

Collaborative Governance of Corruption Prevention Covid-19 Management Fund in Central Java Government

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Abstract. There is a lot of research on corruption but there is still little research in solving the prevention of corruption with collaborative governance strategies. This research aims to analyze the prevention of corruption of Covid-19 management funds in Central Java Government through collaborative governance. Considering the budget for handling Covid-19 allocated by the Central Java Provincial Government is very large, the risk of corruption is quite high. The research method used is with library studies collaborated with Focus Group Discussion with a descriptive approach to analysts. The data required in this study is primary and secondary data. The results concluded that collaborative governance strategy is important in preventing corruption budget handling of Covid-19 by involving four pillars namely Inspectorate, BPKP, Police and Prosecutor. No less important is the participation of the public in reporting complaints to government agencies can help in the corruption eradication. The study found another fact that with the assistance by law enforcement officials in the management of Covid-19 funds psychologically provides positive value for the implementers.

Keywords: Collaborative Governance, Corruption, Community Participation, Covid-19, Central Java Province

1 Introduction

Disaster fund corruption seems to be something that is inevitable in Indonesia. Data from *Indonesian Corruption Watch* records there have been 87 cases of disaster fund corruption over the past ten years with corruption-prone points during emergency response, rehabilitation, and disaster site reconstruction [1]. The most horrendous case of disaster fund is corruption in 2016 when the government was dealing with an outbreak of bird flu. It led to corruption in the Ministry of Health with the direct designation mode of the tender winner of the Project procurement of medical devices and supplies for bird flu outbreak with a budget ceiling of 42.45 billion rupiah. It is finally ensnared several high-ranking officials including the then minister of health. Natalie Rhodes of Transparency International has warned of corruption in the handling of outbreaks involving huge disaster management budgets. Under normal circumstances, the average health corruption in the world is about US\$ 500 billion per year. On the Health web on March 13, 2020 titled "Corruption and the Coronavirus: How to prevent the abuse of power during a global health pandemic" [2], wrote about the huge opportunities for corruption in the handling of Covid-19 [3].

Currently, Indonesian government in dealing with Covid-19 has provided the budget and financing of the 2020 State Budget amount 405.1 trillion rupiah consisting of 75 trillion rupiah for health, 110 trillion rupiah for social safety net, 70.1 trillion rupiah for tax incentives and Community Credit Enterprise (KUR) stimulus and 150 trillion rupiah allocated to finance national economic recovery program.

Meanwhile, the Central Java Provincial Government has allocated an Unexpected Expenditure Budget (BTT) for the handling of Covid-19 amounting to 1,987,003,130,000 trillion rupiah. Which is sourced from budget refocusing and budget allocation of all regional devices, with the details of the treatment consisting of health care amounting to 426,795,679,000 trillion rupiah (21.48%), handling economic impact (economic safety net) amounting to 222,453,110,000 trillion rupiah (11.20%) and Provision of Social Safety Net /JPS amounted to 1,337,754,341,000 trillion rupiah (67.32%) [4].

Given that, the budget allocation change is very large and still in the state of emergency for Covid-19 brings the consequences of budget management irregularities and procurement of goods /services in the event of corruption. Looking at the cases of disaster fund corruption above, the local government should be able to detect early potential risks. There are several potential risks of corruption relate to Covid-19 disaster management funds, especially during the procurement process of goods/services. These are also during the distribution of JPS and JPE assistance including claims of payment of medical personnel incentives (Webinar with the theme Challenges and Anticipation of Regional Financial Management in the Framework Implementation of Government Regulation No. 1 in 2020 [5].

So far, to prevent and eradicate corruption has been implemented preventive, detective and repressive strategies but the implementation of such strategies takes a considerable time and commitment from various parties [6][7]. One of the strategies that can be used as the basis for setting government policies to prevent corruption is to implement the collaborative governance concept as outlined by Ansell and Gash [8]. Collaborative governance in eradicating corruption involves stakeholders such as Government Internal Supervisory Officer (APIP), Law Enforcement Officers (APH), Financial Supervision and Development (BPKP) and Regional Device Task Force (SKPD) (Regional Device Task Force) so that the goal of collaborating from the beginning can be achieved more effectively.

According to Ansell and Gash [8] defined collaborative governance as a control model in which one or more public institutions directly involve non-governmental stakeholders in the collective decision-making process, which is formal, consensus-oriented, deliberative and aims to create or implement public policy or manage public programs or assets.

