



THE AI ERA OF LAW IN ASEAN

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# Indonesia

# About the Series

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**The AI Era of Law in ASEAN series provides a snapshot of AI transformation and its intersection with the justice sector and justice solutions across ASEAN member states. The series surveys each country's AI transformation strategy: policy and regulatory frameworks, digital infrastructure, institutional and human capacity, private sector ecosystem and examines how these developments intersect with the justice sector and access to justice.**

Southeast Asia is home to more than 680 million people, the world's fifth-largest combined economy, and one of its fastest-growing digital markets.

Existing scans in ASEAN typically evaluate governance maturity and ecosystem development without examining how AI intersects with the justice sector. This series addresses that gap by connecting national AI strategy, digital infrastructure, and market development with justice sector transformation and innovations in justice solutions within a single analytical framework.

Each country brief also overviews the current state of women's participation in the AI ecosystem and related policy developments.

Lady Justice Initiative is grateful to **Nisha Rajoo**, a Singapore-qualified attorney, public policy professional, and series author, for her leadership in bringing the series to life.

# Executive Summary

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Indonesia is pursuing an ambitious vision to integrate artificial intelligence across sectors while navigating significant structural and capacity challenges. With a draft national AI roadmap — the *Strategi Nasional Kecerdasan Artifisial* (Stranas KA), first published in 2020 and updated through a comprehensive Roadmap White Paper in 2025<sup>1</sup> — charting development through 2045, the world's fourth most populous nation is positioning itself for technology-enabled governance and economic growth. However, the path forward is marked by substantial disparities in digital infrastructure, regulatory gaps, and uneven institutional readiness.

The judicial system has demonstrated high-level recognition of digital imperatives, with the Supreme Court actively piloting AI applications such as "Smart Majelis," piloting AI for case assignment, and leadership acknowledging the need to integrate emerging technologies into judicial processes.<sup>2</sup> Yet, practical AI implementation in justice contexts remains nascent, with most activity confined to exploratory discussions rather than operational deployment. Digital court services are expanding incrementally in urban centers,<sup>3</sup> but connectivity gaps, digital literacy barriers, and resource constraints present formidable obstacles to equitable technology-mediated justice access.

Indonesia's approach is characterized by strong political commitment but moderate operational readiness. Success will require sustained investment in digital infrastructure, systematic talent development, robust ethical governance frameworks, and deliberate attention to ensuring technology benefits reach Indonesia's diverse and geographically dispersed population.

## Key Performance Indicators

- ① National AI roadmap in advanced draft form (Stranas KA 2020, updated White Paper 2025), outlining comprehensive vision through 2045<sup>4</sup>
- ② Supreme Court and Ministry of Law & Human Rights publicly committed to judicial digitalization<sup>5</sup>
- ③ Limited operational AI deployment in courts; pilot phase only
- ④ Significant connectivity gaps with millions lacking reliable internet access, particularly in eastern provinces<sup>6</sup>
- ⑤ Emerging public sector AI deployments (tax chatbots, disaster response bots, health AI) in non-justice contexts<sup>7</sup>
- ⑥ Regulatory framework under development; binding AI governance legislation not yet enacted<sup>8</sup>
- ⑦ Talent shortages constraining AI readiness across sectors<sup>9</sup>

# Country Context

## Political and Economic Overview

**Political Structure:** Indonesia operates as a presidential republic with a decentralized governance framework spanning 34 provinces and over 500 districts/municipalities.

### Economic Framework

- **GDP:** Approximately USD 1.37 trillion (2024), Southeast Asia's largest economy<sup>10</sup>
- **Digital Economy Contribution:** Projected to reach USD 360 billion by 2030<sup>11</sup>
- **Key Economic Drivers:** Manufacturing, commodities, services, tourism, and rapidly growing digital sectors
- **Foreign Investment:** Active partnerships with global tech firms (Nvidia, Microsoft, Google) for AI infrastructure and cloud capacity<sup>12</sup>

**Digital Transformation Strategy:** Indonesia's agenda centers on the national AI roadmap development, digital economy acceleration, e-government expansion, connectivity infrastructure investment (Palapa Ring fiber optic project),<sup>13</sup> and digital talent development. The government positions digital transformation as central to economic competitiveness, though translating high-level commitment into equitable implementation across the vast archipelago remains challenging.

