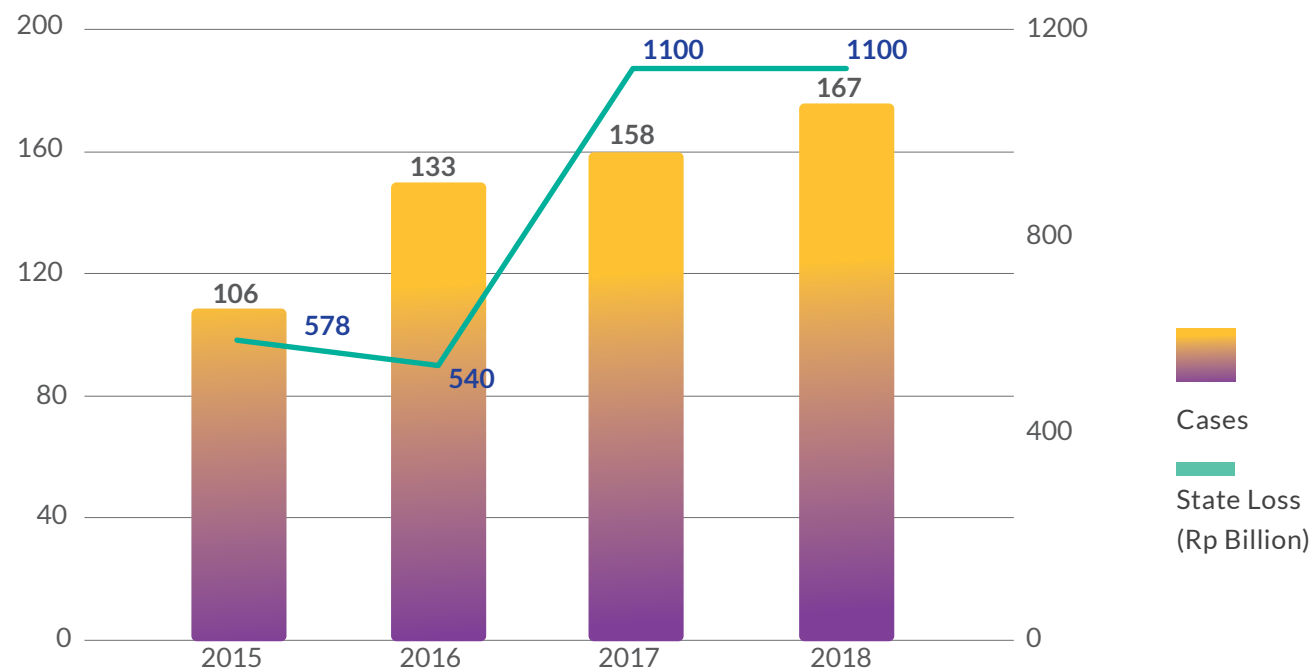
Background

In 2016, 2017, 2018, and 2019, up to 40% of 1,783 corruption cases handled by the law enforcement in Indonesia are related to the public procurement process, with the highest recorded by Indonesia Corruption Watch in 2019 reaching up to 64%.

In the past 10 years, 53% of the tenders in Indonesia were about construction. Those construction projects have been awarded to companies who became the top 10 companies receiving largest public contract values between 2011-2020. The same 10 companies also happen to be state-owned enterprises (SOEs), of which, all of them, are involved in corruption cases (see Annex 2 for examples).[3]

Analysis on the infrastructure procurement process becomes important as it dominates the government expenditure every year in the past 10 years with many cases of corruption found during its contracting process. It is recorded that there is a 50% increase in the number of cases of corruption in infrastructure and procurement projects in Indonesia between 2015 and 2018.

The study aims to analyse the 2020 infrastructure tender data available on Opentender to try to see the redflags based on the indicators on the multiple templates and guidance provided by the Open Contracting Partnership..

Objective

ICW delivered this report to assess the extent to which the existing data related to infrastructure can be analysed. This also includes the extent to which:

- ICW's and/or OCP's red flags methodology and indicators can also be applied to infrastructure projects and contracts; and

- whether there are any additional red-flags indicators that should be added to the ICW's and/or OCP's red-flags methodology which would be especially important or useful for infrastructure.

Data Scope & Methods

Methods

This study will assess data available in Opentender based on the 3 (three) OCP guidelines:

1. OC4IDS use cases & indicators;

2. Redflags to OCDS Mapping Template;

3. Use-Case Guide Linked to OCDS. The report applied the use cases and indicators in the 3 (three) documents and map available data to assess the extent of the methodology and indicators that could be applied to infrastructure projects.

With indicators already available in the Opentender platform, the report studied 2020 infrastructure projects data to see how the analysis would look like. This report was conducted using a quantitative approach to analyze procurement data from 1 January - 31 December 2020. For some indicators, the study carried out manual online tracing to check track record of the companies.

Data available on Opentender are official data from National Public Procurement Authority (hereinafter referred to as "NPPA") as the data source. The units of analysis were national-level contracting processes by government agencies (ministries, institutions, province, regency, and municipality – together referred to as buyers).

Graph 1.1 Corruption Trend in the Infrastructure Sector 2015 - 2018

Cases

State Loss (Rp Billion)

Increasing Corruption Trend in the Infrastructure Sector 2015-2018.

Source: (ICW processed by Katadata)

[3] For detailed information see Annex 2

Data Scope

There are 4 (four) types of procurement in Indonesia[4]: goods, construction, specialised consultancy (expert) services, and other types of services. This study will focus on analysing the construction procurement type carried out in 2020.

There are 5 (five) methods recognized in Indonesia's public contracting system (e-purchasing, direct procurement, direct appointment, quick tendering, and tendering/selection)[5], but this study focused only on the tendering method in construction procurement.

The data used specifically came from the period of 1 January 2020 to 31 December 2020 with the NPPA as the data source. The data consisted of 3 (three) information clusters on:

1. General procurement plan (planning).

2. Announcement (tendering).

3. Conclusion of tendering data (award)

The three clusters were then analyzed using the Open Contracting Data Standard (OCDS) guidelines: Redflags to OCDS Mapping[7], Use case guide: Indicators linked to OCDS[8], and Procurement Market Indicators[9]. Informed by these guidelines, the study identified 5 (five) dimensions and 14 indicators to analyze, as specified in the following table.

Table 1.1 Procurement Methods and Availability of Data

No	Methods	Availability of Data
1.	E-Purchasing	Not available
2.	Direct Procurement	Not available
3.	Direct Appointment	Not available
4.	Quick Tendering	Available
5.	Tendering	Available

Of 5 (five) phases in public contracting (planning, tendering, award, contract, and implementation)[6], this study focused on the first three of that cycle: planning, tendering, and awarding based on data availability.

Table 1.2 Phases of Public Contracting and Availability of Data

No	Phase of Public Contracting	Availability of Data
1.	Planning	Available (since 2013)
2.	Tendering	Available
3.	Award	Available
4.	Contract	Not Available
5.	Implementation	Not Available

Table 1.3 Research Dimensions and Indicators

No	Dimension	Indicators
1.	Market competition and opportunity	1. Market concentration
		2. Top 10 Supplier with Largest Contracted Total
		3. Percent of Contracts Awarded to Top 10 Suppliers
		4. Number of New Awarded Suppliers (New Suppliers)
		5. Percent of New Suppliers to All Suppliers
		6. Percent of Growth of New Awarded Suppliers in a System
2.	Internal efficiency	1. Percent of Cancelled Tenders
		2. Days Between Tender Start Date and Award Date
3.	Value for Money	1. Percentage of Overruns
		2. Percentage of Saving

[4] Presidential Regulation Number 16 of 2018 on Public Procurement. Article 3 paragraph (1)

[5] Presidential Regulation Number 16 of 2018 on Public Procurement. Article 38 dan 41

[6] Open Contracting Partnership, The Contracting Process, https://standard.open-contracting.org/latest/en/getting_started/contracting_process/ accessed on 2 January 2021

[7] Open Contracting Partnership, The Contracting Process, https://standard.open-contracting.org/latest/en/getting_started/contracting_process/ accessed on 2 January 2021.

[8] Open Contracting Partnership. Redflags to OCDS Mapping. https://www.open-contracting.org/resources/red-flags-integrity-giving-green-light-open-data-solutions/ accessed on 2 January 2021.

[9] Open Contracting Partnership. Use case guide: Indicators linked to OCDS. https://www.open-contracting.org/resources/using-it/ accessed on 2 February 2021.

Table 1.3 Research Dimensions and Indicators

No	Dimensi	Indikator
4.	Public Integrity	1. Percent of Tenders with Linked Procurement Plans
		2. Percent of Tenders with Fewer than 20 Characters in Title
		3. Percent of Tenders with Fewer than 60 Characters in the Description
		4. Percent of Tenders Without Item Codes or Item Description
5.	Red Flag	1. Procurement with Highest Award Value
		2. Procurement in the Fourth Quarter

References to OCP Resources

Resources	Indicators available for analysis
OC4IDS use cases & indicators	3 use-cases that are applicable out of 29 OC4IDS use cases 1. Repeat winner to measure competition. 2. Types of procurement, between tender and non-tender, to measure competition in each type 3. Tender value vs award value to measure value for money Please see the details of applied use-cases in Annex 1.1. 4 out of 37 OC4IDS indicators are applicable to Opentender data 1. Significant cost overruns to measure efficiency 2. Repeat winner (in number of contract) to measure competition 3. Repeat winner (in value of contract) to measure competition 4. Award value vs tender value to measure value for money Please see details in Annex 1.2.
Redflags to OCDS Mapping Template	3 out of 119 indicators applicable to Opentender in Redflags to OCDS Mapping templates 1. The unreasonably low line item 2. The unreasonably high line item 3. Bid is too close to budget, estimate, or preferred solution Please see details in Annex 2.1.

