

Prevention of Bureaucratic Corruption through Coordination and Supervision Programs in the Central Java Provincial Government

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Abstract. The bureaucracy has an important position in a country, with a good bureaucracy the government can carry out its duties for the welfare of the people. The pathology of the bureaucracy has led to the emergence of inequality that has damaged the condition of the country. One of the bureaucratic pathologies that is often seen is corruption. The bureaucratic corruption that occurs in the Central Government to the Regional Government seems to never stop. The KPK made a breakthrough to intervene in the implementation of clean government through the Prevention Coordination and Supervision program. This study aims to describe how the Prevention Coordination and Supervision program (Korsupgah) in the Central Java Provincial Government. This research uses a qualitative approach with a case study method, data collection is done through interviews and document studies. As a result, Korsupgah in Central Java Province was carried out by intervening in 8 strategic areas, followed by supervision and evaluation of the implementation of these interventions.

Keywords: Corruption, Bureaucracy, Prevention, Coordination, Supervision

1 Introduction

Bureaucracy in a government or a country has a role in realizing the implementation of power administratively so that it is in line with the will of the leader or people [1]. This means that bureaucracy is a set of systems that works to realize the goals of a country, a government will not run without the bureaucracy, as well as the goals of a country cannot be realized if the bureaucracy does not work.

Indeed, all government activities in carrying out their responsibilities and implementing political decisions are often associated with the bureaucracy [2]. In its history, the vital role of bureaucracy has caused the politicians or the ruler fighting over the bureaucracy as a means to realize their own political ambitions. This continuous process of struggle has resulted in the bureaucracy being seen as merely a political policy executing machine. Therefore, Weber in Thoha wants the bureaucracy not only seen as an executing machine but also has its own permanent strength.

In 1922, Weber came up with an idea called rational bureaucracy, a bureaucratic concept that establishes law authority as the basis of bureaucracy. In this concept, bureaucrats carry out their duties according to the law and the obedience of employees not to the leader but to the right law [3]. The concept of Weber's bureaucracy continues to develop with various criticisms,

for example David Osborn and Ted Gaebler who propose the concept of Entrepreneurial Bureaucracy which emphasizes the spirit of innovation and creativity for the bureaucracy so that it is adaptable to the current development and provide excellent service to the community [4].

However, along with the development of the bureaucracy, various problems known as Bureaucratic Pathology emerged. Bozeman states that bureaucracy that does not function properly, and is free from service principles or does not work properly is often referred to bureaucratic pathology, some also call it Red Tape. This bureaucratic pathology causes the bureaucracy to be very annoying, slow, corrupt, and arbitrary. So that if we mention the word bureaucracy that appears in our association, it means bad things or is related to corruption [5].

The bureaucratic pathology in Indonesia is getting worse and complex because the bureaucracy is constrained by political power. Since Soeharto era until now, political power is still holding the bureaucracy hostage to smoothen the steps of politicians both at local and central level [6]. As result, bureaucratic politicization that damaged all governance structures or rules which led to bureaucratic dysfunction cannot be avoided.

Caiden identified 175 form of bureaucratic pathology, including corruption. The bureaucracy has enormous powers, and this power is often misused for personal or group interests. The lack of supervision and low accountability as well as low morale of the apparatus results in rampant corruption in the bureaucracy [7]. An overview of corruption in the bureaucracy can be seen in table I.

Table 1. Corruption Case Defendants According to Job Types

Year	Civil servant	Private	State-owned/ district-owned enterprises	University/ School	Parliament	Village apparatus	Ministry	District Head
2015	210	135	15	15	13	-	2	9
2016	217	150	34	17	39	-	8	32
2017	456	224	37	34	33	-	8	94
2018	319	242	27	34	53	158	52	28
2019	263	138	24	33	43	188	13	3
2020	321	286	47	45	33	330	39	10

Source: Indonesia Corruption Watch, 2020.

From table I, it shows that the majority of corruption perpetrators come from bureaucrats. Political and private actors intertwine with bureaucrats in corruption. The reason is that there is still an assumption of a mutually beneficial relationship from the involvement of these actors in economic activities, which in turn, corruption is considered normal even though they know it violates provisions [5].

In order to deal with bureaucratic corruption, the government through the Corruption Eradication Commission (KPK) is obliged to prevent corruption in the bureaucracy through coordination and supervision. Based on the mandate of law Number 19 of 2019, the implementation of coordination and supervision by the KPK is carried out through an activity program called "Prevention Coordination and Supervision (Korsupgah)".