## Legal and Judicial System Overview

### Court Hierarchy

<b>Supreme Court (Mahkamah Agung)</b>	— highest court
<b>High Courts (Pengadilan Tinggi)</b>	— provincial appellate jurisdiction
<b>District Courts (Pengadilan Negeri)</b>	— general first-instance jurisdiction
<b>Religious Courts (Pengadilan Agama)</b>	— Islamic family law matters

### Military Courts and State Administrative Courts

**Modernization Initiatives:** The Supreme Court and Ministry of Law and Human Rights have articulated commitment to judicial modernization, with leadership acknowledging that legal processes must adapt to the digital era and the Supreme Court actively piloting AI for judicial administration.<sup>14</sup> Current digitalization efforts focus on e-filing systems, digital case management, online information access, and remote hearing capabilities expanded during the COVID-19 pandemic.<sup>15</sup>

## Structural Challenges

- Significant case backlogs, particularly in urban courts<sup>16</sup>

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- Resource constraints affecting infrastructure and staffing

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- Pronounced regional capacity variations

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- Limited systems integration among justice institutions

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- Variable digital literacy among legal professionals and litigants

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# Technology and Digital Landscape

## Digital Infrastructure

Indonesia has made considerable progress expanding digital connectivity, with the Palapa Ring project representing significant government investment.<sup>17</sup> However, last-mile connectivity remains a challenge with potential implications for access to public services, including access to justice — persistent infrastructure gaps continue to constrain equitable access:

- **Connectivity Disparities:** Tens of millions lack reliable internet connectivity, particularly in Papua, Maluku, Nusa Tenggara, and rural areas.<sup>18</sup> Geographic challenges make infrastructure deployment complex and costly.
- **Urban-Rural Digital Divide:** Infrastructure concentrates heavily in Java, Bali, and urban centers, while rural and eastern regions lag substantially.<sup>19</sup> This creates access to justice risks as services digitize.
- **Quality Concerns:** Bandwidth limitations and network instability affect feasibility of data-intensive AI applications, video conferencing, and cloud-based services.
- **Device Access:** While smartphone ownership is widespread in urban areas, device affordability remains a barrier for lower-income and rural populations.

## Innovation & Tech Ecosystem

Indonesia's technology ecosystem has experienced rapid growth, with Jakarta emerging as a Southeast Asian startup hub.<sup>20</sup> AI development focuses primarily on commercial applications (recommendation systems, fraud detection, customer service automation). Public sector AI applications are emerging but remain less mature.

**Talent Challenges:** Indonesia faces significant AI talent shortages.<sup>21</sup> While universities are expanding AI curricula, the pipeline of professionals with advanced AI, machine learning, and data science expertise remains insufficient. A UNESCO readiness assessment estimates Indonesia will need an additional 9 million digital talents by 2030.<sup>22</sup>

**Private Sector Partnerships:** Collaborations with Nvidia, Microsoft, Google, and others help build AI infrastructure and capacity,<sup>23</sup> though they raise questions about data sovereignty and ensuring benefits flow to Indonesian priorities.

**Research and Development:** Academic institutions conduct AI research, though investment levels remain modest compared to regional competitors. Legal technology remains underdeveloped compared to mature markets, and regional survey data indicate that many law firms and in-house legal teams in Southeast Asia are still in the early stages of building structured AI and legal-tech strategies, even as they begin to report measurable efficiency gains and risk-management benefits.<sup>24</sup>

# AI Landscape and Policy Environment

## National AI Strategies and Policies

Indonesia's AI strategy comprises two key documents: the *Strategi Nasional Kecerdasan Artifisial* (Stranas KA) published in 2020,<sup>25</sup> and a comprehensive National AI Roadmap White Paper released in 2025.<sup>26</sup> Together, they chart development through 2045, encompassing infrastructure development, talent cultivation, ethical frameworks, priority sector applications (healthcare, agriculture, finance, education, public services), innovation ecosystem support, and regulatory foundations.

