

The Experience of NGOs in Indonesia to Develop Participatory Democracy by the Use of the Internet

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Abstract—The current paper aims to understand the experience of NGOs in Indonesia to develop participatory democracy by the use of Internet. The research focuses on cases study of three NGOs in Indonesia: WWF-Indonesia, WALHI, and Combine Resource Institution (CRI). The results show that the main strategic uses of Internet of the NGOs are varied. There are similarities regarding the main characteristics of Internet internal use within the NGOs. Internet is mainly used for communication and collaboration, workplace participatory democracy; and consumption and production. Information is the main characteristic of Internet use by NGOs. Mutual relationships between internal and external use of the Internet exist, as found at WWF-Indonesia and CRI. However, the use of Internet for workplace participatory democracy (internal) does not correlate to the development of public participatory democracy (external). The paper concludes that Internet is a potential medium for participatory democracy because it contributes to the main characteristics of participatory democracy. NGOs in Indonesia develop participatory democracy by creating websites, mailing list or forum. However, different strategic uses of the Internet exist, so the implementation and achievement in respect to stimulating participatory democracy are varied. Citizen journalism or community-based journalism is effective medium to develop participatory democracy.

Index Terms—Internet, participatory democracy, NGOs, workplace participatory democracy, citizen journalism.

I. INTRODUCTION

THE use of the Internet is growing worldwide, including number of users, transactions, websites, and total traffic (Schuler, 1998) and influencing politics, business, education, arts, etc (Insua, et.al, 2007). Together with the emergence of the Internet, the issue of participatory is also necessary. In many parts of the world there is growing demand for participation in public policy decision making (Insua, et.al, 2007) called as participatory democracy.

Although considered as an emerging issue, rapid development of the Internet in Indonesia has made more public participation and civil society socio-political activism

was connected to the Internet (Nugroho, 2010a). The Internet is used to provide extensive public participation and socio-political activism. NGOs and activists used Internet to share information and consolidation to fight against the New Order authoritarian regime (Lim, 2006; Nugroho, 2010b) and to consolidate democratic process.

From a survey of 268 NGOs in Indonesia (Nugroho, 2010b), there were 94.03 percent of civil society organizations (CSOs) used personal computers (PCs) and 86.94 percent had access to the Internet. Most of NGOs in Indonesia and CSOs believe that Internet strengthens the achievement of organization goals. However, knowledge, competence, and skill in using ICTs by NGOs in Indonesia/CSOs are not implemented optimally. At this point, the issue of appropriation—using networked technologies strategically, politically, creatively—is amongst the most pressing that civil society faces in the information society (Surman & Reilly, 2003).

This paper is going to focus NGOs in Indonesia and how they use Internet to develop and optimize the potential of Internet as a medium for developing participatory democracy by focusing on (1) the main strategic uses of Internet for NGOs in Indonesia; (2) the main characteristics of Internet use to develop participatory democracy; (3) the correlation between internal and external use of Internet by the NGOs, and (4) constraints and opportunities to develop participatory democracy by the use of Internet.

The study has been done by measuring levels of information, interaction, participation, and decentralization. However, this paper actually focuses on participatory democratization processes (as the conditions that facilitate the creation of democracy and its stability), rather than participatory democracy (as a part of decision making process within the NGOs), by assessing the usage of Internet for participatory organizational activities.

Three NGOs have been selected as case studies: (1) WWF-Indonesia, (2) WALHI, and (3) Combine Resource Institution (CRI). The selection is mainly based on differences of the NGOs in terms of (1) focus of interest, (2) scope of work, and (3) historiography of the NGOs, particularly regarding their effort to employ ICT in their activities. First, based on the focus of interest the NGOs are different. WWF-Indonesia is an NGO focusing on environmental conservation; WALHI on

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environmental advocacy; and CRI more on technology-based community empowerment. Second, differences also appear on their scope of work. WWF-Indonesia is an international NGO; WALHI is a national NGO; and CRI is a local-based NGO in Yogyakarta. Third, the historiography of the NGOs is also different. WALHI is the first NGO using Internet since 1989 and developing website in 1992 (Tejabayu, 1999) and has been integrated nationally through the Internet in 1994. WWF-Indonesia has used and develop Internet network since 1999, while CRI has started to use Internet as a part of the program since 2005. Differences are intended to get more variety of insights and experiences on how the NGOs develop participatory democracy by the use of Internet. Thus, the study is not aimed to make claim that the results are representative for overall NGOs in Indonesia. The case-study method (not statistical survey) which has been selected is largely exploratory, descriptive, and investigative, with relatively less emphasis on the ability to be generalized.

The study has been done by doing personal in-depth semi-structured interviews to the NGOs' staffs and also web analysis of online media (website, mailing list, forum, etc.) used by the NGOs to describe the experience of the NGOs on developing participatory democracy.

II. THE CHARACTERISTICS OF THE INTERNET

The Internet has been mainly used as a medium for communication, interaction, and information (Desember, 1996). It enables human-to-human communication in small or large groups, ranging from interpersonal to mass communication, such as email, mailing list, forum, blog, bulletin board, etc. It can be used to enable immediate interaction such as instant messaging, chats, webcam etc. The Internet is also used for gaining information; primarily where the user, with client software, retrieves information from a host or server. In actual practice, people can use Internet for a combination of communication, interaction, and information, in the same time.

The Internet has several attributes as a democratic medium. It is an *informative* medium which provides information and knowledge to be retrieved and shared. It is an *interactive* medium that enables direct contact for everybody. It is a *participatory* medium in which "participation has been a fundamental component of the Internet since its inception" (Bowman & Willis, 2003) and enables the individual to become a person who can shape the society he/she lives in. Internet can be used as a medium to deliver and to voice up the citizens' aspiration in political process and to engage in the government's business. It is a *decentralized* medium that serves a horizontal and equal interaction and participation in which non-hierarchical structure of Internet communications, as well as the lack of visual identity cues that predict social dominance (gender, race, age, class, etc), are absent (Lilie, 1998). It is a *low-cost* medium because the technology, software, and cost, are getting affordable. It is also a "convivial medium" (Lim, 2009: 82) because it can be easily

used, by anybody, as often or as seldom as desired.

The concept of "convivial medium" was popularized by Ivan Illich (1973). According to Illich, "tools foster conviviality to the extent to which they can be easily used, by anybody, as often or as seldom as desired, for the accomplishment of a purpose chosen by the user" and "give each person who uses them the greater opportunity to enrich the environment with fruits of his or her vision" (Illich, 1973). These characteristics or attributes strengthens the claim that Internet provides the means for an effective and truly participatory democracy.