Resources	Indicators available for analysis
Redflags to OCDS Mapping Template	3 additional indicators by ICW based on Indonesian context that are not available on the OCP's Redflags to OCDS Mapping template 1. Higher values represents higher risk 2. Low saving of award value from tender value (owner estimates) 3. Budget rushing to maximise spending at the end of fiscal year. Please see details in Annex 2.2.
Use-Case Guide Linked to OCDS	13 out of 52 indicators of use-case guide linked to OCDS are applicable to Opentender data, including 2 indicators that required some adjustment based on Indonesian context 1. Percentage of top 10 suppliers with largest contracted total to measure market opportunity 2. Number of new awarded supplier to measure market opportunity 3. Percent of awards awarded to new suppliers to measure market opportunity 4. Total awarded value to new suppliers to measure market opportunity 5. Percent of new suppliers to all suppliers to measure market opportunity 6. Market concentration to measure market opportunity 7. Percent of tenders with fewer than 10 characters in the title to measure public integrity. Based on Indonesian context, this indicator is adjusted from 10 characters to 20 characters. 8. Percent of tenders with fewer than 30 characters in the description to measure public integrity. Based on Indonesian context, this indicator is adjusted from 30 characters to 60 characters. 9. Percent of tenders that do not include detailed item codes or item description to measure public integrity 10. Length of tender period (days) to measure internal efficiency 11. Percent of canceled tenders to awarded tenders to measure internal efficiency 12. Percent of contracts that exceed budget to measure value for money 13. Total percentage of savings to measure value for money Please see details for the indicators applied from the Use-Case Guide linked to OCDS in Annex 3.

Analysis of Infrastructure Tender Data in 2020

In 2020, Indonesia carried out 48.83% tender on infrastructure (36,871 tender) from the total of 75,326 tender. The total award value for all infrastructure tenders is IDR 180.07 trillion (USD 12.39 billion). This analysis is carried out per datasets available by January 2021. Some datasets may be updated by procurement agencies after the research is carried out and not captured in this analysis.

Competition

• Market Concentration

Market contraction in this indicator uses The Herfindahl-Hirschman Index (HHI). It is a common measure of market concentration and is used to determine market competitiveness. Higher HHI score indicates a concentrated market with only several firms competing. This indicator considers each procuring entity as a single market. To illustrate, an HHI of 10,000 (maximum score) means that there is only one firm in a contracting process. An HHI of or near 0 means that the market is highly competitive (zero concentration). A market with an HHI of 2,000-3,999 to be a moderately concentrated (moderately competitive) market, and an HHI of 4,000 and greater to be a highly concentrated market (not competitive).

Graph 1.2 Market Concentration in 2020
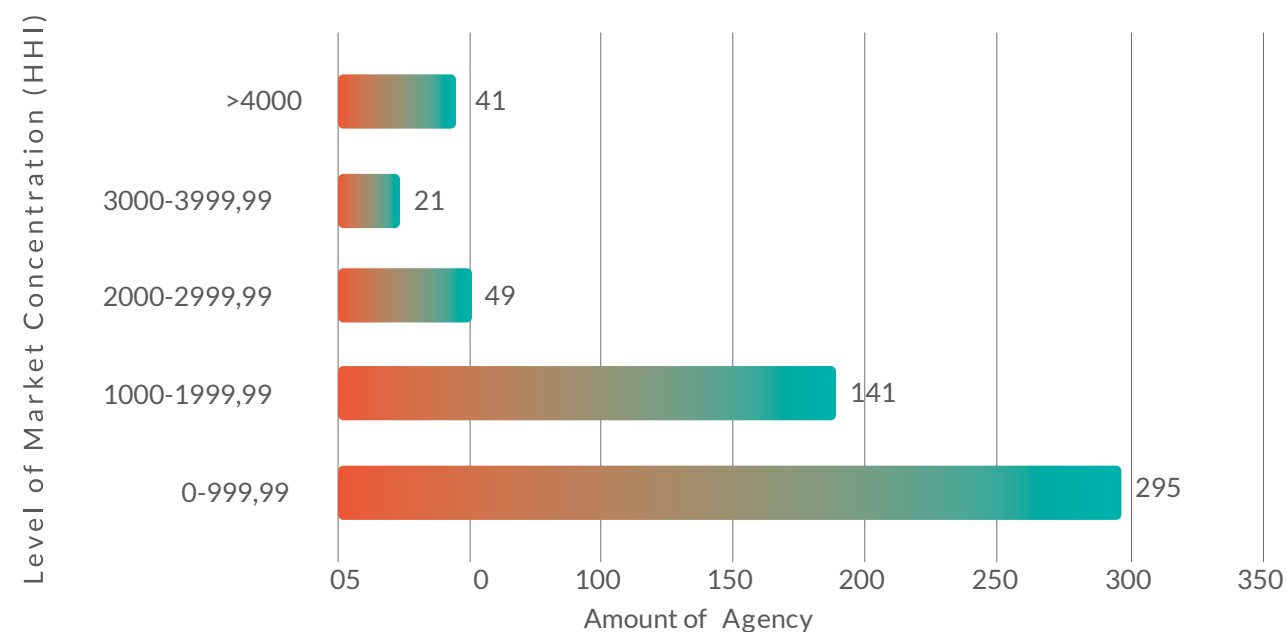
Source: Opentender[10]

[10] Opentender. Accessed on 3 January 2021.

In 2020, there were 41 of 547 (7.5%) government agencies both at the national and local level with HHI[11] more than 4,000 (see Annex 8). This means that market concentration is very high (not competitive) based on the HHI definition. Meanwhile, 295 government agencies (53.9%) have HHI below 1,000 - showing a low market concentration.

• Top 10 Most Contracted Suppliers

Table 1.4 Top 10 Most Contracted Supplier in 2020

Supplier	Number of Contract	Total Award Value
PT. NAMBUR MARLATA	18	Rp 28,428,081,714.24
CV MORA JAYA	18	Rp 9,774,786,651.54
CV. RIAPRIMA PUTRI AMBAR	18	Rp 16,235,584,516.17
PT. ADHI KARYA (PERSERO) TBK.*	15	Rp 2,419,611,345,817.72
PT. NINDYA KARYA (PERSERO)*	15	Rp 2,070,788,880,821.04
KARYAMANDIRI PERKASA	15	Rp 32,945,973,430.19
PT BRANTAS ABIPRAYA (PERSERO)*	14	Rp 3,127,574,594,516.04
PT. WASKITA KARYA (PERSERO) TBK*	14	Rp 2,667,397,588,784.17
BHINAREKA UTAMA	14	Rp 100,878,250,345.79
KARYA DUTAMANDIRI SEJAHTERA	14	Rp 79,525,449,011.40

*) *State-Owned Enterprises*

Source: Opentender[12]

From the table above, the study then conducted a manual tracing and found that 4 out of 10 most contracted suppliers in infrastructure in 2020 are State-Owned Enterprises. They are PT. ADHI KARYA (PERSERO) TBK., PT. NINDYA KARYA (PERSERO), PT BRANTAS ABIPRAYA (PERSERO), PT. WASKITA KARYA (PERSERO) TBK.

[11] Herfindahl-Hirschman Index (HHI) formula gives a calculation result in a range between 0 to 10,000. A market with an HHI of less than 1,500 is considered to be a competitive market, an HHI of 1,500-2,500 to be a moderately concentrated (moderately competitive) market, and an HHI of 2,500 and greater to be a highly concentrated market (not competitive

[12] Opentender. Accessed on 3 January 2021.

- Top 10 Suppliers with Highest Contracted Value

Table 1.5 Top 10 Supplier with Highest Contracted Value in 2020

Supplier	Number of Contract	Total Award Value
SINO ROAD AND BRIDGE GROUP CO., LTD	1	Rp 4,585,032,615,891.12
PT BRANTAS ABIPRAYA (PERSERO)*	14	Rp 3,127,574,594,516.04
PT. PEMBANGUNAN PERUMAHAN (PERSERO) TBK*	8	Rp 2,727,411,788,503.82
PT. WASKITA KARYA (PERSERO) TBK*	14	Rp 2,667,397,588,784.17
PT. ADHI KARYA (PERSERO) TBK.*	15	Rp 2,419,611,345,817.72
PT. ADHI KARYA (PERSERO) TBK.*	9	Rp 2,350,453,485,544.95
PT. NINDYA KARYA (PERSERO)*	15	Rp 2,070,788,880,821.04
PT. WIJAYA KARYA (PERSERO) TBK.*	5	Rp 1,665,926,622,041.56
PT. LEN INDUSTRI (PERSERO)*	5	Rp 1,621,821,954,000.00
PT. PP (PERSERO) TBK*	4	Rp 1,508,309,255,435.56

*) State-Owned Enterprises
Source: Opentender[13]

From the table above, the study then conducted a manual tracing and found that 9 out of top 10 suppliers with highest contracted value in 2020 are State-Owned Enterprises. One supplier is a Chinese Company (Sino Road and Bridge Group Co., LTD) with joint-venture with the other two State-Owned Enterprises (PT. Adhi Karya and PT. Wijaya Karya).

In summary, in the infrastructure market, the majority of suppliers are State-Owned Enterprises. From the readiness of administration during pre-qualification period, the amount of asset owned put as guarantee, to tools and equipments[14] are amongst the reasons why SOEs have been the winner for most public construction projects. To assess further on the track record of the top 10 suppliers with the highest contracted value in 2020, the study carried out a manual online tracing with findings as follow:

Table 1.6 Track Record of Top 10 Supplier with Highest Contracted Value in 2020

Supplier	Track Record
SINO ROAD AND BRIDGE GROUP CO., LTD	One of the Chinese companies (Sino Road and Bridge Group Corporation - SRBGC) won an intercity toll road construction contract in 2020 with a total value of IDR 4.58 trillion (USD 63.1 billion). This contract is carried out through a Joint-Venture scheme where the work is carried out between 3 companies in which the SRBGC's portion is 55% while PT Adhi Karya and PT Wijaya Karya are at 22.5% each respectively.
PT BRANTAS ABIPRAYA (PERSERO)	The official(s) in the SOEs are named as suspects for corruption cases through the modus operandi of carrying out fictitious construction projects between 2009-2015 totalling an estimate of IDR 202 billion (USD 14 million) of state loss (PT Waskita Karya), collusion acts in the 2015-2016 Waterfront City Bridge construction project totalling an estimate of IDR 39.2 billion (USD 2.7 million) (PT Adhi Karya) state loss, and another state loss from the embezzlement case totalling IDR 6 billion (USD 416 thousand) (PT Brantas Adipraya).
PT. PEMBANGUNAN PERUMAHAN (PERSERO) TBK	Witness in Construction Training Hospital and Medical Devices in Airlangga University
PT. WASKITA KARYA (PERSERO) TBK	The official(s) in the SOEs are named as suspects for corruption cases through the modus operandi of carrying out fictitious construction projects between 2009-2015 totalling an estimate of IDR 202 billion (USD 14 million) of state loss (PT Waskita Karya), collusion acts in the 2015-2016 Waterfront City Bridge construction project totalling an estimate of IDR 39.2 billion (USD 2.7 million) (PT Adhi Karya) state loss, and another state loss from the embezzlement case totalling IDR 6 billion (USD 416 thousand) (PT Brantas Adipraya).
PT. ADHI KARYA (PERSERO) TBK.	
PT ADHI KARYA (PERSERO) TBK	
PT. NINDYA KARYA (PERSERO)	PT Nindya Karya was the first SOEs named as a corporate suspect in 2018 for their corruption case totalling IDR 313 billion (USD 21.7 million) of state loss from 2006-2011 state budget in the construction of Sabang City Harbor construction. Their modus operandi are collusion and marked up the project costs.