Based on the background above, this study aims to determine the description of Prevention Coordination and Supervision (Korsupgah), especially in the Central Java Provincial Government. The problem raised is how to implement Korsupgah in the Central Java Provincial Government.

2 Research Method

This research uses qualitative methods based on the philosophy of postpositivism, used to study the condition of natural objects. The researcher is the key instrument. The data collection technique is done by triangulation (combination). The data analysis is inductive/qualitative and the results of qualitative research emphasize on the meaning of understanding uniqueness, constructing phenomena and finding hypotheses [8].

Based on the type of research, this research is a descriptive study, which aims to provide a more detailed description of a symptom or phenomenon. According to Bungin [9] qualitative descriptive research focuses on one particular unit of various phenomena, thus the study can be carried out in depth.

The data sources used in this study are:

a. Primary Source

Primary sources are data sources that directly provide data to data collectors [8], namely informants or research subjects. In this study, the researcher used purposive sampling procedure in determining informants. The researcher determined informants according to selected criteria that are relevant to a particular research problem. The number of informants who participate in the research depends on the available resources and time and the objectives of the research. The researcher also made limitation related to the number of the informants according to the saturation theory which means a point in data collection when new data no longer brings additional insights to the research question [9].

b. Secondary Sources

Secondary sources are sources that do not directly provide data to data collectors, for example through other people or documents [8]. Data obtained from secondary or indirect sources were in the form of literature, performance reports, government regulations, governor regulations and implementation guidelines for Korsupgah as well as other documents which were relevant to the policy. This technique was carried out to complete obtained information in addition to support the other data collection technique that have been mentioned above.

3 Result and Discussion

3.1 Conceptual Framework

3.1.1 Corruption

Understanding corruption can be seen from various domains, all of which give negative meanings or bad deeds. In the realm of law it is referred to as a White Collar Crime and is classified as a criminal offense [10]. In the realm of economic and accounting, corruption is a part of fraud [11]. From the realm of sociology and culture, corruption is a pathology [12]. In the realm of religion, corruption means an act that is evil, bad and injustice [13].

Soemardjan in Klitgart [14] stated that corruption is a cancer that is contagious in the Government and society. Corruption gives enormous bad effects as Otusaya in Indiahono [15] stated that corruption has played a major role in causing serious damage to the economic and social landscape in developing countries. Burlian [16] said that corruption is a part of the social

pathology that can cause social rifts or incompatibilities, Siagian [12] also called corruption as a bureaucratic pathology.

In the Indonesian context, Freedman and Tiburzi [17] explained that corruption is a serious problem for several reasons: First, corruption erodes public trust in people in political institutions, which over time can undermine public support for the democratic process. Second, corruption has high economic and social welfare costs. Third, corruption can develop more power for the rich in the political process.

3.1.2 Prevention Coordination and Supervision Program

Efforts to eradicate corruption cannot run solely on the aspect of prosecution, because corruption that is deeply rooted in society requires preventive actions before it occurs. One of the prevention efforts was carried out in the form of Coordination and Supervision of the Prevention (Korsupgah) of corruption carried out by the Corruption Eradication Commission (KPK).

In accordance with article 6 of Constitution Number 30 of 2002 concerning the Corruption Eradication Commission as amended by Constitution Number 19 of 2019 concerning the Second Amendment to Constitution Number 30 of 2002 concerning the Corruption Eradication Commission, it is stated that the KPK is tasked to carry out:

- a. Preventive actions so that corruption does not occur;
- b. Coordination with both authorized agencies to carry out Corruption Eradication and agencies in charge of delivering services
- c. Public;
- d. Monitor the administration of state governance;
- e. Supervision of authorized agencies to carry out Corruption Eradication
- f. Investigation, and prosecution of Corruption Crime;
- g. Actions to implement judges' orders and court decisions that have permanent legal power.

To sum up, the duties of the KPK can be divided into two, namely Enforcement and Prevention. As stated in the definition of Corruption Eradication in article 1 number 4 of Constitution Number 30 of 2002 concerning the Corruption Eradication Commission that has been amended by Constitution Number 19 of 2019 concerning Second Amendment of Constitution Number 30 of 2002 that the meaning of the word eradicating corruption, is a series of activities to prevent and eradicate the occurrence of criminal acts of corruption through coordination, supervision, monitoring, investigation, prosecution, examination in court, with the participation of the community in accordance with the provisions of laws and regulations.

