Anti-Corruption Village: A Solution to Preventing Crime of Corruption and Good Governance in Village

Septa Candra¹, Zico Junius Fernando²

¹Universitas Muhammadiyah Jakarta, Indonesia, E-mail: septa.candra85@gmail.com
²Universitas Bengkulu, Indonesia E-mail: zjfernando@unib.ac.id

Submitted: July 12, 2023; Reviewed: Maret 21, 2024; Accepted: May 27, 2024.

Abstract

Anti-corruption village is a concrete manifestation of community participation in preventing criminal acts of corruption. Therefore, this research aimed to eradicate corruption in Indonesia from village levels serving as an important indicator and responsible for large amounts of funds. By establishing anti-corruption village, funds were more accountable for optimal development. Meanwhile, doctrinal legal research using primary, secondary, and tertiary legal materials was adopted with statute, conceptual, comparative, and futuristic methods. A descriptive-prescriptive nature was used with the examination of the data or materials through content analysis. The results showed that anti-corruption village program initiated by Corruption Eradication Commission (KPK) disseminated the importance of building integrity and anti-corruption values among government and village community. Additionally, this program functioned as a pilot project to prevent corruption and oversee the development of village community.

A. Introduction

Corruption is a dishonest behavior¹ committed by individuals or organizations in power. The phenomenon covers a variety of actions, including giving and receiving bribes or inappropriate gifts, making unauthorized transactions, embezzlement in office, extortion, conflicts of interest, and fraudulent acts as contained in Law Number 31 of 1999 with Law

---

Number 20 of 2001 concerning Eradication of Corruption Crimes and other disgraceful behavior such as bribery in the private sector, illicit enrichment and trading in influence.²

There is growing concern against criminal acts of corruption³ in developed and developing countries, public and private sectors, as well as non-profit and charitable organizations.⁴ Anti-corruption efforts have produced different discussions but have resulted in minimal progress toward enhancing positive change or reform.⁵ In this context, failure is related to complexity, dynamism, and widespread corruption.⁶

Corruption is defined by World Bank and Transparency International (TI) as the abuse of public office for personal gain or a group of community. The concept includes the inappropriate and unlawful behavior shown by public service officials, including politicians and civil servants, whose positions afford the opportunities to divert funds and assets from the government into possession. Corruption distorts resource allocation and government performance⁷ with reasons varying between countries. Contributing factors may include inadequately structured and managed policies, programs, and activities, institutional shortcomings, poverty, income disparity, insufficient remuneration of civil servants, and a deficit in accountability and transparency.⁸

From 2004 to October 20, 2022, Corruption Eradication Commission (KPK) handled 1,310 corruption cases. This anti-corruption agency has handled various cases over the past 18 years. In 2018, there were 199 corruption cases handled by KPK, compared to only 2 in 2014.⁹ Bribery cases accounted for 867 corruption cases most frequently handled by KPK. In 2018, KPK successfully prosecuted 168 cases of bribery, which is a record high.

Due to 119 cases each, 2019 and 2017 are in second and third place, respectively. KPK handled 274 cases of procurement of goods or services, which ranks second in the most frequent acts of corruption, followed by 57 cases of budget abuse.\textsuperscript{10}

Indonesia is ranked 110th out of 180 countries, according to Transparency International’s 2022 CPI report. A score of 0 shows that corruption is prevalent\textsuperscript{11} but a score of 100 is obtained, where there are no corruption cases. Therefore, Indonesian state deserves the title of a corrupt country.\textsuperscript{12}

An analysis of the declining corruption perception index showed that economic indicators were experiencing significant challenges. Political indicators have mostly stayed the same between the company’s progress in implementing anti-corruption system and state policies.\textsuperscript{13} Types of corruption, from bribery and gratuities to conflicts of interest between politicians, public officials, and business actors, are common. Meanwhile, anti-corruption law enforcement indicators have proven ineffective in preventing and eradicating corruption. Corruption practices are still found in law enforcement agencies and the resilience score represents the political, legal, economic, and social areas of society. The higher the corruption perception score, the more effective the response to organized crime.