[13]Opentender. Accessed on 3 January 2021.

[14] ICW. 2022. Analysis of 10 years of Public Procurement Reform in Indonesia.

Table 1.6 Track Record of Top 10 Supplier with Highest Contracted Value in 2020

Supplier	Track Record
PT. WIJAYA KARYA (PERSERO) TBK.	Suspect in fictitious projects Suspect in Waterfront case
PT. LEN INDUSTRI (PERSERO	Witness in Electronic ID corruption case
PT. PP (PERSERO) TBK	Witness in Construction Training Hospital and Medical Devices in Airlangga University

Source: ICW team online tracking, 4 April 2021.

The same trend of SOEs winning construction tender can also be found consistently in the past 10 years (2011-2020) with half of the **top 10 contracted suppliers** are State Owned Enterprises who have been involved in corruption cases[15]. For example; Nindya Karya, Adhi Karya, Waskita Karya, Brantas Abipraya, Pembangunan Perumahan. In parallel, all of the **top 10 suppliers with the highest award value** throughout the decade are also SOEs - with 9 of them are national and 1 is local company based in the capital city of Jakarta[16].

There is no regulation that provides affirmative action for state-owned companies. There are indeed many construction National SOEs participating in tenders compared to large private construction companies. Although private construction companies exist, they are not rivals to National SOEs. This also needs to be further investigated as to why many large private construction companies do not participate in government tenders[17]. Many private construction companies participate in tenders, but they are not at the same level with the national SOEs, while those on par with National SOEs are reluctant to participate in tenders.[18]

Market Opportunities

- Percentage of Contracts Awarded to Top 10 Suppliers with Largest Contracted Totals Vs. Percentage of Value Awarded to Top 10 Suppliers

Graph 1.3. Percentage of Contracts Awarded to Top 10 Suppliers with Largest Contracted Totals

Top 10:153 (0.42%)
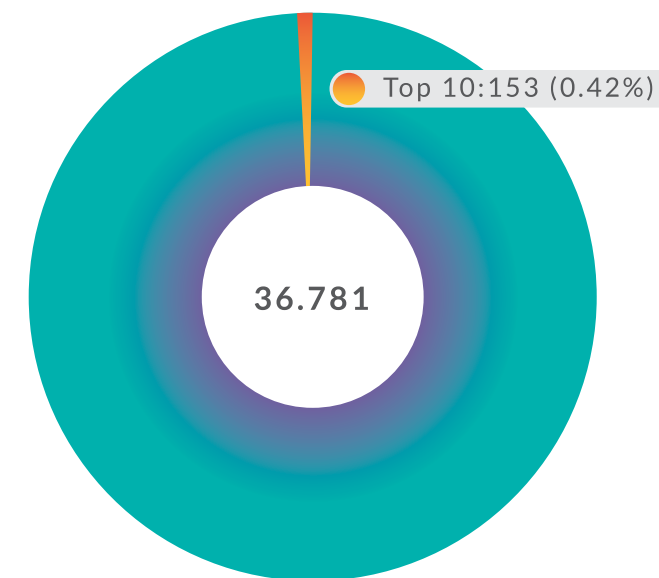
36.781

Source: Opentender[19]

Graph 1.4. Percentage of Value Awarded to Top 10 Suppliers

Top 10:Rp 24,74 Trilun

Rp 180,07 Triliun
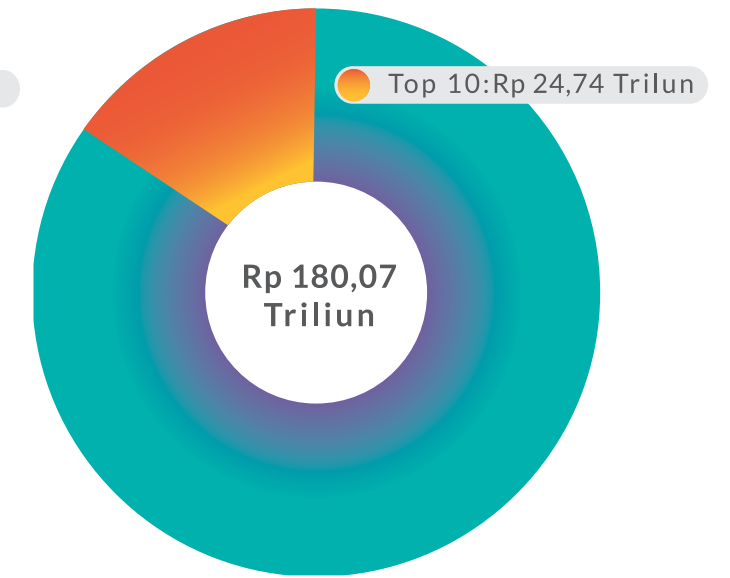
Source: Opentender[20]

There were 0.42% tender (153 of 36,781) in 2020 awarded to top 10 suppliers. The top 10 suppliers dominated 13.74% of the infrastructure award value at IDR 24.74 trillion (USD 1.7 billion). Those top 10 suppliers have been described in the previous competition chapter.

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[15]For detailed information see Annex 3

[16]For detailed information see Annex 3

[17]ICW. 2022. Analysis of 10 years public procurement reform https://antikorupsi.org/en/article/ a-decade-of-eprocurement-in-indonesia. accessed on 9 March 2022

[18]ICW. 2022. Analysis of 10 years public procurement reform https://antikorupsi.org/en/article/ a-decade-of-eprocurement-in-indonesia. accessed on 9 March 2022

[19]Opentender. Accessed on 13 January 2021

[20]Opentender. Accessed on 13 January 2021

- Percentage of New Suppliers to All Suppliers Based on Number of Contracts Vs. Percentage of New Suppliers to All Suppliers Based on Award Value

New suppliers are defined as suppliers that have never won any contracts in New suppliers are defined as suppliers that have never won any contracts in the previous years (2011-2019) in any government agency.

Graph 1.5. Percentage of New Suppliers to All Suppliers Based on Number of Contracts
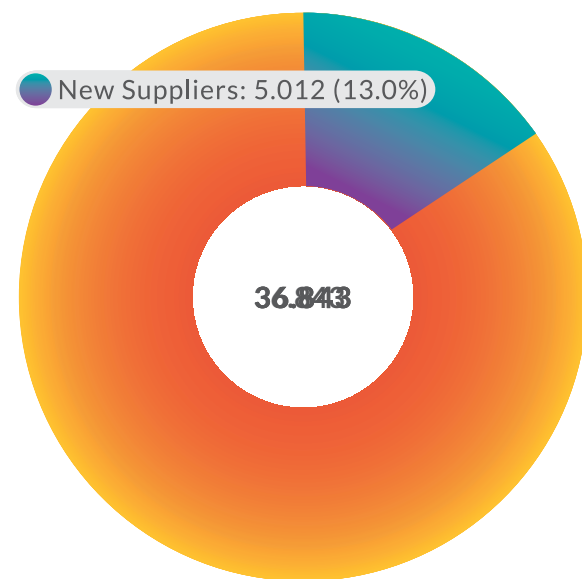
Graph 1.6 Percentage of New Suppliers to All Suppliers Based on Award Value

New Suppliers: 5.012 (13.0%)

New Suppliers: Rp 14.24 Trilion (7.91%)

36.843

Rp 180,07 Triluiun

Source: Opentender[21]
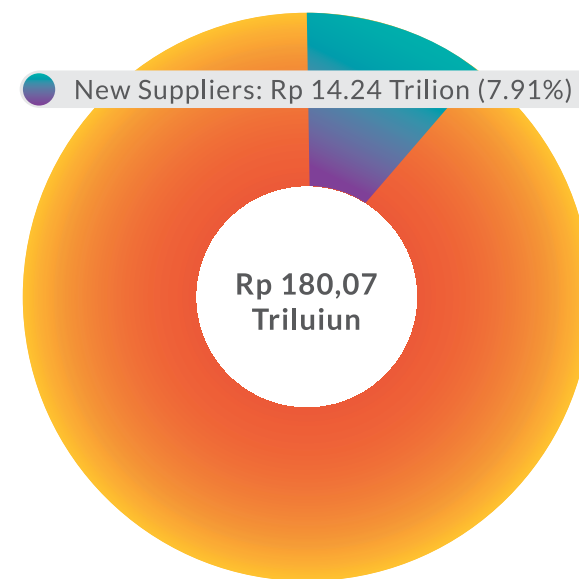
Source: Opentender[22]

There were 5,012 new suppliers out of 36,843 total suppliers (13.6%) in 2020. The new suppliers received 7.91% of the total infrastructure award value; IDR 14 trillion (USD 964 million) out of IDR 180.07 trillion (USD 12.3 billion).

Under this sub indicator of market opportunities, further analysis on types of new suppliers participating in public procurement could not be carried out due to the lack of data disclosure. The study recommends data disclosure improvement for a better analysis.