In terms of preventing corruption, the KPK has implemented many programs and activities, including Prevention Coordination and Supervision (Korsupgah). Through Korsupgah, the Corruption Eradication Commission (KPK) can take precautions by supervising predetermined areas. The results of the supervision are in the form of recommendations to be followed up by Ministries, Institutions or Local Governments. This is in accordance with a study conducted by Nana Darna which states that in carrying out corruption prevention it is not enough just to carry out anti-corruption education, but also control, mentoring, guidance and supervision [18].

Initially, the task of Coordination and Supervision of the KPK was only carried out in terms of prosecution. The KPK carried out the coordination and supervision, especially for cases at the Attorney General's Office and the Police that have received public attention. Later, in early 2010 the KPK began to focus on coordination and supervision in terms of prevention.

In the video released by the KPK regarding [19] it is explained that the steps taken by the Korsupgah Team are as follows:

- a. Coordination
 - 1) The team will coordinate with the local government to do mapping and analysis problems in the local government.
 - 2) The team will collect data in the field by coordinating with the society and government.
 - 3) The team will propose a recommendations for system improvement according to the determined areas (E-planning, Procurement of Goods and Services, One Stop Integrated Service, Village Financial Management, Internal Control, Corruption Prevention Programs (Gratification, LHKPN), Additional Employee Income, Increased Transparency and Public Participation).
- b. Supervision
 - 1) Guidance for local governments that will compile a system improvement action plan.
 - 2) Assistance for local governments that will carry out actions/follow up on recommendations.
 - 3) Monitoring the progress of the implementation of Korsupgah in the regions.
 - 4) Evaluation and assessment of the implementation of korsupgah in local governments.

From the review above, Prevention Coordination and Supervision is a KPK policy in the form of an activity program that examines the governance of ministries and local governments, especially in 8 areas, namely: Regional Budget (APBD) planning, procurement of goods and services, one-stop integrated services, government internal control apparatus, civil servant (ASN) management, optimization regional income, asset management and village fund management. This activity aims to provide input in order to minimize the occurrence of criminal acts of corruption.

3.2 Korsupgah Program in the Government of Central Java Province

Anti-corruption institutions in Indonesia adopt the Multi Purpose Agencies With Law Enforcement model, namely the anti-corruption agency model whose task is to repress and prevent corruption. In this model, anti-corruption institutions carry out policy analysis, assistance for corruption prevention (coordination, supervision), dissemination of information, monitoring and investigation, some also carry out prosecution tasks [20]. The function coordination and supervision is very important considering the KPK is the coordinator and trigger mechanism in eradicating corruption in Indonesia [21]. Ignoring the functions of coordination and supervision will lead to failure in eradicating corruption as reviewed by Jamil and Panday in their study of corruption eradication practices in Bangladesh.

Based on the mandate of Constitution Number 19 of 2019, the implementation of coordination and supervision by the KPK is carried out through an activity program called "Prevention Coordination and Supervision (Korsupgah)". In KPK regulation Number 7 of 2020 concerning the Organization and Administration of the Corruption Eradication Commission, the Korsupgah program is under one department, namely the Deputy for Coordination and Supervision. Korsupgah program of the KPK was originated from a collaboration between the KPK and the Government Finance and Development Supervisory Agency (BPKP) in 2014.

This cooperation was agreed upon in a cooperation agreement letter between the KPK and BPKP Number SPJ 83/10/02/2014 and PRJ-01/D4/2014 dated February 19, 2014 concerning Coordination and Supervision of Corruption Prevention which includes monitoring evaluation of pro-people APBD management, and observation or testing of national interest [22].

Korsupgah is part of the prevention efforts undertaken by the KPK. Korsupgah is implemented by the regional coordination work unit (Korwil). Korwil's authority is to carry out prevention and prosecution activities in an integrated, coordinated, and collaborative manner in

carrying out strategic functions in each region which is the responsibility of each Korwil [23]. The Korwil team is in charge of coordinating and supervising the regions which are its responsibility. According to Syarif in Kuswandi [23] conveying that the role of the Korwil team in the regions is very strategic. Korwil provides important input for the KPK leadership. The personnel of each korwil can find out in real time about any projects or areas that are widely reported by the community to the KPK and other law enforcers, carry out checks secretly and clandestinely, and submit their findings to the enforcement department for investigation.