III. PARTICIPATORY DEMOCRACY

The notion of democracy comes from the Greek: *demos* (people) and *kratos* (rule, or governance) which means 'people participate in making decisions either directly or through electing their representatives' (Kersten, 2003; Escher, 2008) or 'government of the people, by the people, for the people' (Heywood, 2002). The old concept of democracy is Athenian democracy, applied in Athena, a city in Greece, in 5th BC. They applied direct participation of its citizens (one man one vote) and did not elect officials to represent them. In this system, elections are the primary institution for active political participation.

Direct democracy imposes severe limits on the size of a democratic state. Representative democracy is used in which people are being represented by elected government officials. However, there is a lack of trust in electing representatives in a society that has grown over-organized, hierarchical, and authoritarian. Representative democracy tends to limit citizens participation to voting and leaving actual governance to politicians (White, 1997). This condition has urged a demand of greater citizen participation. The New Left in the early of 1960s and through 1980 promoted direct democracy so-called *participatory democracy*.

Participatory democracy means people participation is the most important quality of democracy. It is a capacity of people to deal constructively with its tensions so as to make and carry out decisions (Daubon, 2005) which emphasizes broad participation of constituents in the direction and operation of political system (Zittel, 2003) and promises a broadened citizen involvement and contribution, leading to greater legitimization and acceptance of public decisions, greater transparency and efficiency in public expenditure, and greater citizen's satisfaction (Renn et al, 1995). It creates opportunities for all members of a political group to make meaningful contributions to decision making. It involves participants throughout the planning processes, from initiation to decision implementation and monitoring (Chambers & Kymlicka, 2002; Hanberger, 2001).

Participatory democratic theory envisions maximum participation of citizens in their self-governance, especially in society spheres beyond those that are traditionally understood to be political (e.g. the workplace and the family) (Hilmer, 2008). Here, participatory democracy characterizes democratic activities beyond the election process.

It is aligned with John Dewey, as the most important advocate of participatory democracy (Westbrook, 1991). Dewey draws on Jefferson's idea of democracy as *a way of life*, a form of life, not only as a form of government. Democracy is understood as a certain 'spirit', as an approach, and it may be found in each sphere of organized social life; moreover, democracy and its methods of organizing social behaviour may be applied to every structure of society (Wegmarshaus, 2006). It is in line with Meijer (2011): "Democracy is not only about voting, about debate or about practice but about all three of these. Voting, debate and practice provide different venues for citizen input in public value production and distribution."

Dewey's term for participation is *sharing* and (mutual) *contribution*. As a way of life, democracy is part of a genuine way of human which is the social being that can be implemented everywhere and every time: in the family, communities, corporate, and government. Participation is a must. The consequences of the absence of active participation in public issues are 'breeds indifferent, routine, and passive minds; a subtle form of suppression; and lack of effective responsibility' (Visnovsky, 2007).

For NGOs, participatory democracy is understood as a societal model that seeks to extend the sphere of participation and people's power to take decision for themselves beyond traditional policy making. The role and benefits of participatory democracy has been well summarized by the Platform of European Social NGOs (Social Platform):

"The primary objective is to engage all people in the fabric of society, and ultimately promote social cohesion, solidarity and social justice, creating a better quality of life for everyone. Participatory democracy also aims to achieve quality services for people that are better targeted to their needs. Participatory democracy creates public space for discussion and therefore gives people more ownership of decisions. It aims to engage with disengaged people who are not politically active (e.g. those who do not vote), nor active in associations, creating a more active citizenship. It sets people as actors in all areas of life, extending the concept of citizenship beyond the conventional political sphere (e.g. involving users in the provision of services, involving parents in schooling, etc)...By involving people to intervene, participatory democracy can produce solutions that are effective and legitimate, and go beyond traditional political divides. In that sense, it strengthens the legitimacy of decision makers/services providers since their decisions will be based on the real views of people. Participatory democracy therefore aims to improve trust and accountability" (Social Platform, 2008).

IV. INTERNET FOR PARTICIPATORY DEMOCRACY

A truly participatory democracy in which people are engaged in every decision making process at each level of government may not be feasible. In this context, a medium is needed to facilitate this process. The Internet becomes new medium that can be used to develop or facilitate participatory democracy. Moreover, it will make participatory democracy

feasible and easy (Thornburg, 1992) which allows millions of people to voice out their political decision directly, without representatives, and make their own contribution to the public debate free from any form of censorship (Ioannidis, 2002).

However, there is no real agreement to the true nature and consequences of the Internet to change the democracy. Opinions differ from whether or not the growth of Internet will result in expanded democracy. According to Muñoz & Soyza (2009), we can generally sort the broad range of opinions into *three* perspectives: (1) the cyber-optimist or cyber utopians; (2) the cyber-pessimist or anti-utopian or dis-utopian; (3) the cyber-skeptics.

Cyber-optimists or cyber utopians argue that the Internet is able to transform democratic process to be more egalitarian, informed, and participatory. It will allow for a true 'participatory democracy' in which citizens can govern themselves without interference of bureaucrats and legislators. Ordinary citizens are able to involve in direct democracy. Individuals and groups from around the world will be able to voice up and be heard within the public sphere. Cyber-optimists believe that political communication online is fast, easy, and cheap (Castells, 2004). They claim that the Internet facilitates freedom of expression and access to knowledge and information.

Cyber-pessimists or anti-utopians or dis-utopians or techno-realists emphasize the negative effects of the Internet, for instance: the risk of surveillance, concentration of wealth, elite control of information and the growth of inequalities (Gaynor D, 1996). According to Davis (1999), the Internet will not fundamentally change the character of the political process, he argues that Internet will simply provide a new forum for political participation and deliberation for those who are already engaged politically. Therefore, Internet is utilized by few political elites.

Scholars who have come to conflicting conclusions about the Internet's political impacts proposed a key problem of access, so-called *digital divide*. It commonly refers to the gap between those who do and those who do not have access to new forms of information technology (van Dijk, 2006; Warshauer, 2003). Nielsen (2006) divided the issue of *digital divide* into three stages: (1) *Economic divide*: people can't afford to buy computer/Internet; (2) *Usability divide*: people can't use a computer (lower literacy skills); (3) *Empowerment divide*: not everybody will make optimum use of the opportunities that such technologies offered. From this explanation, the digital divide is not only regarding the physical access but also mental and skill access; or demographic variables use (income, education, age, gender, ethnicity, urban/rural background).

Van Dijk (2006) defines digital divide into *mental/motivational access*, *material access*, *skills access*, and *usage access*. Prior to the material or physical access came the wish to have a computer and to be connected to the Internet, emerged the motivational access ('the-wants' and 'the-want-nots'). After having the motivation to use computer and physical access, one has to learn to manage the hardware and software. Lack of computer skills becomes the essential issue.