This research aims to analyze the institutional collaboration of corruption prevention fund handling Covid-19 in the Central Java Provincial Government. Using collaboration instruments delivered by Ansell and Gash [8], this research can produce an alternative institutional management model based on collaborative governance.

2 Research Method

This research uses a qualitative approach method that is analytically descriptive. This research observes to illustrate the process of institutional collaboration in the prevention of fraud/corruption risk management funds by the Central Java Provincial Government. Data collection through Focus Group Discussion (FGD) with stakeholders and in-depth interviews with important informants in the Covid-19 Budget Handling Corruption Prevention Assistance Program consists of 4 (four) agencies namely the Inspectorate, BPKP, Police and Prosecutors.

Three Regional Device Task Force (SKPD) which won Covid-19 namely the Health Office, Social Services and Cooperative Office and Small and Medium Enterprise of Central Java Province. Once the data is collected, analyze the data through interactive methods. Thus, it can be analyzed the collaborative governance program to prevent corruption of Covid-19 management fund.

3 Results and Discussion

To analyze how the corruption prevention collaboration process of Covid-19 management fund in Central Java Province then in this article uses the collaborative governance process based on theory from Ansell and Gash [8] namely (1) face to face dialogue; (2) trust building; (3) commitment to process; (4) sharing shared understanding and (4) intermediate outcomes. Based on the results of research with focus group discussion (FGD) approach to the process of collaboration on corruption prevention fund handling Covid-19 in Central Java Province as follows:

Face to Face, Dialogue becomes a tool to build commitment and trust in the collaboration process, mutual understanding between collaborative actors in every process that is awakened, identifying problems and determining mutual agreements. The process of collaboration in the prevention of corruption of Covid-19 funds in Central Java Province begins with the government's policy to control the implementation of Covid-19 in handling budgets so that there are no corruption or budget irregularities, but the implementation is still handled according to their respective authorities. Some of the technical policies issued mandate Financial Supervision and Development (BPKP), Inspectorate, Prosecutor's Office and Police to control the handling of Covid-19, namely first, financial accountability control by Financial Supervision and Development (BPKP) to the central and local governments, by forming a technical team of escorts.

At the regional level, the Head of Financial Supervision and Development (BPKP) has issued letter No. S-336/K/2020 issued on March 23, 2020 for Indonesia Governor. The technical team at BPKP representative will conduct assistance to the local government in terms of financial accountability of Covid-19 handling. *Second*, assistant by APIP (government internal supervision officer) is in this case inspectorate with the Letter of inspector general of the Ministry of Home Affairs No. 700/859/IJ dated March 26, 2020. *Third*, security and strategic development control related to the allocation of state budgets and budgets in order to counter Covid-19 by prosecutors in accordance with jam intelligence letter no. R-TI-03/D/Dek/03/2020 on March 30, 2020 and reaffirmed with intelligence jam letter No. B-563/D/Dpp/04/2020 dated April 20, 2020. *Fourth*, Supervision and assistant to Covid-19 management funds in the area by the Directorate of Police Crime in accordance with the letter of the Head of Police of Criminal Reserve Agency (Bareskrim) to the Police Chiefs of Indonesia No. B./2453/IV/HUK.7.1/2020/BARESKRIM on April 27, 2020.

Given that each Central Government agency issued a policy in accordance with its authority, the Central Java Government initiated to conduct institutional collaboration because if partial corruption prevention by the Inspectorate, BPKP and APH would not be effective and not comprehensive. For this reason, collaborative governance strategy efforts that began with the draft memorandum of agreement 4 (four) pillars consisted of Central Java Provincial Government. Central Java, BPKP, is the High Prosecutor's Office and Central Java Police. Efforts are made in the form of face-to-face dialogue with relevant stakeholders to discuss the draft Memorandum of Agreement initiated by the Bureau of Government, Regional Autonomy

and Cooperation as well as the Provincial Regional Secretariat of Law Bureau. Central Java signed a Memorandum of Agreement on May 28, 2020 between the Central Java Provincial Government and the High Prosecutor's Office of Central Java and The Regional Police of Central Java and the Head of Central Java Provincial Representative. Central Java No. 700/022/2020, No. B-1820/m.3/gs/05/2020, No. MoU-Z/PWII/3/2020 and No. KESMA/5/V/HUK.8.1.1/2020 relates on Assistance and Accountability Supervision of Covid-19 Management and Prevention Fund in Central Java Provincial Government.