\textbf{Figure 1. Indonesian Corruption Perceptions Index 2012-2022}

\begin{figure}[h]
\centering
\includegraphics[width=\textwidth]{figure1.png}
\caption{Source: Processed from various source}
\end{figure}


\textsuperscript{13} Eko Rahman Setiawan et al, \textit{Kolaborasi Memberantas Korupsi} (Bandung: Media Sains Indonesia, 2021).
The number of corruption cases occurring in Indonesia is one of the factors causing GPA scores to decline, such as the cases of misuse of village funds. According to Indonesia Corruption Watch (ICW), 154 corruption cases are being prosecuted by law enforcement officials (APH) in village fund budget sector in 2021, causing losses to the state of Rp. 233 billion. Village fund budget corruption has tended to increase since 2015. There were only 17 corruption cases including village fund budgets, with state losses reaching Rp. 40.1 billion. This situation is also consistent with ICW results regarding state entity in corruption cases. According to ICW, state entity handled by law enforcement officials was village government. Prevention and eradication of corruption are critical to achieving more effective, just, and efficient Governance. Widespread corruption reduces government efficiency and the effectiveness of private investment and foreign aid. The negative impact of corruption has become a driving force for international institutions to demand the establishment of suitable governance measures in developing countries.

Village fund ceiling for 2022 has been set at 68 trillion and allocated to 74,961 villages in 434 districts/cities. This amount decreased by 4 trillion rupiahs compared to last year's fund, including the acts of abuse and fraud. Generally, village funds were disbursed 400.1 trillion rupiahs in 2015 to build various infrastructure, such as village roads, irrigation, bridges, village markets, clean water facilities, drainage, wells, and other infrastructures. To suppress misuse of village funds, Corruption Eradication Committee launched a program known as Anti-Corruption Village in 2021 intending to build an independent and developing society with clean, transparent, and accountable governance. Lack of oversight, weak integrity among village officials, and

---

19 Tatag Prihantara Yuwono.
other issues have contributed to the increasing annual corruption related to funds, forcing anti-corruption programs to be fully supported.20

Legal analysis was conducted in reviewing the research by examining literature or secondary materials known as normative legal or library research.21 This is achieved by collecting various existing materials, such as primary, secondary, and tertiary legal materials.22 Statutory, conceptual, philosophical, and comparative methods are used to obtain answers or solutions to the problems.23 The nature of the research conducted was a descriptive-prescriptive analysis, using content analysis for the examination of data and materials.24

B. Discussion

1. Community Empowerment and Implementation of Village Governance in Indonesia

The country benefits in terms of the idea of a balanced pattern of development when village grows. In this context, village funds are one of the resources used to develop villages (DD).25 The funds originate from State Revenue and Expenditure Budget (APBN) earmarked for villages. Government administration, development implementation, and community empowerment are funded through district Regional Revenue and Expenditure Budget (APBD).26

The data used to calculate village fund ceiling are from different ministries or institutions. The Ministry of Home Affairs provides data on the number of villages and population, the Ministry of Villages prepares data on Village Development Index (IDM) as well as Village Revenue and Expenditure Budget (APBDes) and Village Original Income (PADes), Ministry of Social Affairs submits data on the number of poor community. The Ministry of Finance provides absorption performance data and output achievements of village fund. Meanwhile, data on the area as well as Construction Expensive Index (IKK) and Geographic Difficulty Index (IKG),

21 Soerjono Soekanto and Sri Mamudji, Penelitian Hukum Normatif Suatu Tinjauan Singkat (Jakarta: Raja Grafindo Persada, 2001).
22 Peter Mahmud Marzuki, Penelitian Hukum (Jakarta: Kencana Prenada Media, 2005).
26 Shylvia Herawati.
were obtained from Central Bureau of Statistics (BPS) to produce an allocation formula, including Basic, Formula, Affirmation, and Performance Allocations at 65%, 30%, 1%, and 4%, respectively. Community empowerment must also support village funds for optimal governance. Every citizen can carry out many types of participation activities as a form of community empowerment. These activities include:

   a. Join community groups,
   b. Participate in group discussions,
   c. Participate in organizational activities to mobilize community,
   d. Using community resources,
   e. Participate in decision-making,
   f. Using the results of community activities.