The final stage and ultimate goal of the total process of technology appropriation is to be able to use digital media. It is also perceived that societal participation is mostly influenced by skill access and usage access. If we want to achieve high participation, we need *media literacy* as an ability to access, analyze, evaluate and communicate messages in a variety of forms (content creation).

Cyber-skeptics argue that the Internet does not have significant effects on societies, despite the hype. Skeptics propose the idea that technology is never fixed and will adapt to compensate for existing models and systems (Castell, 2004). According to the cyber-skeptics, Internet does not have a dramatic impact on the reality of 'politics as usual.'

V. KEY CHARACTERISTICS OF INTERNET-BASED PARTICIPATORY DEMOCRACY

Tobias Escher (2008) describes that in term of electronic democracy (e-Democracy), participatory democracy is in the middle of direct democracy and representative democracy with higher status of implementation (see Figure 1). From this figure, participatory democracy includes (or close to, relates to) strong democracy, deliberative democracy, and discursive democracy.

Strong democracy is a democracy that reflects the careful and prudent judgment of citizens who participate in *deliberative, self-governing communities* (Barber, 1994). Therefore deliberative democracy should be more than just a process for bargaining and aggregating preferences, because true participation requires citizens to engage in *direct discussion* with other citizens (Hindman, 2008). While discursive democracy is an approach which puts discourses at the centre of democracy, that starts from the assumption that the deepening of democracy requires the intensification of *communicative exchanges* in several social contexts, encompassing the definition of rules and institutions, processes of decision making and everyday *interactions* (Dryzek, 1990). XX Following these concepts, participatory democracy then can be summarized as a process of *citizen participation* through *communicative exchanges* and *direct discussions* in a *deliberative* and *self-governing community*. Four key characteristics of participatory democracy will be proposed to measure the usage of Internet for participatory democracy, including: (1) *information* (knowledge and information); (2) *interaction* (deliberative, direct discussion, and communicative exchanges); (3) *participation* (citizen's participation); and (4) *decentralization* (self-governance).

(1) *Information* comes from the concept of 'informed citizenry' in which Internet allows citizens to be better informed. As 'informed citizens', they can expand their abilities to access, use, create and disseminate information, and Internet allows the public to become more knowledgeable about public affairs and more articulate in expressing their views. Information is used as political ammunition and basis for political decision making, therefore access to information is an important component to participatory democracy: the wider access to information, the better chance to develop

participatory democracy. Citizens must have more information and knowledge in order to know about the issue being considered or being addressed (Stromer-Galley, 2000) to participate in all kind of democratic processes, and to make rational decisions also to support or criticize current practice or policy.

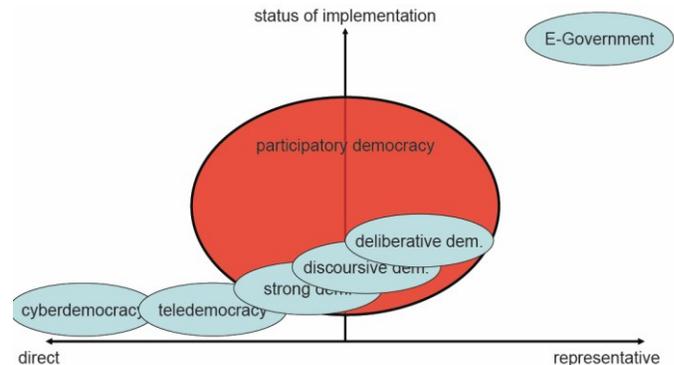


Figure 1: Which e-Democracy (Source: Escher 2008)

(2) *Interaction* comes from the concept of deliberation as a discussion among free and equal citizens (Elster, 1998; Dahlgren, 2002). It (refer to? Interaction or deliberation as a discussion) is an essential procedure of open interaction aimed at achieving consensus through rational, tolerant, and civil interaction and debates (Zhou, 2008). Democracy requires interaction of all of a community's voices, a public (Daubon, 2005). Citizen must be able to communicate, interact, with each other and discuss politics and public issue. Participatory democracy considers communicative interaction among citizens as a central element. In this context interaction is seen as the fundamental of (and expression of) participation.

Internet is a 'master medium' on the basis of interactive potential (Tedesco, 2007). It is the ability to respond to user, almost like an individual participating in a conversation (Roger, 1986) or the processes by which the user acts upon and reacts to information (Mitchell, 2003). Internet is more interactive than older (one-to-many) mass media because it combines certain features of both mass media and interpersonal media and gives the receivers more power. According to Roger (1986), source and receiver play interchangeable role, exhibiting reciprocal influence. So, it is impossible to think of a source and receiver in a communication system with a high degree of interactivity, but the Internet can make every member of the audience a potential publisher because of its ability to do interactive communication. It allows users to shape the content they receive and to interact directly.

(3) *Participation* means active involvement of citizen in decision making (as the optimal form of democracy). Citizens transform themselves from bystanders to actively involved people, aiming to realize what they perceive as the 'public good' or 'common good' (Rowe & Frewer, 2000). Internet

enables individual (who has his/her own will and ability) to shape the society he/she lives in, offers opportunities for citizen participation and maybe even more direct democracy (Escher, 2008). The existence of this power stimulates people's involvement and participation in decision making.

Meijer et.al (2009) stated that citizens use the Internet for participation can be categorized in to three types of participation: (1) policy participation (to support or undermine government policies). Internet allows to revive the direct democracy by online consultations, focus groups, opinion polling and surveys, public referenda, electronic voting (Vedel, 2006); (2) political participation (directed at influencing political decision-making and agenda-setting); (3) social participation (to increase social capital) facilitated by Web 2.0.

(4) *Decentralization* means the process of dispersing decision-making governance to get closer to the people or citizens (Caluser M & Salagean, 2007). It is the concept that brings the government 'closer to the people' and more easily allows the community to engage in the practice of democracy (Bland, 2002). It enables active citizens to involve in decision-making processes. Internet is an open, global, decentralized network which provides the potential use for non-hierarchical communication that allows these things to happen because these systems will be immune to censorship, monopoly, regulation, and other exercises of centralized authority (Agre, 2003). It enables small groups of individuals to become creators and users in the production of their information environment and reducing hierarchical barriers to communication and promoting more opportunities for citizens to communicate with political leaders.

Internet emphasizes principles as delegation and decentralization and not centralization and hierarchy (Holitscher, 2004) also eliminates 'intermediary bodies' (Vedel, 2006) so that citizens are able to involve in public affairs directly. Internet is a cyberspace which substitutes public places for political gathering and discussion in the past. Now, such gatherings take place online which transcends geography, national identity, and all kinds of hierarchies: race, class, age, and gender (Ioannidis, 2002). Internet is the new public sphere in which democratic processes are conducted in the form of a decentralized public discourse. It is a decentralized communication system (Poster, 1995) in which everyone may initiate a call and send a message to many receivers, in 'real time'—the same manner of the broadcast system.