**Justice Sector Positioning:** While the roadmap addresses public services broadly, specific attention to justice sector applications is limited. Justice is not prominently featured among priority sectors, creating both an opportunity to shape justice-specific AI approaches and a risk that justice needs may be overlooked.

**Implementation Status:** The 2025 Roadmap White Paper, drafted by a 443-member task force representing government, academia, industry, civil society, and media, outlines short-term (2025–2027), medium-term (2028–2035), and long-term (2035–2045) action plans. In parallel, the government also released draft ethical guidelines, a formal governance framework, and safeguards to protect against algorithmic bias, disinformation, and accountability gaps. Both are anticipated to be formalized through executive action soon.<sup>27</sup> Nevertheless, gaps between strategy and operational implementation represent a critical transition requiring sustained attention.

## Institutional and Human Capacity

AI policy spans multiple ministries (Communications & Digital Affairs, Law & Human Rights, Education, Finance, Health), creating coordination challenges.<sup>28</sup> Government institutions often lack sufficient AI expertise for effective oversight, procurement, or evaluation. Within the justice sector, institutional capacity for digital transformation varies enormously across courts and institutions. Systematic, multi-year capacity building is needed at all levels.

## AI Adoption across Sectors

Private sector AI use is substantially more advanced than public sector implementations. Government agencies have deployed AI in tax administration (Directorate General of Taxation chatbot), disaster response (BNPB's BencanaBot), healthcare (Ministry of Health radiology AI), and digital content moderation (Ministry of Communication hoax detection),<sup>29</sup> though most remain at pilot stages. Formal AI deployment in Indonesian courts and justice processes is limited, with activity mostly pilots.

# Technology and Access to Justice

## Digitalization of Justice System

Indonesia's courts have embarked on incremental digitalization with variable progress:<sup>30</sup>

- **E-Filing and Case Management:** Electronic filing systems have been introduced in many courts, with variable adoption rates. Some urban courts demonstrate high uptake; others remain paper-based.<sup>31</sup>
- **Digital Systems:** Courts are implementing digital case management for scheduling, document management, and workflow tracking, though implementation remains incomplete.<sup>32</sup>
- **Online Information Access:** Court websites provide case information and judicial decisions, with varying comprehensiveness and user-friendliness.<sup>33</sup>
- **Remote Hearings:** Video conferencing capabilities expanded during COVID-19 and continue to be maintained, offering potential access benefits but constrained by infrastructure limitations.

**Challenges: Infrastructure limitations, variable digital literacy, integration difficulties, resource constraints, incomplete change management, and security concerns affect progress.**

## AI in Justice Sector

Direct AI deployment in Indonesia's justice sector remains limited. Unlike regional peers like Malaysia (with the AiCOS sentencing system),<sup>34</sup> Indonesia has not deployed comparable systems throughout its courts.

### Potential Applications

- **Legal Research Tools:** AI-powered search for laws, regulations, and precedents
- **Document Processing:** Classification, extraction, summarization
- **Predictive Analytics:** Case outcome prediction, duration estimates
- **Chatbots:** Basic legal information and procedural guidance
- **Translation Services:** Support for Indonesia's linguistic diversity

### Current Constraints

- Absence of large, quality legal datasets for training
- Limited AI technical capacity in justice institutions
- Lack of legal frameworks governing AI use in legal processes<sup>35</sup>
- Concerns about bias, fairness, transparency, and accountability
- Insufficient evidence of AI effectiveness and safety
- Resource constraints and competing priorities

Beyond the courts, AI adoption within Indonesia's legal profession is already significant. Recent socio-legal research based on a survey of more than one hundred advocates and in-house counsel found that among surveyed practitioners, roughly 38% reported using AI tools — primarily for legal research, document review, and drafting — despite the absence of clear professional guidance on acceptable use.<sup>36</sup>

## Access and Inclusion

Technology creates both opportunities (remote access, online information, reduced costs) and risks (digital divide exclusion, literacy gaps, language barriers, reduced human assistance, resource imbalances favoring well-resourced parties).