The scope of collaboration in accordance with the Memorandum of Agreement is cooperation in the assistance and supervision of regional financial accountability, prevention and legal assistance, monitoring and evaluation and other legal measures to prevent corruption, collusion and nepotism of the Covid-19 prevention and prevention fund in Central Java Provincial Government.

The next process is done *face-to-face* discussions between Central Java Provincial Government (Inspectorate, Law Bureau and Government Bureau, Regional Autonomy & Cooperation), BPKP Central Java Provincial Representative, Assistant of Attorney General of Young Civil Government of Central Java and Central Java Police Department to design the role of each party, work and technical collaboration on Covid-19 prevention collaboration in SKPD field. The role and task of the team is to provide socialization to SKPD to the ability to handle Covid-19 and listen to the exposure of Covid-19 handling by SKPD, which is continued with ongoing discussions and escorts directly to the liaison officials. From 18 SKPD supporting Covid-19 as the initial stage of mentoring in 3 (three) SKPD namely Cooperative & SMEs Office, Social Service and Central Java Health Office. While SKPD Central Java Province only as the object of the memorandum of agreement so that it is not directly involved in the process of drafting the memorandum of agreement in question.

3.1 Collaboration Process among the Stakeholder

Building trust is inseparable from the face-to-face dialogue stage, as building trust requires a long-term commitment to achieving collaborative. If stakeholders are unable to build trust then a collaborative process will not be possible [9]. At the heart of the Covid-19 prevention, corruption fund's eradication collaboration is to build trust and commitment based on mutual agreement through a memorandum of understanding. Given that this collaboration involves vertical agencies in Central Java such as BPKP's representative, Central Java Police and Central Java High Prosecutor's Office then it takes joint awareness to carry out collaboration with the Central Java Provincial Government to achieve long-term goals so that trust is needed among stakeholders.

From the face-to-face dialogue, the Inspectorate as secretariat and facilitator to implement this agreement has agreed process. The decision of the inspectorate is part of the trust of other stakeholders that there must be an SKPD capable of executing as a facilitative leader to achieve the goals that have been set together. With the condition of stakeholders who have different interests, visions, resources and authority, there must certainly be facilitative leadership. SKPD's involvement in trust building has not been involved because SKPD is not involved in this stage and the focus on building trust is still carried out by the stakeholders involved in the Memorandum of Agreement. The role of the inspectorate as a facilitator in this policy holds a strategic role given that it is trusted by APH and BPKP to run all mentoring programs from planning, implementation, reporting, monitoring and evaluation, while for SKPD is not involved in this stage.

3.2 Commitment Process

A commitment requires the trust of stakeholders so that the goals that have been set can be achieved. The commitment of corruption prevention efforts in Covid-19 handling is to prevent potential cases of corruption that will occur in the future. Commitments built on the memorandum of agreement are to perform their respective roles according to their authority. One of the operational strategies so that commitment can be built by setting the Decision of Inspector. Central Java Province No. 700/013 of 2020 dated July 14, 2020 on the Liaison Officer Team of Implementation memorandum on Assistance and Accountability Supervision of Covid-19 Management and Prevention Fund. Commitment and trust in collaboration is a measure of a policy's success. According to Peters and Pierre [10] stated that commitment is important because all parties have their own limitations. Existing limitations are driving in building commitments in collaborating. As well as the trust building stage, in the stage of building commitments, SKPD is also not involved because this stage is still the domain of government agencies involved in the memorandum of agreement.

3.3 Shared Understanding

Any organization that has the same interests to achieve a particular goal will be based on the same vision and mission to achieve a common goal. In the collaborative process, stakeholders must develop the same understanding regarding the same vision, mission goals, and strategies [11]. The purpose of this collaboration has been set out in the memorandum of agreement. Thus, to produce effective collaboration it is necessary to build a common understanding through discussion ideas (sharing), discussing shared problems by providing alternative problem-solving solutions between the companion team and SKPD. The policy set out in the memorandum of agreement has been shared through FGD in 3 (three) SKPD supporting Covid-19 namely in Cooperative amp; SMEs Office, Social Service and Health Office. Focus Group Discussion is carried out by socializing the role of each stakeholder and exposure of Head of Office on the achievements programs and problems faced including corruption risk mitigation. The question-and-answer forum are expected to be an effective medium for SKPD to address the financial problems and accountability of Covid-19 funds.

