

## Reorienting the law protection for goods and service providers in the procurement corruption case based on justice value

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### Abstract

In its development, infrastructure development has not run smoothly, this has resulted in the problem of failure to build up, this is often the result of corrupt practices in infrastructure development budgets by irresponsible parties. Therefore, penalties against perpetrators of corruption in infrastructure development budgets are urgently needed, however, this is like a knife which often results in injustice for parties that should not be blamed, in this case, providers of goods and services procurement for infrastructure development. The failure to regulate the elements of a clear criminal act in the criminal procurement law has resulted in an unfair interpretation of the law on building failure against service providers. This paper will discuss in more depth the implementation of provisions on the protection of goods and services providers in cases of corruption in the procurement of goods for infrastructure development. The purpose of this paper is to analyze the implementation of provisions for the protection of providers of goods and services in cases of corruption in the procurement of goods for infrastructure development. The method used in this paper is the normative method.

**Keywords:** law protection, procurement, corruption, justice value

### Introduction

The state of Indonesia is a constitutional state, this has the consequence that all actions of every party in this country must be based on applicable law. This view is to ensure the realization of an ideal state order based on the respect and protection of human rights. In implementing the life of the nation, the government is required to advance general welfare that is socially just for all Indonesian people.

Then to make this happen, the government is obliged to provide people's needs in various forms in the form of goods, services, and infrastructure development. On the other hand, the government also needs these goods and services in carrying out government activities. Fulfilling the need for goods and services is an important part of government administration<sup>[1]</sup>.

As a state law based on Pancasila as well as a developed country, Indonesia has the obligation to carry out a legal system while ensuring the realization of equitable development, so that the procurement of goods for infrastructure development is oriented towards development centric, but on the other hand this country must also be able to ensure the law through the procurement mechanism. Such a complex item could also materialize.

So, it is clear that the procurement of goods for infrastructure development cannot be separated from the related legal regulations. The birth of a legal system and an increasingly stringent system for procurement of goods, basically due to the high number of criminal acts of corruption in the procurement of goods for infrastructure development in this country. The electronic mass media such as tempo noted that in 2017 there had been a state loss of 6.5 trillion Rupiah due to corruption in the procurement

of goods for infrastructure development<sup>[2]</sup>.

Then, in 2019 the number of corruption cases in the procurement of goods for infrastructure development was 174 cases with the number of perpetrator amounting to 389 people with the resulting losses of Rp. 957, 34 Billion Rupiah<sup>3</sup>. This clearly shows that the line of procurement of goods and services related to infrastructure development in this country is a very strategic line for perpetrators of corruption in carrying out these crimes.

In order for the criminal law politics of corruption in the procurement of goods for infrastructure development has a pending position. This becomes the basis that the criminal law politics of procurement of goods for infrastructure development needs to be tightened again. It can be known together that the regulations related to criminal sanctions against the perpetrators of corruption in the procurement of goods in infrastructure development still have many gaps and have a fairly high summary.

This view can be seen in the criminal regulation of procurement of goods related to infrastructure development in Law Number 1 Year 2004 regarding State Treasury. Article 62 and Article 64 do not explain the types of crimes in the matter of procuring goods and services, the explanation of this law also does not clearly explain the types of criminal sanctions that are threatened. In addition to Law Number 1 of 2004, later in this law it is also not clearly formulated regarding what is meant by criminal procurement of goods and services, unclear criminal arrangements are also seen in related implementing regulations.

This can be seen in the absence of clear provisions on criminal sanctions against the perpetrators of corruption in

<sup>1</sup> Sogar Simamora. (2013). Hukum Kontrak, Kontrak Pengadaan Barang dan Jasa Pemerintah di Indonesia, Wins & Partners Law Firm dan LBJ, Surabaya, p. 1.