Korsupgah is implemented in the Regional Government and several Ministries. The Central Java Provincial Government (Pemprov) is one of the provinces that has become the locus for the implementation of Korsupgah KPK since 2016. The implementation of Korsupgah in the Central Java Provincial Government is carried out by looking at various aspects which are considered as areas of intervention, namely Civil Servant (ASN) Management, Optimizing Regional Revenue, Regional Asset Management, Village Fund Management, Regional Budget (APBD) Planning and Budgeting, Procurement of Goods and Services, One Stop Services, and Government Internal Supervisory Apparatus (APIP) Capability.

The Corruption Eradication Commission has determined 8 strategic areas to intervene, the determination of these 8 areas comes from a study that has been carried out by the KPK based on the areas where corruption is most common. The study found that there are 7 areas where corruption is most common, while 1 area, namely the Internal Supervisory Apparatus (APIP), functions as internal control of the 7 areas, meaning that if internal control can be maximized, then corruption in 7 areas can be anticipated.

The description of the implementation of korsupgah in the Central Java Provincial Government will be divided into 3 discussions:

3.2.1 Structure of Korsupgah

In accordance with the Regulation of the Corruption Eradication Commission of the Republic of Indonesia Number 7 of 2020 concerning the Organization and Work Procedure of the Corruption Eradication Commission of Korsupgah, the KPK is under the Deputy for Coordination and Supervision which consists of several directorates according to regional strategies and needs. Coordination and Supervision functions are broadly divided into two, namely Action and Prevention. Deputy for Coordination and Supervision is engaged in the scope of prosecution and prevention, both of which are managed by the Directorate which is determined based on the region.

In terms of preventing corruption, the Deputy for Coordination and Supervision has the function of formulating technical policies in the coordination division on the implementation of state governance, including in the study of the regional government administration management system. So that the KPK makes a Prevention Coordination and Supervision program (Korsupgah) for local governments to carry out corruption prevention.

The Provincial Governments of Central Java and other provinces such as DIY, East Java, Central Kalimantan, West Kalimantan and South Kalimantan are under Directorate III. Directorate III is authorized and responsible for the implementation of Korsupgah in the areas mentioned above. Each directorate is led by a director who is in charge of members who will carry out the tasks according to the predetermined division.

In implementation, Directorate III has a Regional Coordinator (Korwil) on duty in each province, this regional coordinator who communicates to local governments and monitors the implementation of Korsupgah.

3.2.2 Scope of Korsupgah

Korsupgah has a scope in 8 areas, covering APBD Planning and Budgeting, Goods and Services Procurement, Licensing, APIP Supervision, ASN Management, Regional Tax Optimization, Regional Asset Management, and Village Funds. Especially regarding village funds, it only applies to Regency or City Governments. The Korsupgah team periodically measures, evaluates and provides input related to the 8 mentioned areas.

The areas determined are derived from the results of the analysis by the KPK and related Ministries regarding the areas most prone to corruption. From the handling of these 8 areas, it is hoped that it can prevent corruption through the Korsupgah system, although in each area it already has a system that minimizes the occurrence of corruption, Korsupgah coordinates the existing system and supervises its implementation.

There are 7 areas that are intervened in the Central Java Provincial Government, 6 areas consist of Budgeting, Procurement of Goods/Services, Licensing, ASN Management, Regional Assets and Revenue, while 1 area as internal control is Supervision (Inspectorate). Interventions in these 7 areas can prevent acts of corruption, such as bribes to get positions, bribes in budgeting between the executive and legislative, bribes or illegal levies in licensing, mark-ups and fraud in procurement of goods, misuse of assets and leakage in revenue.

3.2.3 The Korsupgah Mechanism

Korsupgah begins with mapping the problems in the 8 areas that will be intervened, then the team will submit indicators in each area to the Regional Government through the Inspectorate as can be seen in table 2. The inspectorate as the leading sector then socializes these indicators to the relevant agencies. These indicators are things that must be reported to the Korsupgah Team periodically (per trimester) in the form of document. Progress or reporting achievements are always monitored through the website www.jaga.id.