Case 1: WALHI

Wahana Lingkungan Hidup Indonesia (WALHI) or Indonesian Forum for Environment is the largest forum of non-government and community-based organizations in Indonesia. Established on October 15, 1980 in Jakarta by 10 NGOs, WALHI focuses on increasing public awareness of environmental issues, including air pollution, water pollution, pesticides and forest protection. WALHI conducts campaigns with federations and other international networks which have the same concerns on environmental justice. WALHI is

represented in 25 provinces and has over 438 member organizations (June 2004). It stands for social transformation, people's sovereignty, and sustainability of life and livelihoods. The organization works on a variety of issues, including: forestry, mining, fresh water management, pollution, foreign debt and corporate-driven globalization, coasts and oceans, disaster management, national policy and law reform, and good governance.

As an organization focusing on political issues of environment, WALHI uses Internet strategically for mobilization and advocacy work. They conduct collective actions, such as protest or demonstration, donation, petition, political pressure and critics for government. The organization believes that Internet is more effective, easier and cheaper for mobilize people and supporters.

Externally, WALHI has used the Internet for advocacy campaign, monitoring, and shaping public opinion. For example, as a means for monitoring online newspaper and websites and if there is human right or environmental violation, Internet is used to blow up issue. It is easier and more effective to gain international support by sending chronologies and invitation for support and put on the website. For some cases, they use personal email and ask colleagues to spread email to their network. .

As a national organization with 25 executive regions in Indonesia, WALHI needs an effective and efficient medium for collaboration and communication. Internally, Internet is a very important medium for WALHI, especially for communication, collaboration and workplace participatory democracy. According to Djatmiko (2009), 80 percents of their communications are using various applications of Internet because of the effectiveness of the Internet. "Building a discussion for decision making for 25 provinces using conventional media is expensive and slow," said Djatmiko.

However, the use for workplace participatory democracy is not clear. Internet, especially internal mailing list, has been used for discussion for trivial issues, but they still rely on face-to-face meeting. WALHI realizes that they need citizen's involvement and participation and Internet has opportunity to develop participatory democracy. However, according to Djatmiko (2009), it has not been applied yet because Internet access in Indonesia is still lacking.

WALHI uses intranet or internal website as information resource. Data are classified based on issues, office needs, and asset management. In advance, it enables direct connection, especially for updating data and information from regional executives. For day to day communication, mailing list and email are used. Internal mailing list is used for communication and decision making. Discussion has been conducted via mailing list in a certain time with specific topic led by moderator. They use one-to-one communication via Skype and Yahoo Messenger (YM) instead of using video conference because the bandwidth of Internet is lacking. For internal communication, they still rely on face to face or direct communication because internal mailing list is only used for discussing trivial issue which do not influence the policy of WALHI. As for policy decision making, WALHI has annual

meeting in which all regional executives are gathered.

The WALHI official website (<http://www.walhi.or.id>) has been used to facilitate one-way communication from WALHI to external/public (to disseminate information, news, statements or protest towards environmental policy). Issues of campaign are classified into environment, water, disaster management, pollution, energy, globalization and debt, forest, coast and oceans, reforming environment and natural resource, mining. Almost all articles, statements, and protest posted were created by the staffs.

This website is open and focuses on media, academicians, and politicians as target audience but the quantity of information is less. My observation at 07/04/2009 found that articles posted in 2005 still appeared. Even though the new version of the web published in May 2009 presented more information and more sophisticated, yet the new version of website was still lack of interaction between readers and author and among users. Interaction has (only) been facilitated via Contact-hyperlink, address, fax, phone, and email address. Level of participation is medium. This website invited participation through call for action, fund rising, and online polling. Fund rising has been conducted through *Sahabat WALHI*. Decentralization level of this website is low because it does not provide chance for public to organize themselves. Although content management was organized by WALHI, yet *Sahabat WALHI* as a group of members was not well organized. For example, there is no information on what kind of activities they do after registration and whether they can organize themselves through Internet.

The *WALHInews* mailing list (<http://groups.yahoo.com/group/walhinews>) is a mailing list developed by WALHI since 19/07/2002 to overwhelm public with updated environmental issue from WALHI executive regions. It tends to be one way communication although the members can be taking part in giving information. But as an open mailing list, the audience of this mailing list was dominated by environmental activists and WALHI staffs. The number of the members decreased from 415 (07/02/ 2009) to 396 (24/06/2009). Level of information of the mailing list is medium and mainly used for disseminating information and press releases of WALHI. Level of interaction is low. Less discussions and interactions happened on it. Feedbacks or comments from the members and also participation are low because only few members shared information and posted messages; most of them are *lurker* (passive). Decentralization level is also low because almost nothing happened on it.

Case 2: WWF-Indonesia

WWF-Indonesia is an independent member and a network of WWF International which affiliates in almost 100 countries worldwide. WWF-Indonesia prioritizes their work in important centres of biodiversity known as the Global 200 eco-regions and running conservation programs in 23 sites in 16 provinces. The organization strives to save the diversity of species by promoting sustainable conservation that can give continued social and economic benefits to local communities.

WWF-Indonesia has used Internet strategically for communication-collaboration, knowledge management and contribution to environment such as Action Network program. They used the Internet to communicate lively from the field. Activity has been updated using notebook equipped with broadcasting satellite for taking pictures and publishing it to public. The Internet also contributes to knowledge management with many valuable documents have been opened to public; people can freely access all final documents put on the server. Internet has also direct impact to environment by reducing flight transport. WWF has followed a movement of giving compensation for flight with online meeting is used to cut travel cost as a way to strategically use the Internet to reduce carbon foot print.

As an international NGO, Internet is very important for WWF-Indonesia, such as for communication, collaboration, knowledge management, and workplace participatory democracy. All staffs are registered to use Intranet or global intranet for internal communication. All documents are put on it so that they can use it for collaboration. They also use email and portal as a central website for all information divided into several community work practices or workgroups. The Internet is used as communication medium because Internet enables people wherever they are, they can be contacted. So, there is no constraint of communication.

The Internet is also used to facilitate and develop workplace participatory democracy, for instance discussion has been done through internal mailing list and online conference. They gathered inputs and opinion from employees via Internet to be used in internal decision making. Internet also facilitates sense of togetherness and belonging among employers and between employers and managers so they have a chance to participate in decision making process. Participatory democracy has done through online polling. For example, there was a plan to build a new office, so they posted a plan and design on the website and ask people to choose. However, the intensity of WWF members related to public engagement towards public policy is low. Participatory democracy involving citizens in policy environmental decision making through Internet did not exist. They just proposed a position paper as inputs for the stakeholders such as about Jakarta flood issue and climate, and put their idea on the website. Mailing list and website are used to develop external communication. WWF Supporter mailing list is used as interaction medium for WWF and supporters to share information about nature conservation.