Empowerment is the process of providing and optimizing power possessed by community. This can be understood as ability and courage as well as authority or bargaining position. Community empowerment practices carried out by various parties are limited to economic empowerment in the context of poverty alleviation. To promote productive activities and increase income, community empowerment activities are carried out. Community empowerment must have the following guiding principles:

   a. Participation: Community members should be actively part of the empowerment activities by directly implementing initiatives.
   b. Impact: Empowerment activities must obtain a positive or constructive effect to influence participants' satisfaction and willingness to engage in future learning or empowerment activities.
   c. Association: Since community naturally connect with other events, every empowerment activity should be integrated with relevant activities.

Community empowerment program conducted to prevent criminal acts of corruption in village is to support anti-corruption village program launched by KPK in 2021. Panggungharjo village was selected as a pilot due to Good Governance in community. KPK has five sections and 18 ways to measure performance and the sections include strengthening Governance, supervision, public services, community participation, and local wisdom to create a culture without supporting corruption.

In 2022 KPK, Ministry of Villages, Development of Disadvantaged Regions and Transmigration, launched ten other anti-corruption villages.

---

27 Tatag Prihantara Yuwono, “Membedah Potensi Dan Tantangan Dana Desa Tahun 2022.”
29 Sri Handini et al.
30 Sri Handini et al.
namely Kamang Hilia (Agam Regency, West Sumatra), Hanura (Pesawaran Regency, Lampung), Mungguk (Sekadau Regency, West Kalimantan), and Cibiru Wetan (Bandung Regency, West Java), Banyubiru (Semarang Regency, Central Java), Sukojati (Banyuwangi Regency, East Java), Kutuh (Badung Regency, Bali), Kumbang (East Lombok Regency, West Nusa Tenggara), Pakatto (Gowa Regency, South Sulawesi), and West Batusoko (Ende Regency, East Nusa Tenggara). For 2023, villages proposed were Beringin Jaya Tunggal, Mekar Jaya (East Kotawaringin Regency), and Pasir Panjang (West Kotawaringin Regency). This program will only run well when supported by community and village government. A good village should have a well-managed government to distribute the funds according to rules and carry out solid and responsible development management by democratic ideals.

2. Rules Regarding Anti-Corruption Village

There are four basic arenas in which action can be taken to fight corruption in a country:

a. First, the primary institutions of Good Governance need to be strengthened. The most important institution is the judiciary, serving as the guardian of law and integrity. The problem will become more complicated with a corrupt judiciary, and a lawless community.

b. Second, the capacity and integrity of law enforcers need to be improved. The best lawyer will only be meaningful when enforced and a reasonable investigation is useless when the judge is corrupt.

c. Third, governments need to implement a solid set of prevention tools. Strong independent codes of ethics and oversight bodies ensure that standards of acceptable behavior are respected in private and public sectors.

d. Fourth, community needs to be educated about the benefits of Good Governance and participate in the promotion. Society is responsible for demanding honesty and integrity in government and business. In this context, community should learn:

1) To refrain from allowing anyone to buy vote.
2) To abstain from paying bribes.
3) To report incidents of corruption to the authorities.


4) To instill in children the correct values, such as understanding that integrity is virtuous and corruption is detrimental.

Governments must adopt policies to promote Good Governance in fulfilling community's hopes and dreams and bring countries closer to objectives. Creating an appropriate, explicit, and legitimate system of accountability to ensure that Governance and development are carried out efficiently, effectively, cleanly, and responsibly, free from corruption, collusion, and nepotism, is a prerequisite to realizing the dreams citizens in achieving the goals and ideals of the nation and state.35

In Chapter VI regarding Regional Government Article 18, Paragraph (1) of the 1945 Constitution of Indonesia states that:

"The Unitary State of the Republic of Indonesia is divided into provincial regions, and the provincial regions are divided into regencies and cities, each of which has a regional administration regulated by law."

Article 18 Paragraph 2 states that:

"Provincial, regency and city regional governments regulate and manage their government affairs according to the principle of autonomy and co-administration."

