

DEVELOPING THE CAPACITY OF ANTI-CORRUPTION MANAGEMENT IN A SCHOOL

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Abstract: *The act of corruption in the implementation of educational process within Indonesia has shown a concerning condition in terms of intensity and such act of corruption takes multiple forms of deviation. This practice has caused the low quality of educational process and results due to the absence of the resources that should be allocated to the funding on the implementation of educational process. The results of the study showed that: (1) the respondents' (the teachers, the principals and the school supervisors) tended to not having been strengthened in terms of anti-corruption management; (2) the activities toward strengthening the anti-corruption management in the implementation of educational process had been rarely done by the school members and even the discussions regarding the anti-corruption matters seemed to be a threat for the school leaders; (3) in the reality, the teachers, the principals and the school supervisors had not attained the same focus on the anti-corruption management and as a result there were difficulties in taking the same steps within the implementation of the anti-corruption management in the schools; (4) the internal school conditions provided support for the implementation of the anti-corruption management and the support might be found in the school members' commitment, the supporting schools' visions and the programs of educational departments that provided the anti-corruption management; and (5) the conditions that became the obstacles for the school members in being able to manage the schools without any act of corruption were heavy because: (a) the respondents had a tendency to consider that the act of corruption recently had been a bad matter but it has been difficult to eradicate the act of corruption; and (b) according to the respondents, the cause of difficulties in eradicating the act of corruption within the school was that the act of corruption had been done collectively and the senior officers in the Office of Education/the Regional Government had been the role model of the act of corruption. In order to solve these problems, the universities might provide a guiding program for the schools by focusing on the creation of learning culture toward the transparent, participatory and accountable school management.*

Keywords: *Capacity development, anti-corruption management, schools.*

1. INTRODUCTION

The implementation of education that is corruption-free has been one of the requirements for manifesting the low-cost and well-qualified education to the society as the customers of education. The corruption in the implementation of school education causes the low or even the absence of the fund that should be allocated to

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the funding of learning service. This has been caused by weak school management system that is associated to low human resources who manage the schools, especially the principals, in terms of implementation on the school management transparency, participation and accountability.

The phenomena that have been uncovered show the increasing practice of corruption (Warta Cimu, August 14th, 2003, p.3; Warta Cimu, August 14th, 2003, p.6; Ade Irawan et a., 2001). These cases have been posted to the wider documents by Baines & Ehrman (UNESCO, 2006). The study, then, is to portray the condition of anti-corruption movement and to design a model of capacity development in order to prevent the act of corruption in the future school implementation by means of school management system strengthening.

The problems in the study are as follows: (1) How is the form, the process and the results of the schools' capacity building that has been implemented nowadays?(2) What are the supporting factors and the inhibiting factors in the development of anti-corruption capacity within the schools? (3) How the design on the development of anti-corruption capacity should be?

The data on the study will be gathered by using the closed questionnaire with the following composition:

| <i>Respondents</i> | <i>Distributed Instruments</i> | <i>Returned Instruments</i> | <i>Unreturned Instruments</i> |
|--|--------------------------------|-----------------------------|-------------------------------|
| Elementary School, Senior High School and Vocational High School Teachers | 300 | 245 | 55 |
| Elementary School, Senior High School and Vocational High School Principals | 200 | 142 | 58 |
| Elementary School, Senior High School and Vocational High School Supervisors | 100 | 49 | 51 |

2. FINDINGS

Most of the respondents stated that they had not attended any activities of strengthening the anti-corruption capacity; this response was provided by 87.32% teachers, 57.74% school principals and 79.59% school supervisors. In general, from the respondents who had attended the activities of strengthening the anti-corruption capacity they stated that these activities had been very important. The data in the study showed that in general the teachers reviewed the anti-corruption themes in the schools at a minimum rate. 69.39% teachers stated that they never reviewed the anti-corruption themes; similarly, 53.52% school principals and 61.22% school supervisors had not performed any review in relation to the anti-corruption themes in their schools.

Within the school environment, there had not been any teacher groups or any school communities that reviewed the anti-corruption themes in their schools. 79.18% teachers stated that there had not been any school communities that reviewed the anti-corruption theme. The respondents in general also stated that they never held any special occasions for commemorating the Anti-Corruption Day as the part of anti-corruption campaign. The statement had been provided by 89.80% teachers, 77.46% school principals and 89.79% school supervisors.

In general, there had not been any special rites for establishing the anti-corruption attitude within the school such as giving award to the “anti-corruption” role model of the school or alike, as having been stated that 93.80% teachers, 92.96% school principals and 97.96% school supervisors. An interesting part from the discussion regarding the “honesty” in the school members was that in general the respondents stated that they frequently talked about honesty as the topic of discussion among their colleagues. This statement had been provided by 83.68% teachers, 90.84% principals and 85.72% school supervisors.