<sup>2</sup> Tempo. (2018). Kasus Korupsi Tahun 2017, ICW: Kerugian Negara Rp 6,5 Triliun taken from <https://nasional.tempo.co/read/1062534/kasus-korupsi-tahun-2017-icw-kerugian-negara-tp-65-triliun> on January 2020.

the procurement of goods for construction purposes infrastructure in Article 78, Article 79, and Article 80 to Article 81 of Presidential Regulation Number 16 of 2018 concerning Government Procurement of Goods / Services. So that most cases of procurement of goods and services are often subject to the provisions of the law on corruption eradication. This has clearly resulted in injustice for the community, especially those who are caught in the case of procurement of goods and services related to infrastructure development. Remembering that the second party as the service provider is often the victim of punishment even though they have followed the existing mechanism.

Based on the explanation provided, it is necessary to carry out further discussion in a research related to the implementation of provisions for the protection of goods and services providers in cases of corruption in the procurement of goods for infrastructure development.

### Method of Research

The paradigm that is used in the research this is the paradigm of constructivism which is the antithesis of the understanding that lay observation and objectivity in finding a reality or science knowledge <sup>[3]</sup>. Paradigm also looked at the science of social as an analysis of systematic against *Socially Meaningful Action* through observation directly and in detail to the problem analyzed.

The research type used in writing this paper is a qualitative research. Writing aims to provide a description of a society or a certain group of people or a description of a symptom or between two or more symptoms.

Approach method used in this research is *Empirical-Juridical* <sup>[4]</sup>, which is based on the norms of law and the theory of the existing legal enforceability of a law viewpoint as interpretation.

As for the source of research used in this study are:

1. Primary Data, is data obtained from information and information from respondents directly obtained through interviews and literature studies.
2. Secondary Data, is an indirect source that is able to provide additional and reinforcement of research data. Sources of secondary data in the form of: Primary Legal Material and Secondary Legal Materials and Tertiary Legal Material.

In this study, the author use data collection techniques, namely literature study, interviews and documentation where the researcher is a key instrument that is the researcher himself who plans, collects, and interprets the data <sup>[5]</sup>. Qualitative data analysis is the process of searching for, and systematically compiling data obtained from interviews, field notes and documentation by organizing data into categories, describing it into units, synthesizing, compiling into patterns, selecting important names and what will be studied and make conclusions.

<sup>3</sup> Faisal,(2010), *Menerobos Positivisme Hukum*, Rangkang Education, Yogyakarta.

<sup>4</sup> Johnny Ibrahim,(2005), *Teori dan Metodologi Penelitian Hukum Normatif*, Bayumedia, Surabaya.

<sup>5</sup> L. Moleong,(2002), *Metode Penelitian Kualitatif*, PT Remaja Rosdakarya, Bandung.

### Research Result and Discussion

#### Implementation of Criminal Sanctions in Corruption Cases in Procurement of Goods for Current Infrastructure Development

Relying on the principle of *ultimum remedium* (last resort), the pattern of eradicating corruption based on only criminal sanctions has been ineffective because it does not stop acts of corruption by other people. Punishing the perpetrator is simply stopping the corrupt act committed by the convicted person. Corrupt acts committed by other people continue. Although punishing the perpetrator with severe criminal sanctions and even the death penalty as stipulated in Article 2 paragraph (2) of Law Number 31 Year 1999 as amended by Law Number 20 Year 2001, it will not be effective in preventing acts of corruption. The Corruption Eradication Commission (KPK) is an institution specifically formed to eradicate corruption, but it has not been able to stop the rate of corruption. The problem is because its eradication only puts forward the criminal aspect, namely punishment. From the point of view of the scare / deterrent effect theory, it is true that heavy penalties can slow down the rate of corruption, but they cannot stop acts of corruption. The implication of promoting and relying on the pattern of eradicating corruption with criminal law alone makes officials reluctant to become officials in the procurement of goods and services both as PPK and Procurement Service Unit (ULP) / Procurement Committee. The implication of this lies in the absorption of the APBN / APBD. This has an impact on development delays due to constraints in the process of procuring goods and services. This obstacle is caused by the dilemma in the implementation of the punishment that is not right on target <sup>[6]</sup>.