From the rules, Law 32 of 2004 was made and updated in Law 23 of 2014 concerning Regional Government. As explained in the law, government affairs are implemented in the regions based on the principles of Decentralization, Deconcentration, and Co-Administration.36 Further arrangements are regulated in Law Number 6 of 2014 concerning Villages.

Village has a strategic and important role in regional development through Law Number 6 of 2014, particularly in managing government affairs and the interests of local community in the system of the Unitary State of Indonesia. Village development can be maximized to develop economic growth and the quality of community education. Massive activities are needed allowing Indonesian community to participate in spreading anti-corruption values down to village level.37

Due to direct access to fund management, village heads, and officials have great potential for corruption. According to Article 3 of the Minister of Home Affairs Regulation Number 20 of 2018 concerning Village Financial

---

Management in Chapter II concerning Village Financial Management Powers, Part One concerning Holders of Village Financial Management Authority reads as follows:

1) Village Head is PKPKD and represents the government in the ownership of separate assets,
2) Village Head as PKPKD in Paragraph (1), has the authority to:
   a) Establish policies regarding the implementation of Village APB,
   b) Establish policies regarding the management of village property,
   c) Perform actions resulting in expenditure at the expense of Village APB,
   d) Establish PPKD,
   e) Approve DPA, DPPA, and DPAL,
   f) Approve RAK Desa,
   g) Approve SPP.
3) In exercising the authority to manage village funds as referred to in paragraph (2), Village Head authorizes some powers to PPKD,
4) The decision stipulates the delegation of PKPKD's powers to PPKD.

From Article 3 of the Minister of Home Affairs Regulation Number 20 of 2018 concerning Village Financial Management, village head is responsible for village financial management. According to Egi Primayogha, several reasons contribute to the spread of corruption at village level, namely.\(^{38}\)

   a. Lack of community participation and knowledge about village development process,
   b. Lack of supervision,
   c. Community has limited access to information, such as village budget because there is no budget oversight role,
   d. There is a limitation in the capacity and need for more readiness to manage vast amounts of money.

The reasons resulted in many cases of corruption occurring in village, including the management of village funds. In this context, there were several modes carried out by actors, including the following:

   a. Set RAB (Draft Budget) above the applicable price and make payments according to another agreement,
   b. Village Head is responsible for using money from other sources to fund village development,
   c. Borrow village money temporarily by transferring to a personal account,

---

\(^{38}\) Ariani, Bulutoding, and Namla Elfa Syariati.
d. Theft of village funds by dishonest persons,
e. Purchasing fictitious tickets for official travel,
f. Increase the honorarium paid to village officials,
g. ATK payments that do not match the actual costs using falsified payment documents,
h. Collecting taxes but not depositing the results of the collection to the tax office,
i. Buying office stationery by using village funds for personal gain.

Anti-corruption village program was initiated by Corruption Eradication Commission of Indonesia (KPK-RI) through the Directorate of Community Participation Development. This commenced with the preparation of Anti-Corruption Village Guidebook which included many participants from relevant ministries, Non-Governmental Organizations (NGOs), observers, academics, village heads, religious leaders, community leaders, youth and women leaders, as well as government associations. Village must meet 5 (five) requirements listed in the guidebook to be designated as an anti-corruption village. The objectives of the program initiated by KPK are as follows:

Figure 2. Anti-Corruption Village Program Objectives

1. Inform village government about anti-corruption values and building integrity,
2. Improve the integrity of governance by the indicators of the guidebook,
3. Increase the understanding and participation of village community in initiatives to prevent and eradicate corruption.

Improving community welfare is the primary objective of village governance. The role is to promote empowerment and service delivery. These initiatives are successfully executed, with the implementation of anti-corruption village program.

---

3. Anti-Corruption Village as a Pilot Project in Efforts to Prevent Corruption Crimes in Villages

Village Government, also known as Pemdes, is an agency that manages village-level areas. This institution is regulated through Government Regulation Number 72 of 2005 concerning Village Administration issued to implement the provisions of Article 216 paragraph (1) of Law Number 32 of 2004 concerning Regional Government which reads "Further arrangements regarding Villages shall be stipulated in Regional Regulations guided by government regulations."  