Table 2. Intervened Areas and Indicators of Achievement

No.	Intervened Area	Indicator
1	APBD Planning and Budgeting	Standard unit price (SSH)
		Analysis of Standard Cost (ASB) and Unit Cost of Main Activity (HSPK)
		APBD Budgeting
		Control and Supervision
2	Goods and Services Procurement	SDM UKPBJ
		Tupoksi Implementation
		Support Device
		SIRUP Broadcast
3	Licensing	Control and Supervision
		Regulation
		Infrastructure Licensing
		Licensing Process
4	APIP Supervision	Control and Supervision
		APIP Capability
		Whistleblower System (WBS) Management

		Probity Audit
		Special Examination
		Follow up on Intern and Extern Examination Result
		Regulation of ASN Management
		Information System
5	ASN Management	LHKPN and Gratification Control
		Human Resource Management
		Control and Supervision
		Regional Tax Database
6	Regional Tax Optimization	Inovation to increase Regional Tax
		Tax Arrears Collection
		Increase in Regional Taxes
		Asset Database
7	Regional Asset Management	Asset Management
		Asset Certification
		Asset Control

Source: Corruption Eradication Commission, 2020.

The indicators that have been determined by the KPK are then given to the Regional Apparatus Organizations (OPD) in accordance with the tasks they are assigned. For example, the Regional Civil Service Agency (BKD) has the task of completing the ASN Management indicators. Each OPD then completes the documents required and requested by the KPK, this document as evidence that the implementation of corruption prevention on the specified indicators has been running. The inspectorate has an important role in implementing korusupgah in the form of facilitating and helping communication between the Korusupgah team (Korwil) and related agencies. This includes delivering the progress of reporting from agencies to the Korusupgah team.

At the beginning of the year the Korusupgah Team communicated with the Inspectorate about the Korusupgah program in the current year. Then the Inspectorate delivers to the Regional Head or Regional Secretary about the preparations for the implementation of Korusupgah. Then, the Inspectorate will coordinate with relevant agencies to fulfill the report according to Korusupgah indicators. The relevant agencies will periodically report the fulfillment of the indicators to the Inspectorate and then report it to the Korusupgah Team.

The Korusupgah team then makes an assessment of the documents that have been reported, from time to time the team will check the field, whether the reported documents match the reality or not. The documents that must be fulfilled by the relevant agencies are continuously monitored by the Korusupgah Team and the Inspectorate.

Regarding special problems that have major obstacles, while the authority and power of the agencies are limited, the Korusupgah team will help to coordinate with the related parties. For example, regarding problem assets, there are many land ownership without certificates or asset abuse, in solving this problem, the Korusupgah Team will coordinate with the National Land Agency and several parties.

The main focus of Korusupgah is to take precautions through the system, when the chances of corruption in the system have been closed or minimized, it is hoped that corruption will not occur anymore. In addition, efforts to increase regional income were also carried out so that it

had an impact on development and as a system for additional income for the apparatus. A mitigated system and increased regional income will reduce corrupt behavior in the bureaucracy.

3.2.4 Evaluation and Reporting

Government agencies related to Korsupgah report the achievement of activities through the fulfillment of documents submitted to the Inspectorate. Then the Inspectorate uploads it to the website www.jaga.id and coordinates with the KPK. The inspectorate continues to communicate with the relevant agencies to follow up if there are difficulties in fulfilling documents or anticipating delays in reporting.

The Korsupgah team will verify the documents online. Documents which are not suitable will be returned and asked to make corrections. Each document fulfillment for each indicator will be assessed by a percentage. Achievements of 100% will be given to agencies that have met all the indicators that have been set.

Korsupgah achievements will be submitted periodically (trimester) and at the end of the year will be recapitulated nationally. The award will be given to local governments with the highest korsupgah achievements. Each region will compete to improve the achievements of Korsupgah because this is a measure of success in efforts to prevent corruption. Regions that have low corruption achievement are presumably not having good faith in preventing corruption.

4 Conclusion

Korsupgah takes a systems approach to prevent corruption in the bureaucracy. Analyzing and evaluating the system in the bureaucracy and taking action for changes periodically will be able to eliminate the chance for corruption. Although the majority of corruption occurs outside the system or the system might be manipulated, creating a tight system is a strategic step that must be taken. If the system in the bureaucracy is ignored without supervision, it will increase the opportunities for corruption.

4.1 Suggestions

Suggestions for the implementation of Korsupgah are:

- a. Determining more specific and sharper indicators so that it can reach the doors where the corruption is possibly occurs in the government bureaucracy.
- b. Increase the intensity of field checks on documentary evidence that has been reported, so that outcomes are not limited to document reporting.
- c. Analyzing the achievements of Korsupgah with improvement of regional welfare and anti-corruption behavior in a region.

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