Internal Efficiency

- Percent of Cancelled Tenders

Graph 1.7 Percent of Canceled Tenders in 2020

Cancelled tender: 9.478 (19.66%)
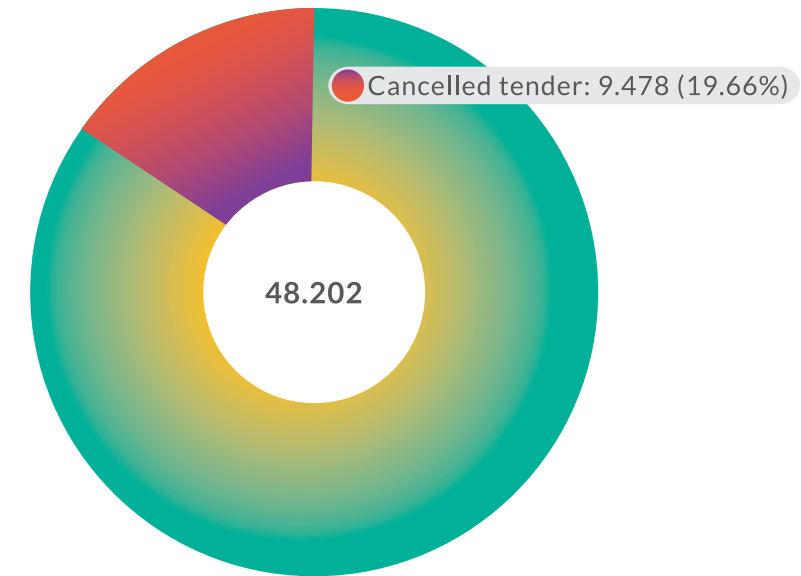
48.202

Source: Opentender[23]

There were 9,478 cancelled tenders of the total 48,202 tenders (19.66%) in 2020. Unfortunately, the cause of tender cancellation could not be analysed due to the lack of data quality. The current available data is only in unstructured text format where most of the information is incomplete / empty. The lack of category in the reasons for a tender being cancelled pose challenges in further analysis.

[21]Opentender. Accessed on 13 January 2021

[22]Opentender. Accessed on 13 January 2021

[23]Opentender. Accessed on 13 January 2021

- ## Days Between Tender Start Date and Award Date

Graph 1.8. Days Between Tender Start Date and Award Date in 2020
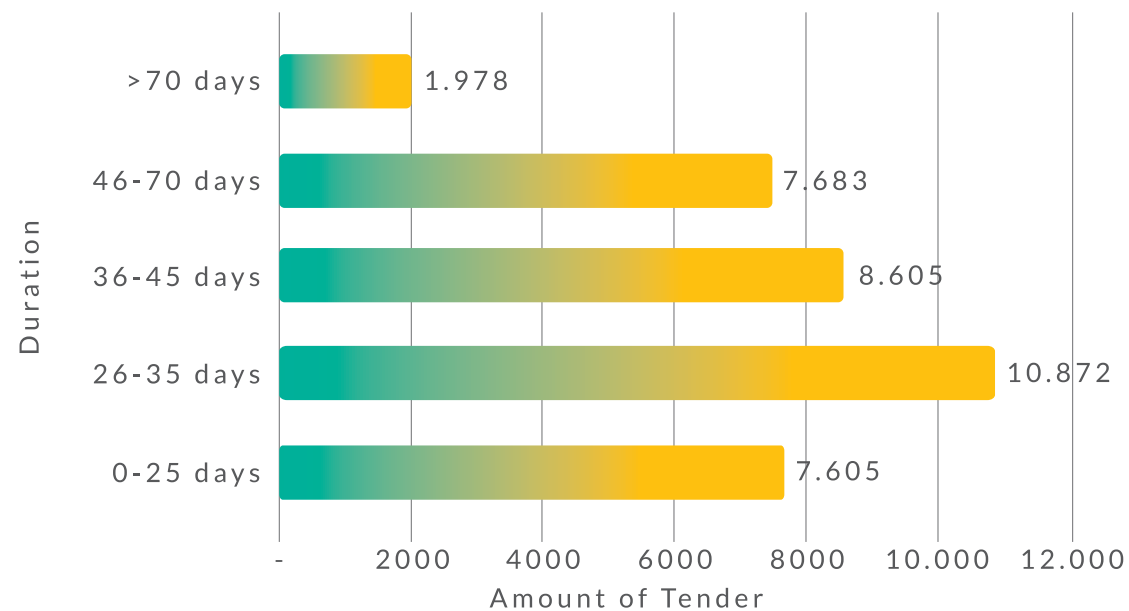
Source: Opentender[24]

5.4% of the tenders (1,978 out of 36,743) had a tendering period longer than 70 days. The longest duration of tender in 2020 occurred in 1,978 out of 36,743 tender (5.4%) with more than 70 calendar days. The most dominant duration is between 26-35 days with 29.6% (10,872 tender) of the total tender. The fastest tender occurs between 0-25 calendar days with 20.7% (7,605 tender).

This means that one fifth of the infrastructure tender is carried out in less than 1 month. In Indonesian context, this is not unusual when the process is using a quick tender method where one of the requirements is to register in the vendor management system and already have experience working on similar projects before. In this regard, longer tender periods allow for longer negotiations and are more prone to corruption.

Due to the lack of data on bidding period, detailed analysis on the length of evaluation or selection process could not be carried out. Data disclosure improvement is required. Government offices have to disclose more types of procurement data, since each procurement data could have different average duration. However, this study only focuses on tender data (based on the existing data availability on Opentender). Thus, it is not possible to calculate them by segmenting it. ICW developed different risk calculations for direct procurement and direct appointment method (non-tender data) to be implemented at the end of 2021.

In addition to procurement methods, duration might also be affected by many other variables, including size and maturity of procurement agencies, selection methods, evaluation methods, whether or not a procuring entity uses their own system or borrows the system from another office, etc. Due to the large variability, the Opentender does not further differentiate the average duration other than tender and non tender.

Public Integrity

- ## Percent of Tenders with Fewer than 20 Characters in Title

This indicator on 'Tenders with Fewer than 20 Characters in the Title' was drawn based on the average number of characters of shortest title from tenders between 2010 to 2020.

Graph 1.9. Percent of Tenders with Fewer than 20 Characters in Title in 2020

- 0-20 Characters (288/0.78%)
- 21-40 Characters (7.363/20.02%)
- 41-60 Characters (13.240/36%)
- 61-80 Characters (8.667/23.56%)
- > 80 Characters (7.223/19.64%)
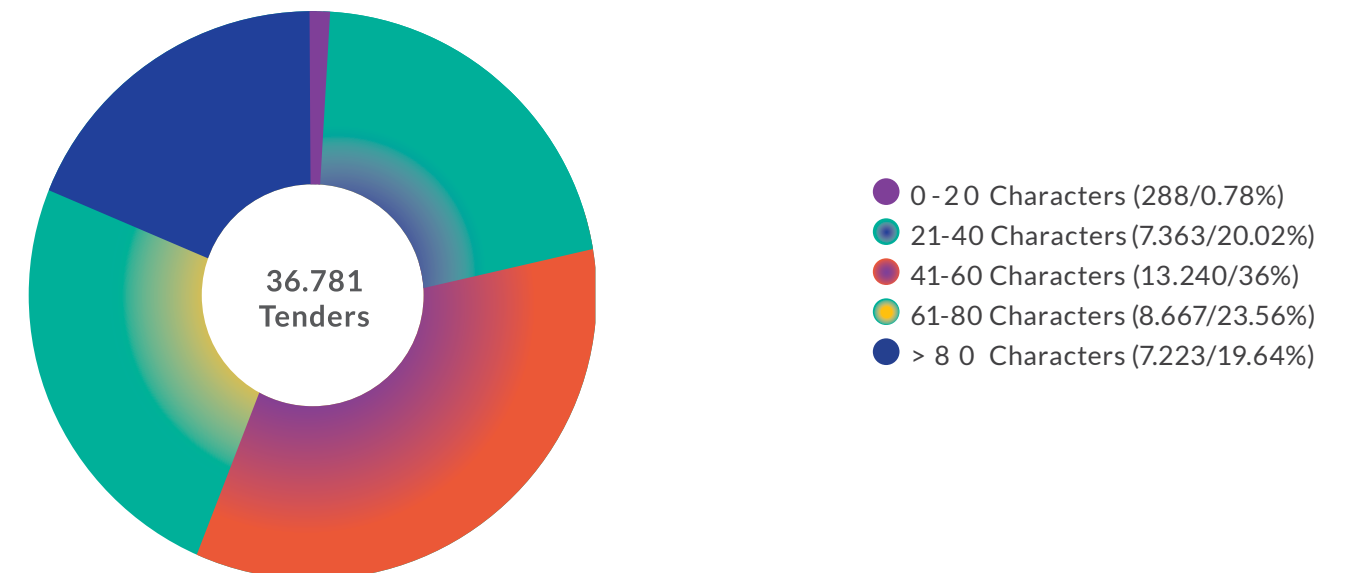
Source: Opentender[25]

There were 288 out of 36,781 tender (0.78%) that have very short titles with 0-20 characters. For example, *"Sungai Cipelang"* (*Cipelang River*), DI. Ciputrahaji", "Pemagaran Kebun" (*Garden Fence*), "Pembangunan RKB" (*NCR[26] Construction*) or "Penataan Koleksi Nisan dan Meriam" (*Tombstone and Canon Collection Arrangement*).
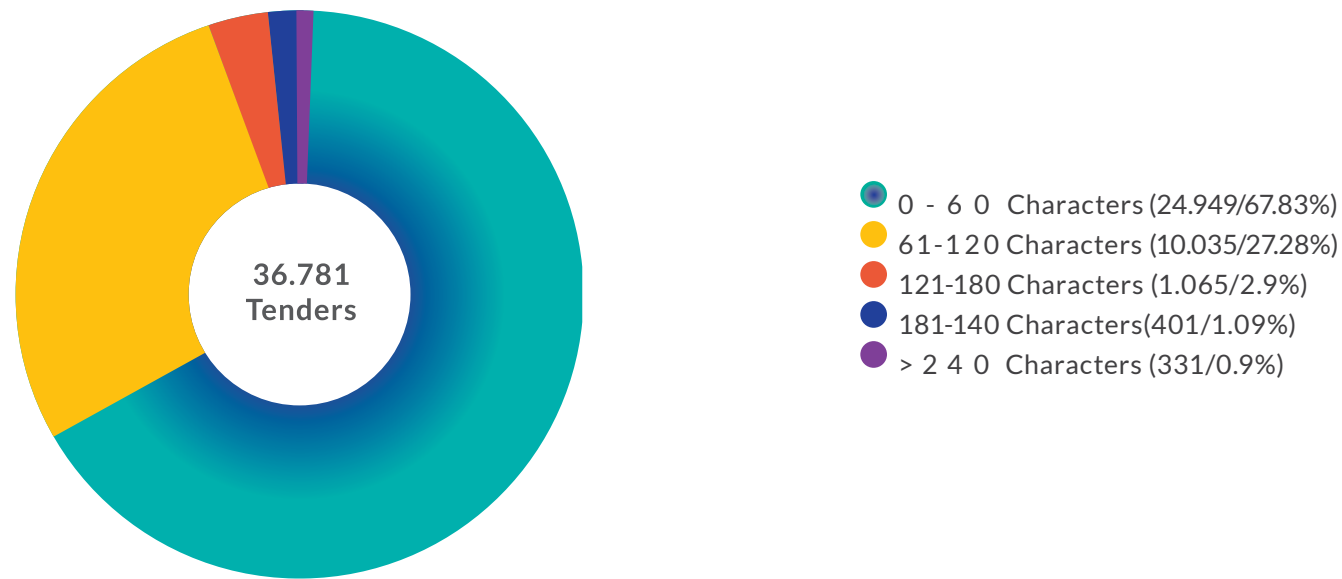
A total of 7,223 tender (19.54%) already provides sufficient length of titles with more than 80 characters. A short or non-descriptive tender title reduces the opportunity for potential bidders to find and understand tender announcements.