Village government leader, as stated in paragraph 2 of article 14, paragraph (1), is in charge of administering government, development, and community affairs. Village Government Institutions include 1. the Head and Officials), 2. Consultative Body (BPD), 3. Community institutions, 4. Customary Institutions, 5. Inter-Village Cooperation, and 6. Village-Owned Enterprises (BUMDes). These institutions have the role of administering governance, implementing development, and empowering village community. Based on Permendagri Number 113 of 2014 concerning Village Financial Management in Article 1, paragraph 9 states that:

"Village Funds are funded from the State Revenue and Expenditure Budget earmarked for Villages which are transferred through the district/city Regional Revenue and Expenditure Budget and used to finance government administration, development implementation, community development, and community empowerment."

Village funds are managed based on transparent, accountable, participatory principles and carried out in an orderly and budgetary manner from January 1 to December 31. Article 1 Paragraph 10 states that village fund allocations are balanced funds received by a Regency or City in the Regional Revenue and Expenditure Budget, after deducting the Special Allocation Fund. According to Sukasmanto, the types and causes of misuse of village funds include:

- a. Error caused by failure to understand the mechanism,
- b. Confusing designation,
- c. Failure to comply with applicable regulations, particularly relating to the procurement of goods and services, including the Juklak (Implementation Guidelines) and Juknis (Technical Instructions),
- d. Administration of financial reports, double counting,

40 Kundiyarto Prodjotaruno et al, Buku Panduan Desa Antikorupsi.
42 Joglo Abang.
e. Reducing Village Fund Allocations,

f. Lack of ability to account for use,

g. Theft of village assets.

Factors that make village funds vulnerable to corruption include: ⁴³

a. Ineffective supervision from institutions that have supervisory authority at village level,

b. Low community participation in monitoring APBDes,

c. Lack of accountability and transparency in the use of village budget,

d. The practice of feudalism created a perception that village head had absolute power over the planning and implementation of financial management.

A total of three measures must be implemented to combat corruption in villages and achieve the objectives of those who support the decentralization of power and resources. Village community should focus on prevention by strengthening institutional and informal forms of oversight. According to many experts, the best type of oversight is community participation, and prosecution will be emphasized to prevent future offenses. The police play an essential role in ensuring that village fund corruption does not reoccur. KPK, Police, and Attorney General’s Office must work together. The allocation and management of village funds should be thoroughly evaluated and improved by the government. ⁴⁴

Anti-corruption village program is intended to empower local community to take action against corruption and act as agents of change. As a first step in preparing anti-corruption village indicators, several points have been designed and the assessment includes: ⁴⁵

a. Governance strengthening assessment area

   Strengthening Governance is carried out through a series of analysis and improvement procedures to increase work efficiency and effectiveness through a series of planning, implementation, and evaluation surveys. Various surveys are related to the accountability of APBDes as well as the management of gratuities, bribes, and conflicts of interest in community.

b. Assessment area for strengthening supervision

   This is important as an effort to control the management and performance of village officials to prevent corruption. Therefore, the monitoring and evaluation system should be continuously surveyed for the implementation of APBDes. The extent to which the

---

⁴³ Joglo Abang.


⁴⁵ Kundiyarto Prodjotaruno et al, Buku Panduan Desa Antikorupsi.
procedures have been strengthened is obtained by using the indicators, such as the existence of Perdes/Village Head Decrees/SOPs for planning, implementation, administration, and mechanisms for monitoring APBDes.

c. Assessment area for strengthening the quality of public services
Rarely provided services, prolonged delays, procedural deviations, partiality and abuse of authority, requests for money, and discrimination are commonly occurring public service deviations. Community must have access to information disclosure, various forms of complaints, and other services to be part of direct oversight of work programs. The indicators include the presence of complaint service, satisfaction surveys, and open access.

d. Community participation strengthening assessment area
The participation of community can be controlled by the level of engagement in the preparation of RKP Desa, awareness in regarding the prevention of gratification, bribery, and conflicts of interest, as well as the inclusion of Village Institutions in developmental projects.

e. Local wisdom assessment area
The indicators are related to the presence or absence of local culture preventing criminal acts of corruption as well as community, religious, traditional, and youth leaders who promote efforts to prevent criminal acts of corruption.