This is caused by many gaps for parties to do corruption or as a means of overthrowing opponents of political power or as a means of killing the character of an official. The fact that cases of procurement of goods are often a means of someone in power politics can be seen by the fact that after the birth of a strict control system for procurement of goods for infrastructure development by involving the Corruption Eradication Commission in this country, some officials are reluctant to become Commitment Making Officials or PPKs.

The handling of cases of irregularities in the procurement of goods and services should be initiated by identifying and classifying whether the deviation is included in the realm of administrative law or civil law or criminal law. This identification and classification step is important to know which rule of law (*rechtsregel*) will be applied to *in-concreto* cases. Characteristics of corruption cannot be equated with other conventional crimes. Corruption is always given the label white collar crime because its actions are always dynamic in its operating mode from all sides so that it is said to be an invisible crime which is very difficult to detect. Therefore, the pattern of eradication cannot only be carried out by severe punishment or death penalty alone, the criminal punishment is only *ultimum remedium* (last resort).

<sup>6</sup> Amiruddin. (2012). Analisis Pola Pemberantasan Korupsi Dalam Pengadaan Barang/Jasa Pemerintah, Jurnal Kriminologi Indonesia, Vol 8, No 1.

## Weaknesses in the Execution of Corruption in Procurement of Goods for Current Infrastructure Development

In its development, the provisions on criminal procurement of goods in Law Number 1 of 2004 concerning State Treasury are regulated in

### Article 62

2) If in the examination of state / regional losses as meant in paragraph (1) a criminal element is found, the State Audit Agency will follow up in accordance with the prevailing laws and regulations.

### Article 64

1. Treasurers, civil servants who are not treasurers, and other officials appointed for the state / region may be subject to administrative sanctions and / or criminal sanctions.
2. A criminal decision does not exempt from the claim for compensation.

In the two provisions above, it is clear that Law Number 1 of 2004 concerning State Treasury does not clearly regulate the criminal elements of procurement of goods as not a specific criminal act and also does not clearly regulate the types of crimes that can be imposed.

In addition to Law No.1 of 2004 concerning State Treasury, regarding criminal procurement of goods in infrastructure development also in or in Presidential Regulation Number 16 of 2018 concerning Procurement of Goods / Services, Article 8 of Presidential Regulation Number 16 of 2018 concerning Procurement of Goods / Services states that "In the event of a violation as referred to in Article 78 paragraph (1) letter a to letter c and Article 80 paragraph (1) letter a to letter c, UKPBJ shall report it criminally." This provision also does not clearly stipulate the type of crime threatened, then in reality, the corruption cases in the procurement of goods often only impose on the perpetrators the element of abuse of power to seek economic benefits from the provision of goods and services in infrastructure development.

In order for the evidence to only focuses on whether or not there is abuse of authority and boundaries through corrupt, collusive, and nepotistic administration that results in state losses in infrastructure development, the deepening of whether the procurement process is correct or not as intended by Law Number 1 of 2004 and Presidential Regulation Number 16 of 2018 which specifically discusses the procurement of goods is not touched, this is due to Law Number 31 of 1999 Jo. Law Number 20 of 2001 is specifically intended for criminal acts of corruption. Not for the procurement of goods and services.

This can have an impact on service providers who only act as government partners in implementing infrastructure development in the field. Remembering that partners are often caught in corruption cases even though the partners are not the holders of authority and cannot be said to be able to authoritatively harm the state. This situation is clearly far from the expectations of Article 28D paragraph (1) of the 1945 Constitution of the Republic of Indonesia.