### Populations at Heightened Risk

- Rural and remote communities
- Elderly individuals
- Lower-income groups
- People with disabilities
- Linguistic minorities
- Women in certain contexts

### Inclusive Design Requirements

- Multi-channel service delivery maintaining non-digital options
- Proactive digital literacy support
- Accessible design for diverse needs
- Language support beyond Bahasa Indonesia
- Regular equity impact assessments
- Meaningful consultation with vulnerable communities

# Inclusive AI Transformation

The Indonesian government continues to make concerted efforts aimed at increasing women's involvement in the AI ecosystem, to promote diversity and prevent the reproduction of bias within AI solutions.<sup>37</sup>

Communication and Digital Affairs Minister Meutya Hafid has underscored the importance of creating an AI ecosystem that is not only technologically advanced but also ethical, inclusive, and beneficial for all Indonesians, regardless of gender.<sup>38</sup>

Indonesia's government is actively working to build an AI ecosystem that is technologically advanced, ethical, and inclusive for all citizens. Key steps include the introduction of a Personal Data Protection Law (Law No. 27 of 2022)<sup>39</sup> to safeguard privacy and build trust in digital platforms, as well as an AI Ethics Circular<sup>40</sup> that sets guidelines for transparency, inclusiveness, and non-discrimination in AI development.

To ensure equitable access, the government is also investing in digital infrastructure and AI literacy nationwide, with a particular focus on improving internet connectivity in rural and underserved areas. The goal is to ensure that all citizens, including women and other vulnerable groups, have equal opportunities to benefit from AI and navigate the changes it brings to industries and employment.

A 2025 Coursera report revealed that Indonesian women are completing generative AI courses at a slightly higher rate than men (by 0.9%), despite being underrepresented in overall enrollments at just 32%. Enrollment has grown marginally from 31% in 2024, leading the report to conclude that the primary barrier for women is access rather than ability or motivation.<sup>41</sup>

Gender disparities in STEM education persist: UNESCO's AI Readiness Assessment found that only 12.39% of women have graduated from STEM programs, compared to 26.91% of men, and Indonesia's Digital Gender Gap Index of 0.842 trails all ASEAN neighbors.<sup>42</sup>

This gap carries broader economic implications. While women account for 49% of Indonesia's internet users, they make up only 27% of the tech workforce, despite comprising 40% of the overall workforce.<sup>43</sup> As the country's digital transformation accelerates, improving women's access to AI education and skills training is seen as a strategic priority for building a more inclusive and competitive digital economy.

**Current State:** While awareness of digital inclusion challenges exists, systematic approaches to ensuring engagement among women are underdeveloped. This is a critical area requiring focused attention.

# Governance, Ethics, and Regulation

## Regulatory Framework

Indonesia's AI governance framework remains under development. Binding AI-specific legislation does not yet exist, creating regulatory uncertainty.<sup>44</sup> The Personal Data Protection Law (Law No. 27 of 2022)<sup>45</sup> establishes foundational data governance principles, but implementing regulations and enforcement mechanisms are nascent. In the justice sector, rules governing digitalization have not yet been updated for the AI context. Academic analysis of AI integration into Indonesia's legal profession highlights growing tension between rapid adoption in practice and the absence of tailored rules governing liability, ethical boundaries, and algorithmic accountability for lawyers and law firms using AI tools.<sup>46</sup>

### Key Gaps

- No technical standards or certification regimes for AI systems
- Unclear liability and accountability frameworks for AI errors
- Lack of sector-specific rules for AI in the justice sector
- Regulatory timelines are uncertain

## Ethical Principles

Ethical considerations are acknowledged in AI policy discussions (human-centric AI, fairness, transparency, accountability)<sup>47</sup> and in recently issued draft guidelines, but translation into operational practices remains underdeveloped. The justice sector has not promulgated specific ethical guidance for justice sector actors.