[25] Opentender. Accessed on 13 January 2021

[26] New Classroom (*Ruang Kelas Baru*). The description was in abbreviation.

- ## Percent of Tenders with Fewer than 60 Characters in the Description

This indicator of 'Tenders with Fewer than 60 Characters in the Description' was drawn based on the average number of characters of shortest title from tenders between 2010 to 2020.

Graph 1.10. Percent of Tenders with Fewer than 60 Characters in the Description iin 2020

36.781 Tenders

- 0 - 6 0 Characters (24.949/67.83%)
- 61-120 Characters (10.035/27.28%)
- 121-180 Characters (1.065/2.9%)
- 181-140 Characters(401/1.09%)
- > 2 4 0 Characters (331/0.9%)

Source: Opentender[27]

There were 67.83% tender with short descriptions (0-60 characters) with 24,949 tenders. For instance, "pemasangan dan pengecatan" (*installation and painting*), perbaikan atap dan plafon", "pekerjaan arsitektur" (*architectural work*), "pembangunan drainase" (*drainage construction*), or "penataan nisan dan meriam" (*tombstone and canon arrangement*). A short or non-descriptive tender description reduces the opportunity for potential bidders to find and understand tender announcements.

At the same time, there were only 0.9% tender (more than 240 characters) with 331 tenders. However, further analysis is required whether the long description would assist potential vendors to participate in the tender. For example,

"The need for transportation service as a result of the achievement of development effort carried out so far shall be anticipated properly by improving the ability of a proper transportation infrastructure services;

Transportation development goal on road construction is to support the achievement of an independent and reliable economy through the operation of transportation systems while the target to be achieved is to improve the role of a great transportation system to meet the needs of humans, goods and services mobility and to achieve an efficient national transportation system.

Road infrastructure has an important role in supporting the achievements of other sectors leading to an integrated inter-city transportation system to achieve a great distribution system. Road sector construction in a region is not separated from the role of the public from a simple to good role."

In conclusion, in order to improve analysis on public integrity, NPPA needs to improve their data quality by adding a more complete explanation of the title and description in order to encourage vendors to participate.

Value for Money

- ## Percentage of Difference between Award Value vs. Tender Value

Graph 1.11 Percentage of Difference between Award Value vs Tender Value in 2020

Percentage	Amount of Tender
>0%	121
0% until 0.99%	7.248
-1% until -1.99%	6.007
-2% until -2.99%	4.074
-3% until -3.99%	2.354
-4% until -7.99%	5.292
-8% until -11.99%	2.750
-12% until -15.99%	2.282
-16% until -19.99%	2.358
≥-20%	4.240
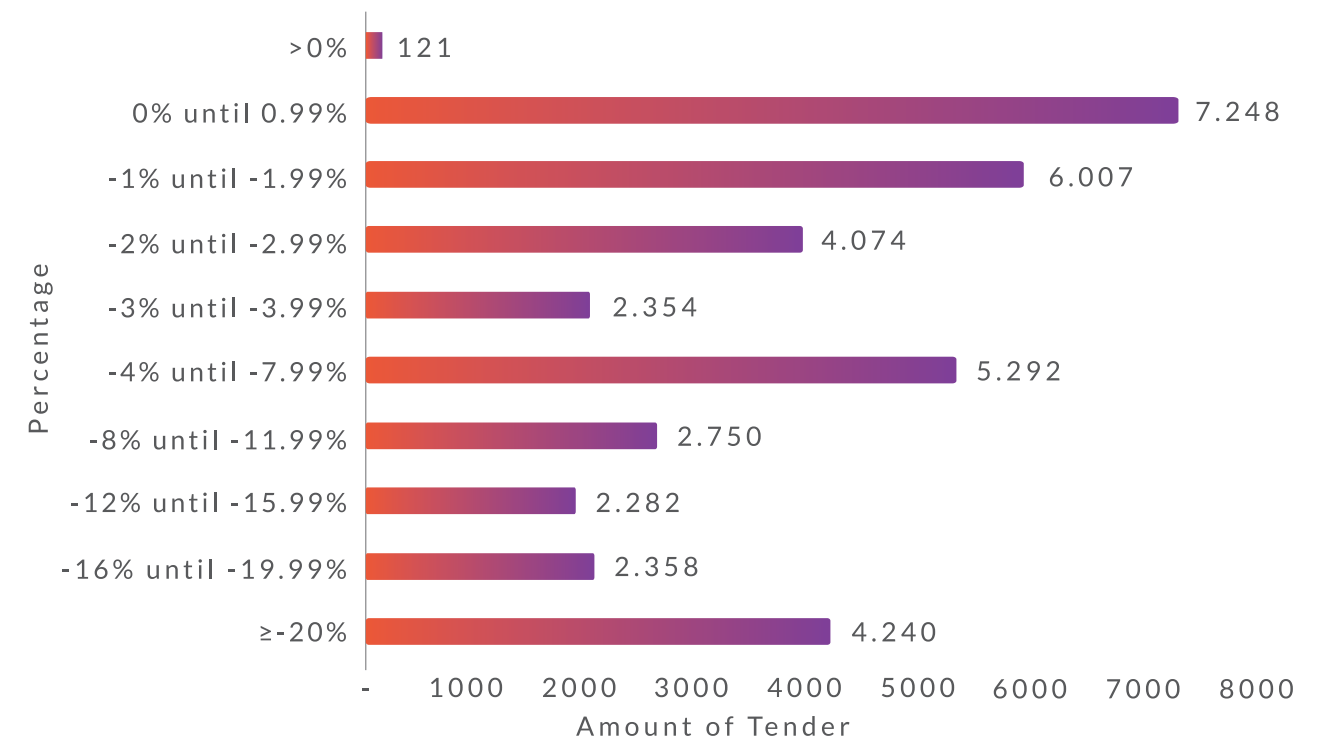
Source: Opentender[28]

The graph above shows the percentage of overruns and savings. The percentage of overruns (red) are tenders with award values above the owner's estimate (tender value). Meanwhile, the percentage of savings (green) in this indicator are tenders with award values below the estimated tender value.

There were 0.3% (121 tenders out of 36,726) that had overruns (the award value exceeds the tender value).

In terms of savings, 19.7% of the tenders had savings of less than 1%, while 11.5% had savings higher than 20%.

This shows that the majority of the infrastructure award value is very close to the tender value. This can be further analysed as this leads to redflags.

However, the high rate of savings cannot be interpreted as a reflection of the procurement process that became more efficient because award values that are far below the tender values can also indicate planning problems to potential irregularities.

Additional Red Flag Indicators

• Procurement in the Fourth Quarter

Based on ICW indicators, a procurement process that starts in the fourth quarter indicates a rushed process of procurement and an attempt to maximize spending without proper preparations which will lead to low quality delivery, sometimes even incomplete or fictitious works. This indicator is used in Opentender's Potential Fraud Analysis and based on analysis of corruption cases reported to ICW since 2004. Below is the infrastructure tender carried out in the fourth quarter of 2020.

Graph 1.12. Percentage of Tendert in the Fourth Quarter

Kuartal 4 : 3.640 (9.9%)
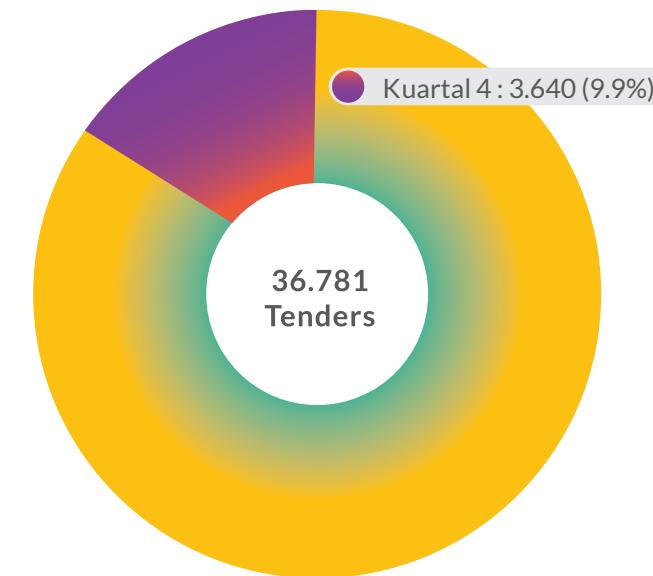
36.781 Tenders

Source: Opentender[29]

There were 9.9% of the tender (3,640 of 36,781) that was announced in the 4th quarter of 2020 (October, November, December). These 3,640 tenders are single year contracts (not multi-year) And are not part of the advance planning for next year budge[30] (Pradipa[31]). **A single-year procurement that is initiated in the fourth quarter typically has higher risk of fraud**[32]. Procurement projects that only begin quite late in a fiscal year are often perceived as a last-minute attempt to spend allocated budget and tend to be done without planning or due process

• Top 10 Infrastructure Tenders with the Highest Award Value

The top 10 infrastructure tenders with the highest award value in 2020 are highway construction, railway signal and communication infrastructure, stadium construction, road construction, irrigation network rehabilitation project, flood mitigation construction, airport facility construction, dam construction, and water-pump station construction.