The WWF-Indonesia website (<http://www.wwf.or.id>) is an official website of WWF to provide information about WWF and focuses on giving information about programs, fund raising for supporters, job vacancy, etc and academic publication (reports, position papers, campaign materials). There is also online library (<http://rafflesia.wwf.or.id/library>) in which publications, books, articles from the media; news, etc can be retrieved. Level of interaction on this website is low. Since June 2009, this website has provided comment box, yet the feedbacks are lacking. Level of participation is also low. WWF-Indonesia has asked active participation such as “how you can help”; “make a donation”; “getting involved”;

and “reduce your impact”, but the participation is still not improve. Level of decentralization on this website is medium. According to Primayunta (2009), WWF-Indonesia website provided a space for citizens to send and publish articles and invites them to join WWF Supporter, give donation, take action, and send e-petition; they have used it to organize members by using citizen journalism approach.

The *WWF-Indonesia Supporter website* (<http://www.supporterwwf.org>) is a community website used as a medium for communication and information between Supporters and WWF-Indonesia to provide online supporter activities. Level of information of this website is medium, mainly about WWF activities and program and interactive information via video and online bulletin. Level of interaction is high because it enables everyone to post comments and questions via Shout Box. Interaction can be seen through WWF Supporter forum (<http://supporterwwf.org/forum>). However, only registered users (active members) can interact on the forum. Level of participation in the website is medium. It provides rooms for members to participate (fund raising, recruiting members, sending creativity, such as articles, tips, pictures, or wallpaper design, etc) and to get involved in WWF environmental conservation program by giving annual donation and helping WWF campaign. Level of decentralization of this website is high. Through this website, supporters are able to create program, develop activities, and organize their group by themselves (WWF staffs are only as facilitators).

The *WWF Supporter mailing list* (<http://groups.yahoo.com/group/supporter-wwf>) was created in 18/04/2006 as a medium for discussion for WWF, Supporters, and public to share news and information, opinion, debate, protest, etc. This mailing list is open for public. Members are consist of environmental activist, professional, citizens, etc which increased from 1.107 (in 27/05/2009) to 1130 (in 25/06/2009). Level of information of this mailing list is medium. Information ranges from 50 to 222 per month, provided by members and WWF staffs. Level of interaction and participation are high as seen by [Re:] symbol. Level of decentralization is medium. Although it is organized by the WWF-Indonesia, it provides rooms for supporters to organize and to develop plan and activities based on their own idea.

Case 3: Combine Resource Institution (CRI)

The idea of community based information network (Combine) started in 1999. In 2001, Combine grew into Combine Resource Institution (CRI); focused on marginalized communities such as the urban poor, peasants, labours, indigenous and geographically-isolated people. Their concern is how to develop network of knowledge and information to empower poor or marginalized communities which allows possibilities of distributing and sharing information among members of communities, between communities and external parties. Combine has set its goals: utilizing local wisdom, focusing on good governance and encouraging small society oriented economy that supports the values of community

productivity, environmental sustainability, humanity and justice by providing resources and expertise in consultation; training and research specifically related to information systems, community based journalism, community organizing and participatory planning. CRI now scales itself up by including the use of ICT in its program. CRI realizes that ICT will be helpful, if the organization can use it strategically. Integrating ICT with community media is also part of their agenda. CRI develops programs, such as *software for village* to support transparency of local government.

CRI has used Internet strategically to develop content management, strengthen grassroots, and develop citizen journalism. As an NGO focuses on media development, CRI develops convergence between radio and Internet. Radio is used to connect with community as information centre by people because the Internet is still accessed by a few people. Then, they provide internet connection to the radio so that radio has ability to develop content management. Internet is chosen because it enables citizens to build network and to develop citizen journalism, so citizens are able to manage content of the community and share local problems (Tanesia, 2009).

The idea behind this vision is that marginal communities only become an object of information for all the time. If they have their own ability to manage information, they will be stronger and are able to build network among them. However, talking about this issue in Indonesian context is too far because information is still assumed as unimportant. Information did not become a mainstream yet. CRI has to struggle hard to promote this issue (Nasir, 2009).

To develop community media, they need to raise capacity of people. CRI focuses on developing network by making link among community media. To make this such link, technology is needed. The Internet is chosen as a medium because CRI wants to develop three communication patterns. The first is in bridging existing gap between elite and grassroots; they try *unearthing* elite's term by modifying article and academic document so that it can be understood by grassroots; whilst the second is *mainstreaming*: issues and discourses in grassroots sometimes are regarded as irrational, non-academic. CRI wants 'to mainstream' local issues. The third is *horizontal communication* among citizens and communities (Nasir, 2009).

According to CRI, Internet is the most possible medium which enables such communication patterns. Since 2005 CRI has used Internet for achieving this purpose. They developed Internet network among community radios to share information mutually and manage website together. As a result, information exchange occurred, real exchange, for example business transaction among communities will occur. If horizontal transaction happens, cost and price will be lower.

CRI is eager to develop citizen journalism because rapid progress of citizen journalism will encourage democratization. In citizen journalism approach, citizens do not become object to the media. They are able to publish events and issues among them. As a result, public spaces are not monopolized by elites' opinion. Citizen journalisms are able to cover the

lack of news material when the mainstream media only prioritize big scale magnitude and never take in to account common people in covering news. CRI develops citizen journalism using portals and facilitates convergence of community radio stations and citizens bulletin.

The Internet has been used for many purposes in internal organization, such as consumption and production, communication, and workplace participatory democracy. In consumption, they used Internet to search material for training, writing, and reference; in production, they published online media for campaign. There are some facilities, features, and Internet applications used for communication: (1) *Internal website* is used as an information medium for people to know about CRI. (2) *E-mail* is used to communicate with partners and donors. (3) *Yahoo Messenger* is used for online meeting or conference with staffs outside. (4) *Internal mailing list* is used to update the progress of the program and activities. (5) *Virtual office* is used to put valuable archives and agenda about activities and programs. (6) *Website* is used for donors to give input, critique or suggestion and interact through website directly. *Server* is used as a place to save valuable data which can be accessed from outside. Internet is helping to implement workplace participatory democracy.

According to Nasir (2009), participatory democracy emerges when everybody is able to give input, suggestion, and discussion via the Internet. For example, decision making process occurs by taking in to account the dynamics emerge in the mailing list. Discussions list can be brought to managerial meeting and sometimes the decision is made directly in the mailing list. Transparency occurs, for instance, when Standard Operation Procedure (SOP) can be accessed by everyone through Internet. Decentralization occurs when everybody can propose program. However, they still rely on face-to-face official meeting.