The explanation above shows that the system in the regulations regarding criminal sanctions in cases of corruption in the procurement of goods for infrastructure development is experiencing problems. In relation to the

legal system, Hans Kelsen stated that a legal system is a continuous process that starts from the abstract to be positive and finally becomes real. In other words, according to Kelsen, a norm is made according to a higher norm and this higher norm is also made according to a higher norm, and so on until the highest norm is not made by the norm anymore but is predetermined by the community (pre-supposed). Meanwhile, according to Kelsen, the order of norms starting from *Grundnorm* (basic norm) which is abstract (relative) is translated into *Generallenorm* (positive norm) and then individualized into *Concretenorm* (real or concrete norm). From this explanation, it can be understood that basically *Stufenbautheorie* is a concretization process (*concretisierung*), therefore the entire legal norm from the highest to the lowest legal norm is one unit in an orderly (*samenhangende eenheid*) and logical (*logische stufenbau*) arrangement. There is contradiction<sup>[7]</sup>.

In order for the existence of law as a system to be maintained, it must be able to realize the minimum level of usefulness. The level of usefulness of this norm can be realized if:

- a. Citizen obedience is seen as an obligation imposed by norms;
- b. There needs to be requirements in the form of sanctions given by norms.

Based on the explanation above, it can be concluded that the legal institution is understood as a system, so all the rules contained therein should not conflict with each other. So that every law formation and enforcement must be able to receive input from other fields which in turn produce output that is conveyed to the public<sup>7</sup>. Friedman describes the linkage by saying<sup>[8]</sup>:

*"The heart of the system is the way in turning input into output, the structure of the legal like system is like some gigantic computer program, ended to deal with million problems that are fed dialing into the machine."*

Hans Kelsen's opinion that the legal system is always layered and tiered was also confirmed by Hans Nawiasky. In *die Theorie vom Stufenordnung der Rechtsnormen*, he also argued that in addition to being multiple and tiered, legal norms are also grouped, and the grouping of legal norms in a country consists of four major groups, namely<sup>[9]</sup>:

- a. *Staatsfundamentalnorm* (State Fundamental Norms);
- b. *Staatsgrundgesetz* (Basic Country Rules / Basic Country Rules);
- c. *Formell Gezets* (Formal Laws);
- d. *Verordnung & Autonome Satzung* (Implementing Rules & Autonomous Rules).

Even though they have different terms in each group, these groups of legal norms almost always exist in the system of legal norms of each country. Based on the explanation above, it can be understood that legal norms are arranged in layers and layers, and in groups, showing a legal political

<sup>7</sup> Rosjidi Rangawidjaja, (1998). Pengantar Ilmu Perundang-Undangan Indonesia, Mandar Maju, Bandung, p.26.

<sup>8</sup> LM Friedman. (1975). Legal System, Russel Sage Foundation, Michigan, p. 12.

<sup>9</sup> Hans Nawiasky. (1948). Allgemeine Rechtslehre als System der rechtlichen Grundbegriffe, 2<sup>nd</sup> edition, Einseideln/ Zurich/Koln, Benziger, p. 31.

line. This is because the basic norms containing social ideals and ethical judgments of society are translated and concretized into lower legal norms. This shows that the existence of a community demand, both social ideals and ethical judgments, wants to be manifested in a social life through created legal norms. The hierarchical and multi-layered legal norms also indicate a synchronization line between higher legal norms and lower legal norms. This is because lower legal norms are applicable, sourced, based, and therefore should not conflict with higher legal norms.

Based on the explanation of Nawiasky's theory, it can be concluded that the unclear regulations related to crimes in the Goods Procurement Law can result in the execution of crimes in cases of corruption in the procurement of goods for infrastructure development that are not on target. And it can result in injustice for partner construction service providers appointed in goods procurement projects for infrastructure development.

This clearly resulted in a conflict between Pancasila, the 1945 Constitution of the Republic of Indonesia as the *Staatsfundamentalnorm* (State Fundamental Norm) and the political law of criminal sanctions for procurement of goods in infrastructure development as *Formell Gezets* (Formal Law).