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[29] Opentender. Accessed on 20 January 2021

[30] Presidential Regulation Number 16 of 2018 on Public Procurement. Article 50 paragraphs 9 and 10 stipulate: The goods and services which contract must be signed at the beginning of the year, the selection may be implemented after:

    1.   The determination of ministerial/institutional budget ceiling; or

    2.   The approval of regional apparatus' RKA in accordance with the provisions of the legislation

    3.   Therefore, a pre-DIPA tender is a tender initiated ahead of a new fiscal year. To illustrate, a tender may be initiated in December 2020 for the fiscal year of 2021.

[31] Pradipa: Pra Daftar Isian Pelaksanaan Anggaran / next year budget)

[32] Opentender. https://Opentender/#/method/. Indicator #6.

Table. 1.7. Infrastructure Tenders with the Highest Award Value Nationally 2020

Tender Title	Supplier	Tender Value	Award Value	Announcement Date	Ceiling
PEMBANGUNAN JALAN TOL SERANG - PANIMBANG SEKSI 3 (CILELES-PANIMBANG)	SINO ROAD AND BRIDGE GROUP CO., LTD	Rp4.60 Triliun	Rp4.59 Triliun	06-12-2019	Rp4.60 Triliun
Peningkatan Sistem Persinyalan Dan Telekomunikasi Perkeretaapian Pada Lintas Jatinegara – Bogor Dan Manggarai – Jakartakota MYC 2020-2022 (tender tidak mengikat)	PT. LEN INDUSTRI (PERSERO)	Rp1.06 Triliun	Rp1.04 Triliun	24-09-2020	Rp1.06 Triliun
Pembangunan Stadion di Kawasan Sport Centre (Multiyears)	PT. PP (PERSERO) TBK	Rp944.72 Milyar	Rp874.32 Milyar	07-02-2020	Rp983.00 Milyar
Pembangunan Jalan Kendari - Toronipa	PT. PEMBANGUNAN PERUMAHAN (PERSERO) TBK	Rp799.26 Milyar	Rp756.90 Milyar	24-01-2020	Rp800.00 Milyar
Rehabilitasi dan Peningkatan Jaringan Irigasi Rawa Wilayah Kerja Blok A Kabupaten Kapuas	PT. WIJAYA KARYA (PERSERO) TBK.	Rp808.55 Milyar	Rp738.05 Milyar	23-07-2020	Rp808.55 Milyar
Pengendalian Banjir Kali Bekasi Paket 1	PT ADHI KARYA (PERSERO) TBK	Rp666.90 Milyar	Rp591.66 Milyar	07-09-2020	Rp666.90 Milyar
- Pekerjaan Fasilitas Sisi Udara Bandar Udara Siboru Fakfak	PT. PEMBANGUNAN PERUMAHAN (PERSERO) TBK	Rp604.11 Milyar	Rp572.49 Milyar	03-09-2020	Rp684.78 Milyar
Pembangunan Bendungan Sepaku Semoi Kab. Penajam Paser Utara	PT BRANTAS ABIPRAYA (PERSERO)	Rp676.73 Milyar	Rp556.42 Milyar	27-12-2019	Rp676.73 Milyar
	PT. NINDYA KARYA (PERSERO)	Rp479.56 Milyar	Rp442.29 Milyar	05-05-2020	Rp501.74 Milyar
Pembangunan Stasiun Pompa Ancol Sentiong	PT. WIJAYA KARYA (PERSERO), TBK.	Rp497.29 Milyar	Rp437.61 Milyar	30-04-2020	Rp497.29 Milyar

Source: Opentender[33]

[32]Opentender. Accessed on 2 February 2021

The highest value of infrastructure tender in 2020 was awarded to SINO ROAD AND BRIDGE GROUP CO., LTD (SRBGC) in a joint-venture agreement with two other Indonesian construction companies. This coalition was formed for the first time in 2020 and was also found in the previous subchapter of top 10 supplier with highest contracted value.

However, it was not the first time SRBGC won a tender conducted by the Indonesian government. In other tenders, SRBGC did not have a good track record. In 2017, it won the Manado-Bitung Toll Road project in North Sulawesi where the work carried out was not in accordance with the target. The physical realization was only 13.47% of the agreed 26.06%. The toll road construction was also problematic due to late payments to subcontractors[34]

Recommendations

Improving Data Availability

In order to be able to carry out a more comprehensive analysis based on the OC4IDS Use-Case Indicators, key recommendations are to collect / disclose the following data/information:

1. To add project identifier related to infrastructure projects

2. To collect bidder data from LKPP system and disclose them to enable measuring value for money and implementation aspect

3. To collect documents related to implementation and evaluation from LKPP system to enable measuring efficiency and implementation aspects.

Project identifier is needed for overall comprehensive analysis on infrastructure projects whilst bidder information, when disclosed, would be able to analyse value for money on how the contracts are awarded whether it is the lowest bidding and to analyse the implementation on how many different agencies involved in one infrastructure project. It is a specific tagging that connects different procurement contracts under one project. For example, a road construction contract, feasibility consultancy contract, and supervision service contract are tagged under one project. This allows for an overall comprehensive analysis on each infrastructure project

On another note, **key documents related to implementation and evaluation** are available offline. It is necessary to publish the information online to be able to analyse efficiency on whether there are any significant time overruns, implementation on whether there are any external/additional unforeseen/exacerbated costs relating to the project, implementation on the physical progress of the project, implementation on the amount of variations (modifications) the project has and their scope.

It would also be beneficial if the government started collecting / structuring the **Expenditure Code**. It is a specific tagging for the type of construction expenditure (ie. road, hospital, school). For example, this would be useful to do comparative analysis on road construction carried out by the national / local governments.

Please also see annex 9 to see details of the 3 additional required data above.

For a more comprehensive analysis of infrastructure projects, it would also be useful to start the collection of data detailed in OC4IDS Use-case sheet 'use cases', column J & K.

In addition to that, the following are also key recommendations for National Public Procurement Agency (NPPA) to provide the related data based on the **Redflags to OCDS Mapping**:

1. To collect and disclose procurement planning documents, including General Procurement Planning, terms of reference and technical specifications, contract draft, as well as qualification documents.

2. To collect documents related to implementation (including contract documents, starting date of contract, vendor's name, contract progress, payment) and make it available online

3. To collect and make online the documents related to evaluation (including certificate of evaluation, and date and proof of job handover)

4. To prepare the data structure and make a standard for all information related to vendors participating in public procurement registered in the vendor management system.

Please see annex 10 for details on the 4 data required. The study also encouraged the NPPA to publish more data and information detailed in **Redflags to OCDS Mapping** like the ones in column E in sheet 'master'.

Internal efficiency. In addition to that, the lack of category in the reasons for a tender being canceled pose challenges in further analysis. It is recommended that NPPA improves data availability including, but not limited to, providing categories on reasons of canceled tender.

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[34] ICW. 2022. Analysis of 10 years public procurement reform https://antikorupsi.org/en/article/a-decade-of-eprocurement-in-indonesia. accessed on 9 March 2022

Improving Data Disclosure

The Indonesian government have provided online systems and information, however not all of these resource are openly available for public in machine-readable format. Currently there are 657 procuring entities with their own system with much data not being collected centrally due to the lack of resources / infrastructure from the National Public Procurement Agency to collect and store them, particularly the bidding participants' dataset. Some other datasets are on the pipeline to be integrated in the Opentender based on the planning agreement with the NPPA.

This report encouraged the NPPA to disclose the following data:

1. Data from the e-purchasing, direct appointment and direct procurement method[35]

2. All information related to suppliers participating in public procurement registered in the vendor management system. This information includes the one that is accessible by the public (ie. vendor's name) available in text format and the one that is not accessible by public (ie. vendor performance)

3. Participating bidders and their bid values

4. Contract date

Data from vendor management systems are available online however ICW have not yet received access to this data. For some other indicators like participating bidders, and bid values, they are not collected by NPPA from each procuring agency as they lack data and information system infrastructure and manpower. Please see Annex 11 for further details on the 4 required additional data.

Supplier classification. While calculating market competition, this study also could not analyse the types of new suppliers participating in public procurement due to the lack of data disclosure. The study recommends data disclosure improvement from NPPA on data available on the vendor management system, including but not limited to the types of participating suppliers for a better analysis (ie. State-Owned Enterprises, Small and Medium Enterprises, and/or scale of businesses, women-owned businesses, etc).

Additional redflag indicators. The study also could not analyse further on the track record of the company who wins the highest award value due to the lack of data disclosure. The study recommends data disclosure improvement from NPPA on data available on the vendor management system, including but not limited to the performance history of the vendor for a better analysis.

Improving Data Quality

Efforts in collecting some procurement data have been initiated and are accessible by Opentender. However, the quality is still required to be improved by the National Public Procurement Agency for better analysis, such as:

1. The information available on Procurement Plan Information System (SIRUP) like the work detail, volume of work, and technical specification / ToR

2. Information available on the e-procurement system (LPSE) like the contracted supplier and evaluation result on selection process

3.   Reasons / explanation why a tender is canceled

4. All information available on monitoring system of Budget Realisation (Monev Tepra) regarding the procurement process.

Internal Efficiency. The study also could not provide further analysis on the reasons for tender cancellation due to the lack of data availability. The current available data is only in text format where most of the information is incomplete / empty. It is recommended that NPPA improves data quality, including but not limited to setting the standard of the explanation on canceled tender

Public Integrity. A short or non-descriptive tender title and description reduces the opportunity for potential bidders to find and understand tender announcements. It is recommended that government institutions (both at the national and local level) improve their data quality by adding a more complete explanation of the title and description in order to encourage vendors to participate

Please see Annex 11 for details on the required data to improve.

Further Research / Analysis.

Market competition focusing on SOEs. This study found that the top 10 infrastructure projects in 2020 are contracted to the State-Owned Enterprises. Further research may be conducted to examine market competition in this specific sector, including but not limited to the interest to participate and the capacity of private construction firms.

Value for money. The study finds that the high rate of savings in infrastructure tender could not be interpreted as a reflection of the procurement process that became more efficient because award values that are far below the tender values can also indicate planning problems to potential irregularities. Further research is needed to ascertain a standard of savings that does not have the potential for irregularities and to further examine Indonesia's budgeting and spending policies.