The *CRI website* (<http://www.combine.or.id>) is an official website of CRI used as a medium for general information about CRI. It provides hyperlinks, such as *About* (Vision, Mission, and Person), *Services* (Community Media Development, Production House, Publication, Research, Public Library, and Applied ICT); *Activities* (Accomplished activities and On Going Activities), and *Partners* (NGOs and International Organization, Civil Society Organization, Government Institution, and Funding Organization).

Suara Komunitas (<http://www.suarakomunitas.net/>) is a community website organized by community media (community radio, print media community, and individual contributor). Differences become basis for the existence of *Suara Komunitas*. It aims to disseminate information to competent authorities. For example, when there is corruption in a village, *Suara Komunitas* has obligation to publish this case to get attention from the authority. Community media activists publish it to their community (via bulletin, community magazines, and community radio), while *Suara Komunitas* publishes it to external community so that the information get bigger resonances.

Citizen journalism approach by collecting and sharing concepts, ideas, and events in the community has been

developed by creating a system which enables them to share information and knowledge through Internet. They apply their own news worthy (do not emphasize on high magnitude) which is different with mainstream media. *Suara Komunitas* provides information from villages, regions, and smalls cities in Indonesia. It is open to various topics focus on local information as long as based on fact, not gossip or rumour.

Suara Komunitas website is updated frequently, around five postings per day. Community news has dominated the content of this website. However, the quality of information is low. It makes sense because the authors are commonly citizens who lack of skills, knowledge, and professionalism in journalism. Level of interaction of this website is high. Visitors and users are able to give feedback on the postings or articles. Everyone can give comments without moderation and registration. Level of participation is also high. Most of all information is created by citizen or community media activist. Level of decentralization is also high. It develops self-governance community through citizen journalism approach. Everybody can register easily. Users are able to post news, information, pictures, or articles on the website. People are provided by Press ID card so that they have access to political decision maker and write news/events about public issues. The main characteristic of this website are participation and decentralization. CRI provides spaces and opportunities for people/members to organize their selves.

Jaringan Informasi Lingkar Merapi (Information Network of around Merapi volcano) (<http://merapi.combine.or.id/>) or *Jalin Merapi* was developed as an early warning system organized by the cooperation of three community radios in the area of Merapi volcano: *Radio Lintas Merapi*, *Radio K FM*, and *Radio Merapi-Merbabu* Community (MMC). Level of Information of the website is medium. It is aimed to provide information about the condition of *Merapi* volcano and the dynamic of the community around *Merapi* slope. The website has been updated frequently. However, the quality of information published is low because authors are not professional journalists. Level of Interaction is low. Comment boxes are not available. Interactions are facilitated through moderated Shout Box and SMS. Level of participation on this website is medium. Information are taken from the field and investigated by citizens. Level of decentralization is medium. It develops citizen journalism approach in which citizens can post articles and opinion about events and the dynamics of the community. It gives chance for citizens and community radio activists to get involved and to organize this website.

Saluran Informasi Akar-Rumput (SIAR) or *Information Channel for Grassroots* (<http://www.siar.or.id>) is a medium for co-organizing information among community media in Indonesia. SIAR utilizes Internet to create a medium fulfilling the element of speed, accuracy, interactivity and democracy. SIAR is aimed as an effort to build synergy among community media through information network. This website is used for sharing news and information among communities and to facilitate content diversity which enables cooperation for communities to prevent monopoly of information. Information is mainly local content because contributors are citizens from

community radio. However, the level of information is low. The website was not managed well. Information published is lacking. Information was not updated frequently. Interactions are facilitated by comment box, Shout box, Guestbook, and SMS. The level of interaction is low. Comments from visitors are lacking. The level of participation is also low. However, the level of decentralization is medium. SIAR is handled by citizens. They participate, interact, and develop self-governance community through Internet.

From the above explanation we can see that CRI has used the Internet mutually to develop workplace participatory democracy (internally) and public participatory democracy (externally) by providing Internet hosting, website, and training so that people are able to organize their own community media. CRI has integrated Internet and radio community. It is very effective. For citizens who have no Internet connection, they can still be facilitated by community radio.

No	NGO	Online Media	Key Characteristic			
			Information	Interaction	Participation	Decentralization
1.	WALHI	Official web	Medium	<i>Low</i>	Medium	<i>Low</i>
		Official mail list	Medium	<i>Low</i>	<i>Low</i>	<i>Low</i>
2.	WWF-I	Official web	<i>Low</i>	<i>Low</i>	<i>Low</i>	Medium
		Supporter website	Medium	High	Medium	High
		Supporter mail list	Medium	High	High	Medium
3.	CRI	Official web	Medium	<i>Low</i>	<i>Low</i>	<i>Low</i>
		<i>Suara Komunitas</i>	Medium	Medium	High	High
		<i>Jalin Merapi</i>	Medium	Medium	High	High
		<i>SIAR</i>	<i>Low</i>	<i>Low</i>	<i>Low</i>	Medium

Table 1: Comparison of key characteristics

No	NGO	External Use	Internal Use	Correlation
1.	WALHI	Mobilization Advocacy, monitoring, shaping public opinion, Collaboration	Communication and Collaboration, Workplace participatory democracy	No correlation
2.	WWF-I	Communication and Collaboration, Knowledge management, Environmental contribution	Communication and collaboration, Workplace participatory democracy	Mutual
3.	CRI	Content management, Strengthen grassroots, Develop citizen journalism	Consumption and production Communication, Workplace participatory democracy	Mutual

Table 2: Internal Use and External Strategic Use

VI. COMPARISONS

Table 1 shows comparisons of the key characteristic of the Internet use by the NGOs. Information is the main characteristic of NGOs' activities using the Internet/online media. The level of information, interaction, participation, and decentralization reflects different level of participatory democratization of the NGOs' activities using the Internet.

Participatory level of the NGOs' official websites is at low position. It makes sense because in general, the NGOs mainly use the official websites as communication medium from NGOs to public (one-way communication). Participatory

levels of NGOs' online media are varied. WALHI is the lowest, while WWF-Indonesia and CRI are higher because they develop and facilitate members/supporters/communities with online media using citizen journalism approach.

Table 2 presents internal and external strategic use of the Internet. WALHI uses Internet for mobilization; advocacy, monitoring, and shaping public opinion; collaboration, and supporting political movement. Internally, they uses the Internet for communication, collaboration, and workplace participatory democracy. However, there is no positive-correlation between internal and external use for public participatory democracy developed by WALHI.

WWF-Indonesia uses Internet for communication and collaboration; knowledge management; and environmental

contribution. They use Internet internally for communication, collaboration, and workplace participatory democracy. There is mutual relationship between internal and external use of the Internet for participatory democracy.

CRI uses Internet for content management; strengthen grassroots, and develop citizen journalism. Internet is used internally for consumption and production, communication, and workplace participatory democracy. There is a mutual relationship between internal and external use of the Internet for participatory democracy.