3.4 Intermediate Outcome

Intermediate outcomes are the result of business activities that can be identified and measured in the near future and are indicators of long-term outcomes. Some references suggest that collaboration will occur if the purpose and advantage of collaboration is concrete and the possibility of "small wins" from the collaboration. Small wins, can give hope back to a collaborative process, driving a good cycle of building trust and commitment [12]. Small wins are short-term goals that want to be achieved in the policy of preventing corruption in the handling of Covid-19 funds and affecting the implementation of good governance and when collaboration ends then stop the impact.

To achieve small wins, it takes the right strategy to realize the goals set. Therefore, the strategy must be supported with the ability to anticipate existing opportunities. Implementation of Covid-19 fund handling collaboration policy can be said to be too late because it was only set on May 28, 2020 and technically the assistance began to be implemented in June 2020, while the budget refocusing process has begun in April 2020 and the procurement process of goods

has begun in April. For this reason, the right strategy is needed so that the procurement of goods/services and the distribution of social fund that have been implemented can still be controlled properly. The strategy implemented is to provide financial accountability and open direct consultation between SKPD and the mentoring team. This strategy is outlined in the mentoring teamwork program and KAK (Framework of Reference) which is prepared together with the agreed schedule.

SKPD and Government Province have not felt the provisional results of prevention. Central Java due to Covid-19 treatment activities is still ongoing, but the perceived impact is the psychological support for SKPD officials and staff due to the involvement of BPKP and APH jointly to control the policy. In addition, SKPD should be able to provide the requested data and reports and should actively conduct consultations on the issues encountered during Covid-19 handling. The results between (intermediate outcomes) by the mentoring team in order to prevent corruption have been formally implemented at the Cooperative & SMEs Office, Social Services and Health Service on July 13, 2020, July 15, 2020 and July 21, 2020. The results of the assistance by the team so that SKPD to always respond to all forms of public complaints because the public as an information collaborate of complaints for the corruption handling. The results are also expected to open more intense consultation rooms in the next stage so that the goal of preventing corruption can be achieved.

While the driving and inhibition factors of institutional collaboration, classifies into as follows:

- a. Driving Factors
 - 1) There is a policy of Indonesia Republic President to prioritize the aspects of corruption prevention in covid-19 handling fund and instruct BPKP, prosecutors, police and inspectorate to control Covid-19 funds;
 - 2) There are commitments of 4 (four) leaders namely Central Java Governor, the Head of BPKP of Central Java Representative, the Chief Prosecutor general of Central Java, and the Head of Central Java Police to create a Memorandum of Agreement to collaborate to prevent corruption of Covid-19 funds;
 - 3) A mentoring team was formed to the 4 parties and discussed directly the corruption prevention assistance program of Covid-19 management fund;
 - 4) SKPD supports a mentoring program to prevent corruption of Covid-19 management funds.
- b. Inhibition Factors
 - 1) Equate the perception of prosecutors, police, BPKP and inspectorate who have the legal basis for handling corruption themselves;
 - 2) Limited time and number of human resource mentoring teams because each has a routine task;
 - 3) The absence of a budget to conduct this assistance so that the budget of meetings, discussions and so on is charged by the SKPD respectively;
 - 4) Concerns from SKPD that is supporting Covid-19 when there are complaints of alleged corruption crimes, then APH will process more deeply and the mentoring team from APH cannot control properly.

4 Conclusion

The collaborative governance process for the corruption prevention of Covid-19 management funds in the Central Java Provincial Government was formally implemented based

on the policy of Memorandum of Agreement 4 (four) leaders. These classified into Central Java Governor, the Head of BPKP Central Java Representative, and the Chief Prosecutor of Central Java and the Head of Central Java Police on May 28, 2020. Based on the collaboration process using an [8] model it can be concluded that the implementation of the collaboration process is only followed by stakeholders listed in the memorandum of agreement only namely the Central Java Provincial Government, BPKP Provincial Representative. Central Java, the High Prosecutor's Office of Central Java and the Central Java Regional Police without involving the Covid-19-enabled SKPD from the beginning. SKPD's involvement is only at the time of Sharing Understanding between Results so that SKPD is only the object of collaboration. Until now, the implementation of collaboration is still ongoing so it is not yet known the results and impacts.

Other interesting findings from the psychological aspect have a positive impact on officials/staff at SKPD who are able to fund Covid-19. Community involvement in the collaboration process does not exist but the mentoring team that the community needs to be considered, as a corruption prevention partner through community complaint reports and SKPD should be able to manage the complaint well, expects it.

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