Due to the absence of clear regulations regarding the elements of action and types of criminal sanctions for procurement of goods, the implementation of law enforcement in cases of corruption in the procurement of goods in infrastructure development also does not have certainty in terms of looking at the position of service providers for procurement of goods and services in infrastructure development in Indonesia. In addition, law enforcement in cases of procurement of goods and services in infrastructure development often uses Law Number 31 Year 1999 Jo. Law Number 20 of 2001 is specifically intended for criminal acts of corruption which only focuses on criminalizing officials on the basis of abuse of nationality and state losses, while the aspects of procurement of goods and services often never become a balance and legal basis for prosecuting or making decisions before court.

This can be seen in Decision Number: 06 / Pid. Sus. K / 2017 / PN. Mdn. In this decision, Denny Emil Pakpahan as the convicted person in the procurement corruption case in the infrastructure development of the Health Service in Batu Bara Regency was convicted on the basis of Article 2, Article 3 and Article 18 of Law Number 31 Year 1999 Jo. Law Number 20 Year 2001, it can be known together that Denny Emil Pakpahan is a Commissioner of CV. Antor Praja should not be subject to criminal corruption cases, due to the finding by the BPK that there was a state loss of Rp. 231,072,354.50 (two hundred thirty-one million seventy-two thousand three hundred and fifty-four rupiah and fifty cents), not solely due to the convict but also from the existence of a government bureaucratic flaw, so that the convicted party must be punished on the basis of politics law on procurement of goods and services, namely the first stage before criminal sanctions is administrative sanctions, considering that the criminal act against the procurement of goods for the goods and services procurement service provider is *ultimum remedium* is not the main nature like for the perpetrator of a pure corruption crime. Due to CV. Antor Praja acts with civil law partner agreements and also does not have the authority to take actions that harm the state because it is not a state-owned institution.

This is increasingly complicated considering that currently procurement of goods is often based on digitization, weaknesses in supporting facilities or software include software and hardware. According to Soerjono Soekanto, law enforcers cannot work properly if they are not equipped with vehicles and communication tools. That is proportional. Therefore, facilities or facilities have a very important role in law enforcement. Without these means or facilities, it would be impossible for law enforcers to harmonize their supposed roles with their actual roles. The lack of supporting instruments for law enforcement will also impact law enforcement<sup>[10]</sup>.

### **Political reorientation of criminal law in implementing the protection of providers of goods and services in cases of corruption in the procurement of goods for justice-based infrastructure development**

Basically, legal politics is a direction of legal development based on the national legal system to achieve the goals of the state or the ideals of the state and nation<sup>12</sup>. The state goals that depart from the ideals of the nation's people have been summed up in the five principles of Pancasila. So, in other words, the implementation of legal politics is based on the five principles of Pancasila, namely God Almighty, Just and Civilized Humanity, Indonesian Unity. Democracy led by wisdom in deliberation / representation, and social justice for all Indonesian people. Legal politics which is based on the value of One Godhead means that legal politics must be based on Divine moral values. Legal politics based on the values of Just and Civilized Humanity means that existing legal politics must be able to guarantee respect and protection for human rights in a non-discriminatory manner. Legal politics must be based on the value of Indonesian Unity, meaning that legal politics must be able to unite all elements of the nation with all their respective primordial ties. Political law based on populist values led by wisdom in deliberation / representation means that legal politics must be able to create state power that is under the power of the people or in other words, legal politics must be able to create a democratic state where the greatest power is in the hands of the people (democracy). Then the last thing is that legal politics must be based on the value of Social Justice for All Indonesians, meaning that legal politics must be able to create a socially just society that is able to create justice for the weak community both in the social sector and in the economic sector, so that there is no oppression between power people full of marginalized people.

So it is also clear that legal politics must be based on the four principles contained in the fourth paragraph of the creation of the 1945 Constitution of the Republic of Indonesia. In this regard, Mahfud M. D<sup>[11]</sup>. Stated that IN the context of political law, it is clear that law is a "tool" that works in a certain "legal system" to achieve the "goals" of the state or the "ideals" of the Indonesian people. Therefore, the discussion regarding the politics of national law must be preceded by an affirmation of the objectives of the state.