Scholars who have come to conflicting conclusions about the Internet's political impacts proposed a key problem of access, so-called *digital divide*. It commonly refers to the gap between those who do and those who do not have access to new forms of information technology (van Dijk, 2006; Warshauer, 2003). Nielsen (2006) divided the issue of *digital divide* into three stages: (1) *Economic divide*: people can't afford to buy computer/Internet; (2) *Usability divide*: people can't use a computer (lower literacy skills); (3) *Empowerment divide*: not everybody will make optimum use of the opportunities that such technologies offered. From this explanation, the digital divide is not only regarding the physical access but also mental and skill access; or demographic variables use (income, education, age, gender, ethnicity, urban/rural background).

Van Dijk (2006) defines digital divide into *mental/motivational access, material access, skills access, and usage access*. Prior to the material or physical access came the wish to have a computer and to be connected to the Internet, emerged the motivational access ('the-wants' and 'the-want-nots'). After having the motivation to use computer and physical access, one has to learn to manage the hardware and software. Lack of computer skills becomes the essential issue. The final stage and ultimate goal of the total process of technology appropriation is to be able to use digital media. It is also perceived that) societal participation is mostly influenced by skill access and usage access. If we want to achieve high participation, we need *media literacy* as an ability to access, analyse, evaluate and communicate messages in a variety of forms (content creation).

VII. CONSTRAINTS

There are some constraints of developing participatory democracy by the use of Internet. In term of digital divide refers to Nielsen (2006), basically the NGOs have no constraint of access or internet connection. Internet has been used as an important medium in daily activities by the NGOs. On the other hand, the NGOs have problem of empowerment divide (Nielsen, 2006) or mental/motivational access (van Dijk, 2006).

Some constraints found on this study including (1) internal constraint and (2) cultural constraint. The effort to develop participatory democracy within the NGOs sometimes has to deal with internal constraint such as (1) un-equal participation: there are very active members and also passive members (*lurker*), refers to the act of viewing other peoples'

conversations but not participating by themselves (silent participants); (2) written communication using Internet sometime enables miss-communication, and (3) negative image of Internet communication (for some people, Internet communication is assumed as 'a-social').

Cultural constraint includes (1) limited use of Internet by government officials especially in decision making, although in certain levels, they have been actively using the Internet. Instead of using the Internet as a medium for official communication, they still use traditional communication, such as sending letter and hard copy (Fadli, 2009). (2) Un-expressive characteristic of Indonesian citizens in which they are not easy to be open to express their thought and opinion (Permana, 2009). (3) Negative image of Internet. Media dominantly publish negative image of Internet (such as pornography, crime) and rarely to publish, for example, that Internet can educate children (Nasir, 2009).

Connected to this issue, according to Nasir (2009), majority of Indonesian people perceive the Internet as 'consumption tool'—they use Internet more 'to download' and not 'to upload'. "The same condition happens for the NGOs' activist. Although they have been facilitated by Internet but they did not optimally use it. Compared to non-activists, the NGO activists are less active. For example, it is difficult to ask NGO activists for sharing information. In majority, they perceive information as an exclusive thing need to be kept. It is the contrary of the Internet nature: sharing" (Nasir, 2009).

So, the main problem is about content, not about technology, as stated by Nasir (2009):

"Our approach is not by teaching people (such as farmers or fishermen) to use Internet, but how we can utilize the Internet. If in a certain area there is no Internet, no problem. We can use other technology, such as radio. We perceive community radio just as a medium, but as a nodal information point in the community which can be used strategically and optimally for community. As an example, community radios are searching information on the Internet, translate it in to local language, and then publish it through radio. It answers two issues: first, language issue: they become translator. Second, technical issue: not all people need to search information through the Internet. They just listen to the radio." (Nasir, 2009)

According to Nasir (2009), the competence of human recourse is not trivial in this regard. To develop participatory democracy means to enhance the capacity of people so that they can speak and express their thought. Sometimes it is not easy because of the education level, computer literacy, and internet literacy of the people is low.

VIII. OPTIMIST OR PESSIMIST?

As demonstrated by the cases study, NGOs in Indonesia have used the Internet for quiet sometimes. The important of this usage was demonstrated by WALHI which has made 80 percents of their communications using the Internet. But, in

reality the usage of the Internet for participatory democracy is less. Decision making process is still rely on face-to-face meeting instead of using the Internet.

The NGOs consider that Internet has potential to develop participatory democracy and public participation. However, the implementation depends on the strategic implementation and approaches to how the NGOs use the Internet. CRI, for example, has emphasized vision and mission on 'developing people empowerment through community', and so the usage of the Internet to develop participatory democracy is more significant and advanced, compared to WALHI and WWF-Indonesia.

NGOs in Indonesia have facilitated workplace participatory democracy in internal organization by the Internet. Therefore, they can easily implement participatory democracy in a broader context to public. On the other hand, this argument needs further consideration. From this study, it is clear that the practice of workplace participatory democracy (internal) does not directly influence to the development of participatory democracy (external).

The Internet essentially enables citizens to develop self-governance without the interference of the NGOs. The role of NGOs can be minimized for facilitation, assistance, and supporters. By minimizing it, Internet can stimulate solidarity, sense of belonging, and solidity among citizens. As demonstrated in the case of WWF-Supporter and the communities developed by CRI, individuals and group members will be able to voice up and be heard within the public sphere. It allows citizens to participate in sharing information, interactions, and debates in a deliberative way. If these conditions are supported by a clear vision and the understanding and awareness about the influence of the Internet, there will be a more significant role of Internet to strengthen participatory democracy and to empower citizens.

From the experience of WALHI, WWF-Indonesia, and CRI, Internet has a potential to be used to develop participatory democracy. This approach may be further optimized by applying citizen journalism. Citizen journalism is the concept of members of the public "playing an active role in the process of collecting, reporting, analyzing and disseminating news and information" in order to provide independent, reliable, accurate, wide-ranging and relevant information that a democracy requires (Bowman and Willis, 2003). The idea behind citizen journalism is that people without professional journalism training can use the tools of modern technology and the global distribution of the Internet to create, augment or fact-check media on their own or in collaboration with others (Glaser, 2004).

One example is *Suara Komunitas* (<http://www.suarakomunitas.net>). Through this website, CRI wants to show that people have big power to determine the direction of change. *Suara Komunitas* has aimed that two-way communication between grassroots and authorities occurs and that people have bargaining power vis-à-vis authorities. *Suara Komunitas* emphasizes on social, political, and cultural changes and local economic growth by doing promotions and using inter-regional network. The increase of local economic

potency has been managed in *Pasar-Komunitas* (Community Market) website (<http://www.pasarkomunitas.com>) which aims to strengthen the potencies of local economy by providing information focused on economic issue and community empowerment. This website is opened to community media and community groups where they can post articles and also promotion of products.