The criteria or indicators are assessed with a predetermined value weight to obtain a scale for determining village qualifications. For AA category, the number 90-100 obtains the Special predicate, which is the highest. Categories A, BB, B, CC, C, and D scores 80-89, 70-79, 60-69, 50-59, 40-49, and 0-39 to obtain sufficient, very good, good, adequate, poor and very poor predicate ratings, respectively. This scoring system provides an overview of the condition and quality of villages assessed and identifies areas requiring improvement. By using the scale, the government, community, and other stakeholders can understand the level of progress and needs of village. After determining qualifications based on predetermined criteria or indicators, the subsequent step is to develop a follow-up plan. This includes concrete steps to improve village quality and address identified problems. The priority for improvement must be adjusted to the category and predicate. In improving village quality, collaboration between the government, community, and other stakeholders is essential. In addition, periodic monitoring and evaluation need to be carried out to assess the effectiveness of the actions implemented and to identify areas of improvement. The low category can improve the quality and

46 Kundiyarto Prodjotaruno et al.
welfare of community with the systematic method to create an independent, prosperous, sustainable village.

C. Conclusion

In conclusion, anti-corruption village program was essential to promote more honest leadership at the grassroots level as well as educate community in fighting corruption and implementing transparent development. Anti-corruption culture commenced in villages and influenced the national government. In 2021, Panggungharjo Village, Bantul Regency, Special Region of Yogyakarta (DIY), was selected as a model for anti-corruption. In 2022, 10 anti-corruption villages were launched, namely Pakatto, Kamang Hilia, Hanura, Mungguk, Cibiru Wetan, Banyubiru, Sukojati, Kutuh, Kumbang, and West Batusoko. Meanwhile, in 2023, villages proposed were Beringin Jaya Tunggal, Mekar Jaya, and Pasir Panjang, which became role models for others to organize governance with integrity. Solving the problems of 74,961 villages across Indonesia was impossible due to unique culture and challenges. In this context, KPK flagship program was implemented to assist various development projects. The indicators for assessing anti-corruption village comprised assessment areas for strengthening governance, supervision, quality of public services, community participation, and local wisdom. Meanwhile, the criteria or indicators were assessed with a predetermined weight value to determine village qualifications. These included AA, A, BB, B, CC, C, and D categories with a score of 90-100, 80-89, 70-79, 60-69, 50-59, 40-49, and 0-39 obtaining the title of special, satisfactory, very good, good, adequate, poor, and very poor predicate ratings, respectively. Measuring anti-corruption indicators motivated the administration and community to participate more actively in village development. Category B, CC, C, and D scored 60-69, 50-59, 40-49, and 0-39 to obtain good, adequate, poor, and abysmal rating, respectively.

D. Suggestion

There is a need to increase anti-corruption education and training through a collaborative program with KPK and the Ministry of Villages. This education and training include legal understanding, financial management, as well as ethics and integrity in governance. Village community should be motivated to participate more actively in decision-making and oversight processes to ensure transparency and accountability in governance. The development and improvement of the system should be achieved on an ongoing basis. This assessment system evaluates the success of anti-corruption program and shows the areas requiring improvement. Meanwhile, technology can be used to improve transparency and accountability in village governance. For example, information on the use of village funds should be uploaded to online platforms easily accessed by the community. Anti-corruption is related to laws and regulations, as well as changing mindsets and
cultures. The programs need to consider cultural factors and local traditions in the implementation. Collaboration between village and central government, as well as KPK, non-governmental organization, and community, needs to be improved to ensure the sustainability of the programs. Generally, combating corruption requires a comprehensive, all-inclusive, and continuous method. In this context, consistent and sustained efforts lead to significant progress over time.

Acknowledgments

The author is grateful to parties who have assisted in writing this paper. Feedback from different stakeholders is highly appreciated since the research is subject to modification. In the future, this research can be a reference for academics, practitioners, and the community in analyzing legal cases in community.

References

Fitri Ardiyani, Mellisa; Ratna Kholifah, Afita. “Penyuluhan Anti Korupsi Sejak Dini Pada Anak-Anak Dusun Babadan, Selomirah, Ngablak,