**Current State:** Systematic approaches to ethical AI assessment, bias auditing, and accountability structures are not yet widely operationalized.

# Opportunities and Challenges

## Opportunities

- **Legal Information Systems:** AI-powered platforms providing accessible legal information and procedural guidance
- **Predictive Analytics:** Case backlog management, resource planning, and judicial administration efficiency
- **Document Automation:** Processing assistance reducing administrative burdens on courts and litigants
- **Enhanced E-Court Systems:** More sophisticated digital service delivery with AI-enabled features<sup>48</sup>
- **Language Support:** AI translation addressing Indonesia's linguistic diversity
- **Remote Access Expansion:** Technology enabling justice access for geographically isolated populations

## Challenges

- **Connectivity Disparities:** Infrastructure gaps restricting equitable digital access<sup>49</sup>
- **Regulatory Uncertainty:** Absence of binding AI governance frameworks<sup>50</sup>
- **Talent Shortages:** Insufficient AI-skilled professionals<sup>51</sup>
- **Capacity Gaps:** Uneven institutional readiness across courts
- **Digital Literacy Barriers:** Variable technology skills among stakeholders
- **Resource Constraints:** Limited budgets for technology investment
- **Data Limitations:** Lack of quality legal datasets for AI training
- **Ethical Risks:** Concerns about algorithmic bias and accountability

## Readiness Assessment

Moderate readiness with strong political momentum and high-level commitment. Operationalizing AI in judicial settings requires substantial foundational work: infrastructure expansion, regulatory clarity, capacity building, ethical framework development, and systematic attention to equity and inclusion. The timeline for meaningful AI integration in justice likely spans multiple years and requires sustained investment and institutional development.

## Case Studies and Best Practices

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- **Public Sector AI Deployment:** Government AI applications in tax administration (DJP chatbot), disaster response (BNPB BencanaBot), and healthcare (radiology AI) demonstrate AI utility in citizen engagement and service delivery, offering proof-of-concept relevant to justice applications.<sup>52</sup>
  - **Academic Research Projects:** University-led pilots exploring AI applications provide learning opportunities about technical feasibility, implementation challenges, and ethical considerations in Indonesian contexts.
  - **Regional Learning:** Examination of AI implementations in neighboring countries (Malaysia's AiCOS, Singapore's legal tech initiatives) offers comparative insights while recognizing contextual differences requiring adapted approaches.
  - **Digital Court Progress:** E-filing and case management system implementations, despite challenges, demonstrate judicial system capacity for technology adoption and provide foundations for more advanced AI applications.
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## Recommendations and Pathways for Action

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Indonesia's AI and digital justice landscape presents a complex picture of ambition tempered by substantial implementation challenges. The country's draft AI roadmap, high-level judicial commitment to modernization, and emerging digital infrastructure provide foundations for progress. However, connectivity disparities, regulatory gaps, capacity constraints, and equity concerns require sustained, systematic attention.

Success will depend on translating political commitment into operational reality through concrete investments in infrastructure, capacity, and governance frameworks. Critical priorities include finalizing and implementing the AI roadmap with explicit justice sector provisions, enacting comprehensive AI governance legislation, building institutional and human capacity systematically, addressing digital divide challenges deliberately, and maintaining focus on ensuring technology enhances rather than undermines equitable justice access.

Indonesia's journey toward AI-enabled justice will likely be incremental rather than transformative in the near term, requiring patience, sustained investment, and realistic expectations. The coming years will be crucial for establishing regulatory foundations, building capacity, piloting applications carefully, and learning from implementation experiences. With appropriate attention to ethics, equity, and evidence, Indonesia can harness AI's potential to improve justice delivery while managing risks and protecting fundamental rights.<sup>53</sup>

# Endnotes

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## Additional Resources

The following sources provide further background on topics covered in this country brief.

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