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[35] As per 20 December 2021, this data has been disclosed and made accessible by NPPA

Annex

Annex 1.1

Details of OC4IDS use cases applied in the Opentender

Based on the available data in Indonesia, there are 3 of 29 use-cases in OC4IDS use cases that are applicable to Opentender data. The 4 use-cases are applied to the infrastructure dashboard and/or the red flags analytics in Opentender. They are:

1. Repeat winner to measure competition.

    - This indicator is applied for the red flag analytics as one of the 7 indicators on Opentender.

2. Types of procurement, between tender and non-tender, to measure competition in each type

    - These 2 data sets are available on Opentender and are applied for the national dashboard visualization. However, in Indonesian context, the analytics for infrastructure dashboard visualization does not include non-tender as the data was not available during the development. The visualization for infrastructure non-tender data completed development in November 2021.

    - During the research writing, only tender data is used for red flags analytics. Red-flags for non-tender data will be separately analyzed and will use a different set of indicators. The analysis (of non-tender data) was also completed in September 2021.

3. Tender value vs award value to measure value for money. This indicator is applied for the red flags analytics as one of the 7 indicators on Opentender.

ID	Topic	Questions	Remarks
U3	Competition	Who is repeatedly winning contracts?	This can be calculated by analysing *supplier ID*
U7	Competition	What is the procurement process? Direct award? Competitive tender?	In Opentender, currently there are only 2 out of 5 procurement methods in Indonesia that are available: *E-purchasing (n/a)* *direct appointment (n/a)* *direct procurement (n/a)* *tender* *quick tender*

ID	Topic	Questions	Remarks
U8	Value for Money	What is the tender value vs award value	This can be calculated at the project level by comparing the tender value (from LKPP data on "owner estimate") and the award value (from last updated LKPP data about winning bid and negotiations)[36].

Annex 1.2

Details of OC4IDS indicators Applied in Opentender

ID	Topic	Questions	Indicator in opentender
U1	efficiency	Are there significant cost overruns?	*tender value (owner's estimate)* *award value*
U3	competition	Who is repeatedly winning contracts?	*Top 10 supplier with the highest number of contract awards*
U3	competition	Who is repeatedly winning contracts?	*Top 10 supplier with the highest value of contract awards*
U8	value for money	What is the award value vs tender value	*tender value (owner's estimate)* *award value*

[36] Nender value in this context is the tender value (Procuring Entity's estimated price). The award value is the final price last updated from the winning bid and negotiations process

Annex 2.1

Applied Indicators from Redflags OCDS Mapping Template

There are 3 out of 119 indicators in Redflags to OCDS Mapping templates that are available in Opentender. These indicators serve as a reference to develop the dedicated and to define what information to be shown in the Infrastructure dashboard. The 3 redflags indicators are:

1. The unreasonably low line item

2. The unreasonably high line item

3. Bid is too close to budget, estimate, or preferred solution

The study finds that the limitation to use more indicators are mainly from the lack of available data in Indonesia. Therefore, there are only 3 indicators that can be applied on Opentender.

ID	Phase	Redflags	Data Source Used
F007	Tender	Unreasonably low line item	*Tender Value* *Award Value*
F010	Tender	Unreasonably high line item bids	*Tender Value* *Award Value*
F050	Tender	Bid is too close to budget, estimate or preferred solution	*Tender Value* *Award Value*

For further information, see sheet 'Master'.

Annex 2.2

Additional Indicators* in Opentender Not Available in Redflags OCDS Mapping Template

Phase	Redflags	Data Source Used	Explanation
Award	Higher values represents higher risk	award value	The higher the value, the higher the risk
Award	Low saving of award value from tender value (owner estimates)	award value : tender value	The smaller the difference, the higher the risk
Award	Budget rushing to maximize spending at end of fiscal year	October to December Tender Announcement Date	The closer to end of year, the higher the risk

*) see sheet 'additional indicators by ICW'

Annex 3

Indicators Applied in the Opentender from the Use-Case Guide
Linked to OCDS

Group	Indicator	Remarks	Dashboard
Market Opportunity	Percent of contracts awarded to top 10 suppliers with largest contracted totals	Percentage of top 10 suppliers with largest contracted total	National Infrastructure Covid
Market Opportunity	Number of new awarded suppliers	Number of new awarded supplier	National Infrastructure Covid
Market Opportunity	Percent of awards awarded to new suppliers	Percent of awards awarded to new suppliers	National Infrastructure Covid
Market Opportunity	Total awarded value awarded to new suppliers	Total awarded value awarded to new suppliers	National Infrastructure Covid
Market Opportunity	Percent of new suppliers to all suppliers	Percent of new suppliers to all suppliers	National Infrastructure Covid
Market Opportunity	Market concentration (market share of the largest company in the market)	Market concentration (market share of the largest company in the market)	National Infrastructure Covid
Publik Integrity	**Percent of tenders with fewer than 10 characters in the title***	The indicator is adjusted from 10 characters into 20 characters. This '20' comes from the average number of characters in opentender data 2011-2020.	National Infrastructure Covid
Publik Integrity	**Percent of tenders with fewer than 30 characters in the description***	The indicator is adjusted from 10 characters into 20 characters. This '20' comes from the average number of characters in opentender data 2011-2020.	National Infrastructure Covid
Publik Integrity	Percent of tenders that do not include detailed item codes or item descriptions	Number of Tender Based on Procurement Type	National Infrastructure Covid

Group	Indicator	Remarks	Dashboard
Internal Efficiency	Length of tender period (days)	Duration between tender announcement date and tender award date	National Infrastructure Covid
Internal Efficiency	Percent of canceled tenders to awarded tenders	- Number of cancelled tenders - Number of awarded tenders	National Infrastructure Covid
Value for Money	Percent of contracts that exceed budget	Tender value vs Award value	National Infrastructure Covid
Value for Money	Total percent savings	Tender value vs Award value	National Infrastructure Covid

***) Indicators adjusted based on Indonesian context analysis**

Annex 4

Tender in Fourth Quarter in All Levels of Governments in 2011 - 2020[37]

Budget Year	Consultancy	Other services	Construction	Goods	Total
2011	6	93	255	1,025	1,435
2012	85	221	687	1,707	2,700
2013	212	456	733	2,968	4,369
2014	163	390	682	2,715	3,950
2015	580	542	1,123	2,705	4,950
2016	626	290	1,078	1,727	3,721
2017	577	416	1,465	1,460	3,918
2018	166	383	986	1,879	3,414
2019	68	204	753	1,532	2,557
2020	198	179	1,074	2,304	3,755
Total	2,737	3,174	8,836	20,022	34,769

[37] ICW. 2022. Analysis of 10 years public procurement reform https://antikorupsi.org/en/article/a-decade-of-eprocurement-in-indonesia

Annex 5

Top 10 Supplier with The Highest Award Value
in All Levels of Governments in 2011 - 2020[38]

Supplier	Number of Tender	Total Value (in trillion rupiah)	Suspect / Witness
PT. NINDYA KARYA (Persero)	196	25.08	Corporate Suspect in Construction Loading Dock in Sabang Free Port
PT. Waskita Karya (Persero)	161	23.34	Suspect in fictitious projects
PT. ADHI KARYA (Persero) Tbk	169	21.33	Suspect in construction Institute for Domestic Government (IPDN) in Minahasa, South Sulawesi
PT. WIJAYA KARYA (Persero) Tbk.	68	19.11	Suspect in Waterfront case
PT. Pembangunan Perumahan (Persero) Tbk.	95	16.01	Witness in Construction Training Hospital and Medical Devices in Airlangga University
PT. HUTAMA KARYA (PERSERO)	86	14.21	Suspect in Sorong Training Center (2011) Witness in Waterfont case
PT BRANTAS ABIPRAYA (Persero)	106	13.85	Suspect on embezzlement
PT Pembangunan Perumahan (Persero)Tbk	24	9.62	Witness in Construction Training Hospital in Udayana University
PT. Brantas Abipraya (Divisi 2)	15	6.85	Suspect on embezzlement
PT. Jaya Konstruksi Manggala Pratama, Tbk	39	5.83	Witness in subcontract fictitious by Waskita Karya

Annex 6

1Top 10 Supplier in Construction Works in All Levels
of Governments in 2011 - 2020[39]

Number of Contracted			Award Value		
Supplier	Contracts	Total Value (IDR Billion)	Supplier	Contracts	Total Value (IDR Billion)
PT. NINDYA KARYA (Persero)	196	25,079.87	PT. NINDYA KARYA (Persero)	196	25,079.87
PT. ADHI KARYA (Persero) Tbk	162	21,083.52	PT. Waskita Karya (Persero)	159	23,277.33
PT. Waskita Karya (Persero	159	23,277.33	PT. ADHI KARYA (Persero) Tbk	162	21,083.52
CV. RIAPRIMA PUTRI AMBAR	147	158.9595	PT. WIJAYA KARYA (Persero) Tbk	68	19,112.53
PT. NAMBUR MARLATA	129	139.6484	PT. Pembangunan Perumahan (Persero) Tbk.	92	15,923.63
PT. ARMADA HADA GRAHA	116	1,097.113	PT. HUTAMA KARYA (PERSERO	86	14,207.06
PT BRANTAS ABIPRAYA (Persero)	106	13,852.95	PT BRANTAS ABIPRAYA (Persero)	106	13,852.95
CV INSUN MEDAL LESTARI	96	83.70786	PT Pembangunan Perumahan (Persero)Tbk	24	9,616.305

[38] ICW. 2022. Analysis of 10 years public procurement reform https://antikorupsi.org/en/article/
a-decade-of-eprocurement-in-indonesia

[39] ICW. 2022. Analysis of 10 years public procurement reform https://antikorupsi.org/en/article/
a-decade-of-eprocurement-in-indonesia

	Number of Contracted			Award Value		
Supplier	Contracts	Total Value (IDR Billion)	Supplier	Contracts	Total Value (IDR Billion)	
PT. SANUR JAYA UTAMA	95	838.5166	PT. Brantas Abipraya (Divisi 2)	15	6,850.402	
PT. Pembangunan Perumahan (Persero) Tbk.	92	15,923.63	PT. Jaya Konstruksi Manggala Pratama, Tbk	39	5,828.594	