Citizen journalism approach or model can be used to further develop participatory democracy through Internet because (1) the rise of citizen journalism is mostly due to the fact that there are some popular topics ignored by the conventional newspapers. This hints at the need for a place to voice out some perspectives held by the public that are not taken into account by the media (Vivijanti, 2007b). (2) This model channels citizens' voices and promotes people's involvement in the public arena—in an independent media from the public, for the public (Yuliyanti, 2007). Citizen journalism can be used to change traditional journalism; to find and create a new type of journalism; and "to change the world" (O'Connor, 2007). (3) The increase of citizen journalism in Indonesia could really complement the media, as the journalist can seek out public views and get more news direct from the source. The rise of citizen journalism could make a great change as people will have access to a wider spectrum of viewpoints. As an example, citizen journalism (netizen) will make the local newspapers and government focus their eyes on an issue that had been neglected. (4) Citizen journalism is developing a writing culture. Studies revealed that Indonesians are closer to verbal culture than writing culture (Permana, 2009; Vivijanti, 2007b).

IX. OPPORTUNITIES

There are some opportunities of developing participatory democracy by the use of Internet. The first is the significant grow of Internet users. According to data from the Associations of ISP in Indonesia (APJII), in 2005 there were 16 million Internet users. Internet World Statistics of January 2007 shows that the number of Internet users in Indonesia was 2 million in the year 2000 and increased to 30 million in 2010. Although there is still limitedness of the infrastructure and access to the Internet (not everyone can access the Internet in Indonesia, especially in the Eastern part of Indonesia), Internet connection is getting affordable.

Digital divide is getting narrow because cellular phone is getting cheaper and Internet connections are ubiquitous, particularly by the existence of '*Warung Internet*' (*Warnet*) or Internet kiosk. *Warung Internet* is one of the solutions created by citizens to provide Internet access for people and to reduce digital divide. Although it cannot cover all Indonesian people yet, however it offers lower cost for people to use Internet. Without having PCs or ISP, everybody can use the Internet through *Warung Internet*. According to APJII survey (2007) more than 42% Internet users in Indonesia are accessing the Internet from *Warung Internet*. Internet has come to the village by the program of *Internet Desa* (Internet for village) and *Internet untuk Warga* (Internet for citizens) or RT-RWnet.

In some community radios, the Internet is not only used for the need of internal radio. They also distribute the Internet for communities, such as 'Internet for village' program called *Kusir Angkringan* in Timbulharjo village, Bantul, Yogyakarta.

The second is the emergence of Web 2.0. Web 2.0 has been perceived as an opportunity for participatory democracy. Public can discuss and express their opinion. Information can be received from the public using certain verification mechanism. However, the implementation of Web 2.0 by the NGOs is still far. "The use of Internet within the NGOs is still few. They only use email, mailing list, and messenger. Most of them use the Internet only for communication." (Nasir, 2009)

Social networking sites, such as Facebook, Friendster, YouTube, and Kaskus are very popular. Indonesia is a very prominent country in the global mapping of social networks. It shows that Indonesians are a large group of devoted people who regularly engaged in connecting and networking via the Internet. As a medium using Web 2.0 platform, Facebook is promising. There are many NGO activists joined in Facebook. They have tried to build online community or group NGO members using Facebook. However, it is not clear to what extent the Internet has potency to connect the virtual and real world (Nasir, 2009). There is also a question if Indonesians can go further than just for 'networking', for example, if the network can incubate and execute some ideas which will be useful for people.

The third is the increase of citizen journalism movement. Citizen journalism can be described as anything that included add-on reporting, blogging, online forums and anything else open to public commentary (Aini, 2009). Indonesian citizen journalism does have talent to grow. There are some websites developing citizen journalism approach, such as Panyingkul.com, Wikimu.com, Kabarindonesia.com, Halamansatu.net, etc (Vivijanti, 2007a).

The increase of citizen journalism movement in Indonesia is also supported by social networking sites (Facebook, Friendster, Wordpress, Kaskus, Twitter), which also provide tool for citizen journalists to report any events they see, a compliment to what the mainstream media is lacking; sharing expression and a room for amateur journalist. It is also influenced by the increase of technology and mobile internet, in which we can write, take a picture or footage, record, and upload the news to the Internet. It is real time news that makes citizen journalism exist (Aini, 2009).

X. CONCLUSIONS

1. NGOs in Indonesia have developed public participatory democracy using Internet by creating websites, mailing list or Internet forum. However, they have different strategic uses, so the implementation and the achievement in respect to stimulating participatory democracy are varied. This study found that CRI is more advance in developing participatory democracy by the use of the Internet rather than WALHI and WWF-Indonesia.
2. In order to further strengthen Internet for participatory

democracy, citizen journalism approach is effective means to develop participatory democracy because it enables people to collect, report, and share news and information and allows people to interact and discuss with other members and enables people to manage content of information and organize themselves.

3. The main strategic uses of the Internet by NGOs in Indonesia vary among different organization, yet there are similarities regarding the main characteristics of Internet use in internal NGOs. Communication and collaboration are the main characteristic of Internet internal use of the NGOs. While, the second is workplace participatory democracy and the third is consumption and production.
4. Regarding the main characteristics of Internet external use, Information is the main characteristic of Internet use by the NGOs. CRI is more advance in respect to using the Internet as a means for developing participatory democracy than WWF-Indonesia and WALHI. CRI has optimized different key characteristics of Internet to develop participatory democracy.
5. There is a mutual relationship between internal and external use of the Internet, as demonstrated in the case of WWF-Indonesia and CRI. However, the development of workplace participatory democracy does not correlate directly to the development of public participatory democracy. WALHI, for instance, has developed workplace participatory democracy by the use of the Internet. Conversely, the implementation of public participatory democracy by WALHI is only *basic*.
6. Several factors of why the NGOs did not optimize the use of the Internet to develop participatory democracy, such as (1) different vision and mission of the NGOs and (2) constraints of the developing participatory democracy by the use of the Internet, such as physical constraints (lack of Internet access of the citizens) and cultural constraints (internet literacy, character of Indonesian people, etc).

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Permana, R. (IT Manager of WWF-Indonesia), 14 January 2009

Primayunta (Resource Officer of WWF-Indonesia), 14 January 2009

Tanesia, A. (Manager of Media and Knowledge Management Combine Resource Institution), 20 January 2009.



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XII. INTERVIEWS

- Djarmiko, E.L (Management Information System Manager of WALHI), 15 January 2009
- Fadli, M. (Head of Institutional and Resources Management Department of WALHI), 15 January 2009
- Nasir, A. (Director) of Combine Resource Institution (CRI), 20 January 2009