According to Padmo Wahyono<sup>[12]</sup>, the rule of law of Pancasila is a state of law that is rooted in the principle of

<sup>10</sup> Soerjono Soekanto. (2007). *Kelemahan-Kelemahan yang Mempengaruhi Penegakan Hukum*, PT. Raja Grafindo Persada, Jakarta, p. 5.

<sup>11</sup> Mahfud MD. (2007). *Hukum Tak Kunjung Tegak (Tebaran Gagasan Otentik Prof. Dr. Moh. Mahfud MD.)*, Citra Aditya Bakti, Jakarta, p. 71.

<sup>12</sup> Padmo, in Sarja. (2016). *Negara Hukum Teori Dan Praktek*, Thafamedia, Yogyakarta, p. 67-68.

kinship, where social interests are the foremost but still respect and recognize and protect the human rights of individuals. In line with Wahyono's view, Muhammad Tahir Azhary added back to the principle of harmony in thoughts related to the rule of law of Pancasila which is rooted in the principle of kinship. So that the life of the nation and the state will still uphold the values of togetherness and kinship, which makes the life of the nation and state become one inseparable unity, so that in carrying out the life of the nation and state, efforts will be realized in maintaining national unity and territorial unity of the Republic of Indonesia.

So, it is clear that the rule of law in Indonesia is a state based on Pancasila law which is not only based on law but also based on the highest norm, namely Pancasila. This includes the national land law which should be based on Pancasila with the aim of none other than realizing things as stated in the Fourth Paragraph of the Preamble to the 1945 Indonesia Constitution.

With regard to Pancasila as the source of all sources of law, Kaelan states that the values of Pancasila as the basis for the philosophy of the Indonesian state are essentially a source of all sources of law in the Indonesian state. As a source of all sources of law objectively constitutes a view of life, awareness, legal ideals, and moral ideals that encompass the psychological atmosphere and character of the Indonesian nation.

In order to carry out the views above, it is necessary to reorientate the norms of criminal law politics in the implementation of prosecution in cases of corruption in the procurement of goods for infrastructure development. The provisions that must be reoriented. So it is necessary to add provisions in Law no. 1 of 2004, namely paragraph (25) in Article 1 of Law no. 1 of 2004 which states that the criminal act of procurement of goods is an act of self-benefit in the implementation of the procurement of goods and services that can harm the state and / or individuals and / or legal entities. Then Article 64A of Law no. 1 of 2004 which states that the types of criminal threats as meant in Article 64 consist of imprisonment for a minimum of 4 years and a maximum of 20 years with a fine of Rp. 10,000,000,000.00

## Conclusion

1. The implementation of criminal sanctions for procurement of goods for infrastructure development has not been based on the legal politics of procurement of goods, so that the criminal sanctions are still vague, because the problem of procurement of goods should not be directly subject to criminal sanctions as *ultimum remedium* (last resort), considering that procurement of goods is regulated by administrative law not criminal law, as for the threat of punishment as a last resort when the violation in the realm of procurement of goods in infrastructure development is out of control.
2. There are weaknesses in the implementation of criminal sanctions for corruption in the procurement of goods for infrastructure development in the form of unclear criminal arrangements on the legal politics of procurement of goods and services, law enforcement which is also increasingly vague due to vague legal regulations, and a lack of law enforcement facilities and infrastructure and knowledge of law enforcers. Regarding the legal politics of procurement of goods as a whole.

3. It is necessary to add provisions in Law no. 1 of 2004, namely paragraph (25) in Article 1 of Law no. 1 of 2004 which states that the criminal act of procurement of goods is an act of self-benefit in the implementation of the procurement of goods and services that can harm the state and / or individuals and / or legal entities. Then Article 64A of Law no. 1 of 2004 which states that the types of criminal threats as meant in Article 64 consist of imprisonment for a minimum of 4 years and a maximum of 20 years with a fine of Rp. 10,000,000,000.00.

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