Annex 7

Tender with the Highest Award Value in All Levels of Governments in 2011-2010[40]

Budget Year	Tender Title	Procurement Type	Procuring Entity	Supplier	Award Value (IDR)
2011	Pembangunan Jalan Samarinda - Sanga-sanga (TPK Palaran)	Construction Work	-	PT. PEMBANGUNAN PERUMAHAN (PERSERO) TB PEMBANGUNAN PERUMAHAN CABANG VI KALIMANTAN	358,542,333,000
2012	Pengadaan Vaksin Reguler	Goods	Ministry of Health	PT. BIO FARMA	564,074,280,418
2013	Investor dan Operator Bus Untuk Koridor 2 dan 3 Transjakarta Busway Tahap 2	Other services	-	PRIMA LESTARI WISATA	1,140,183,012,276

Budget Year	Tender Title	Procurement Type	Procuring Entity	Supplier	Award Value (IDR)
2014	Paket A (Pembangunan Fasilitas Perkeretaapian Untuk Manggarai s/d Jatinegara "Pekerjaan Sipil" (tidak mengikat)	Construction Work	-	PT. HUTAMA KARYA (PERSERO)	1,019,528,521,000
2015	Pengadaan Pesawat Latih Sayap Tetap Single Engine	Goods	Ministry of Transport	PT. LEN INDUSTRI (PERSERO)	637,230,000,000
2016	Pelaksanaan Kegiatan Tahun Jamak Pekerjaan Terintegrasi Rancang Bangun Pembangunan Stadion Utama Provinsi Papua	Construction Work	Papua Province	PT. PP (PERSERO) TBK	1,392,477,000,000
2017	Pembangunan Jalan Bebas Hambatan Cisumdawu Phase III	Construction Work	Ministry of Public Works and Housing	CHINA ROAD AND BRIDGE CORPORATION	2,237,279,489,422
2018	Pembangunan Bendungan Bener Kabupaten Purworejo Paket 4 (MYC)	Construction Work	Ministry of Public Works and Housing	PT. BRANTAS ABIPRAYA (DIVISI 2)	1,372,371,000,000
2019	Pembangunan Bendungan Budong-Budong Kab. Mamuju Tengah	Construction Work	Ministry of Public Works and Housing	PT. BRANTAS ABIPRAYA (PERSERO)	1,029,707,800,076

[40] ICW. 2022. Analysis of 10 years public procurement reform https://antikorupsi.org/en/article/
a-decade-of-eprocurement-in-indonesia

Budget Year	Tender Title	Procurement Type	Procuring Entity	Supplier	Award Value (IDR)
2020	Pembangunan Jalan Tol Serang - Panimbang Seksi 3 (Cileles-Panimbang	Construction Work	Ministry of Public Works and Housing	SINO ROAD AND BRIDGE GROUP CO., LTD	4,585,032,615,891

Annex 8

Government Agencies with HHI more than 4000

No	Procuring Entity	HHI	Remarks
1	National Border Management Agency	10,000	highly concentrated market (not competitive)
2	Coordinating Ministry for Maritime and Investments Affairs	10,000	highly concentrated market (not competitive)
3	National Public Procurement Agency	10,000	highly concentrated market (not competitive)
4	Perum Perhutan	10,000	highly concentrated market (not competitive)
5	PT. Surabaya Industrial Estate Rungkut	10,000	highly concentrated market (not competitive)
6	Regional Representative Council	10,000	highly concentrated market (not competitive)
7	Malaka Regency	10,000	highly concentrated market (not competitive)
8	West Muna Regency	10,000	highly concentrated market (not competitive)
9	Puncak Regency	10,000	highly concentrated market (not competitive)
10	Kendari City	7,306.76	highly concentrated market (not competitive)
11	Tegal Regency	7,060.67	highly concentrated market (not competitive)
12	Badung Regency	6,913.19	highly concentrated market (not competitive)
13	National Institute of Aeronautics and Space	6,726.54	highly concentrated market (not competitive)
14	Constitutional Court	6,337.22	highly concentrated market (not competitive)
15	Ministry of Internal Affairs	6,309.5	highly concentrated market (not competitive)
16	Melawi Regency	6,299.3	highly concentrated market (not competitive)
17	National Nuclear Energy Agency	6,158.98	highly concentrated market (not competitive)
18	Radio Broadcasting Institute	6,024.77	highly concentrated market (not competitive)
19	Indragiri Hilir Regency	5,975.6	highly concentrated market (not competitive)
20	North Lampung Regency	5,956.08	highly concentrated market (not competitive)
21	Ministry of Communication and Informatics	5,853.13	highly concentrated market (not competitive)
22	National Sports Council	5,736.83	highly concentrated market (not competitive)
23	Cilegon City	5,701.14	highly concentrated market (not competitive)
24	Jayawijaya Regency	5,522.95	highly concentrated market (not competitive)
25	People's Consultative Assembly	5,420.64	highly concentrated market (not competitive)
26	Karanganyar Regency	5,353.86	highly concentrated market (not competitive)

No	Procuring Entity	HHI	Remarks
27	Television Public Broadcasting Institution	5,278.8	highly concentrated market (not competitive)
28	Maritime Security Agency	5,227.52	highly concentrated market (not competitive)
29	Fak-Fak Regency	4,886.22	highly concentrated market (not competitive)
30	National Population and Family Planning Board	4,727.99	highly concentrated market (not competitive)
31	Gayo Lues Regency	4,703.65	highly concentrated market (not competitive)
32	West Sumbawa Regency	4,552.2	highly concentrated market (not competitive)
33	Pekanbaru City	4,518.75	highly concentrated market (not competitive)
34	Attorney General's Office	4,437.86	highly concentrated market (not competitive)
35	Banten Province	4,417.31	highly concentrated market (not competitive)
36	East Belitung Regency	4,204.48	highly concentrated market (not competitive)
37	South Bangka Regency	4,059.7	highly concentrated market (not competitive)
38	Batu City	4,055.22	highly concentrated market (not competitive)
39	Indonesian Institute of Sciences	4,026.99	highly concentrated market (not competitive)
40	Sangihe Islands Regency	4,009.81	highly concentrated market (not competitive)
41	Cirebon City	4,003.97	highly concentrated market (not competitive)

Annex 9

Additional Data Required for Infrastructure Redflags Analysis Based on the OCDS Use-Case Indicators

ID	Topic	Information to collect / add / disclose	Remarks
All		Project Identifier	Currently, there is no project identifier related to infrastructure projects
U10 U28	Implementasi Value for money	Bidder	Data is available only in each respective agency online in text format and not downloadable - including, but not limited to each bidding company names, bid values, company registration. Currently, NPPA only provides data on the winning bidder.
U2 U16 U22 U26	Efficiency Implementation	Documents related to implementation Documents related to evaluation	Data is available only in each respective agencies offline

These are not the only information needed for a better analysis of infrastructure projects. For more detailed recommendations, please see sheet 'use cases', column J & K.

Annex 10

Additional Data Required for Infrastructure Redflags Analysis
Based on the Redflags OCDS Mapping

Phase	Data Needed	Current Available Data by The Government
Planning	Procurement planning documents	No documents are published. The only available data is the line items at The Procurement Planning System / SIRUP.
Implementation	Documents related to implementation (including contract documents, starting date of contract, vendor's name, contract progress, payment)	No data available online. The data is available offline as a hardcopy document.
Evaluation	Document related to evaluation (including certificate of evaluation, and date and proof of job handover)	No data available online. The data is available offline as a hardcopy document.
Tender Contract Implementation Evaluation	All information related to supplier participating in public procurement registered in vendor management system[41]. This information includes the one that is accessible by the public (ie. vendor's name) available in text format and the one that is not accessible by public (ie. vendor performance) Data from the following procurement methods for these phases are also not available yet (not collected yet): - E-purchasing - direct appointment, and - direct procurement	Data is still not available in NPPA's data structure. It may require further data standardisation improvement from the NPPA to all procuring entities.

Phase	Data Needed	Current Available Data by The Government
Tender	Tender end date Evaluation start and end dates Types of participating bidders (State-owned enterprises, Small Medium Enterprises, women-owned businesses, etc)	Data is still not available in NPPA's data structure.

These are not the only information needed for a better analysis of infrastructure projects. This report also encouraged the NPPA to publish more data and information detailed in Redflags to OCDS Mapping like the ones in column E in sheet 'master'.

Annex 11

Additional Data Required To Disclose Online

Phase	Data Needed	Current Accessible Data by Opentender
Planning Tender Award	Data from the following procurement method: - E-purchasing - direct appointment, and - direct procurement	Data from the following procurement method: - Quick tender - Tender
Planning Tender Award	All information related to supplier participating in public procurement registered in vendor management system[42]. This information includes the one that is accessible by the public (ie. vendor's name) available in text format and the one that is not accessible by public (ie. vendor performance)	n/a
Tender	Participating bidders Bid values	Winning bidder Tender announcement date Award date
Tender contract	Contract date	

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[41] In Indonesia, this vendor management system is called SIKAP -

Sistem Informasi Kinerja Penyedia / Vendor Performance Information System.

[42] In Indonesia, this vendor management system is called SIKAP -

Sistem Informasi Kinerja Penyedia / Vendor Performance Information System.

Annex 12

Data Quality To Improve

Phase	Data Needed to Be Improved	Quality of Accessible Data by Opentender
Planning	Information available on Procurement Plan Information System (SIRUP) as the following: 1. work detail; 2. volume of work; 3. Technical specification/ToR;	The data is accessible however the field is empty due to the low level of compliance of the related agencies to fill the data field.
Tendering	Information available on the E-Procurement system (LPSE[43]) as the following 1. Contracted supplier 2. Evaluation result on selection process	The data is accessible however the field is empty due to the low level of compliance of the related agencies to fill the data field.
Tendering	Reasons / explanation why a tender is cancelled.	Information on cancelled tender is only available in free text format.
Implementation	All information available on Monitoring System of Budget Realisation (Monev Tepra[44]) regarding the procurement process.	The data is accessible however the field is empty due to the low level of compliance of the related agencies to fill the data field.

For any queries/feedback on this research, please reach us at icw@antikorupsi.org

[43] LPSE: Layanan Pengadaan Secara Elektronik

[44] Monev Tepra : Monitoring, Evaluasi, Tim Evaluasi dan Pengawasan Realisasi Anggaran