88.57% teachers, 85.21% school principals and 85.71% school supervisors stated that there had not been any anti-corruption teacher communities in their schools. Then, 91.43% teachers, 87.31% school principals and 93.88% school supervisors also stated that there had not been anti-corruption teacher communities in the wider level both in the sub-county level and in the county/city level.

In general, the school members also never attended the anti-corruption training programs. The data in the study showed that 81.64% teachers, 61.79% school principals and 61.22% school supervisors stated that they never attended any anti-corruption training programs. The school members were also low in terms of providing the ideas regarding the “free-corruption school” as having been stated by 98.25% teachers, 77.47% school principals and 87.75% school supervisors. The school members were low as well in providing ideas regarding the activities in the corruption-free schools when they had meetings in the school or in the educational departments. The discussion regarding the anti-corruption matters had only been done by 9.39% teachers, 26.76% school principals and 28.57% school supervisors.

Similarly, the intensity of the discussions about the anti-corruption/corruption-eradicating activities between the schools members and the school supervisors was relatively minimum. Only 6.94% teachers stated that they discussed the anti-corruption/corruption-eradicating activities with the school supervisors. Then, 18.31% school principals admitted that they frequently discussed about the anti-corruption/corruption-eradicating activities with the school supervisors. Last but not the least, 28.57% school supervisors made the anti-corruption/corruption-eradicating activities as their topic of discussion. In addition, the schools also had relatively few programs regarding the award and the punishment within the corruption-free activities among the learning participants. Only 4.08% teachers,

12.68% school principals and 4.08% school supervisors stated that there were such programs in their schools. This portrait described the minimum efforts toward manifesting the anti-corruption movement in the schools.

In general, all of the respondent groups stated that there had not been any “anti-corruption” programs/awards in the schools. 90.20% teachers, 78.87% school principals and 86.71% school supervisors stated that there had not been such activities in their schools. The finding here showed that the schools had not established anti-corruption attitudes and social movements that supported the anti-corruption culture. Only few students and teachers held the activities of anti-corruption campaign in the school environment. In relation to the activities of anti-corruption campaign, 12.24% teachers, 25.35% school principals and 20.41% school supervisors stated that they used to be involved in such activities.

The anti-corruption artefacts in the schools were also low and, therefore, these artefacts did not describe the spirit anti-corruption spirit in the schools whereas the spirit should be the core energy of the schools. Only 4.90% teachers, 7.04% school principals and 4.08% school supervisors stated that there had been multiple anti-corruption artefacts in their schools. In other words, the anti-corruption artefacts had not been the symbolization of the anti-corruption spirit, anti-corruption movement and anti-corruption habituation in the schools.

56.33% teachers stated that the educators and the educational staffs in the schools had been honest. Similarly, 71.83% school principals and 63.26% school supervisors stated that the personnel in their schools had been honest. On the contrary, 55.91% teachers stated that the school leaders had been honest in the schools while 78.87% school principals stated that they had been honest whereas the principals’ actions were definitely subjective. Furthermore, 34.69% school supervisors stated that the school principals had been honest.

The support toward the honest teachers or the efforts of reminding other people to be honest in the schools were low as well. As a result, the support toward the honest teachers were low and the school members tended to be apatic. 54.70% teachers stated that they had not been given any support, while 73.94% school principals admitted that they had been honest and they had even gained support toward the anti-corruption activities from the other schools. However, 55.10% teachers, 73.24% school principals and 63.27% school supervisors stated that they had been urged to implement the corruption-free school management by the school members. The teachers’ involvement in designing the activity plans and the school budgets should be an urgency as having been stated by 77.55% teachers, 92.96% school principals and 85.72% school supervisors.

Then, 64.08% teachers, 84.50% school principals and 79.60% school supervisors stated that the documents of activity plans and of school budgets should be

possessed by the teachers. Specifically, the teachers stated that the use of school fund should be held accountable in front of the schools' stakeholders. 70.61% teachers, 82.40% school principals and 69.38% school supervisors agreed with the statement.

53.88% teachers, 80.28% school principals and 67.35% school supervisors stated that in general the school members had commitment to implement the anti-corruption management within the schools. Paying attention to the schools' visions, according to the respondents actually the schools' visions had already possessed the spirit of implementing the anti-corruption school management. The statement had been given by 59.59% teachers, 80.99% school principals and 63.20% school supervisors.

The schools' conditions that had been under corruption lately would be appropriate for the implementation of anti-corruption management. 65.71% teachers, 84.51% school principals and 69.39% school supervisors stated that there should be efforts for supporting the anti-corruption management in the schools, especially in the ones that had been under corruption. According to most of the respondents, the cases of corruption in Indonesia had been a disgrace; however, these cases had been difficult to be eradicated. 90.61% teachers, 86.62% school principals and 77.08% school supervisors agreed with the statement. Moreover, 57.96% teachers, 76.06% school principals and 75.51% school supervisors stated that the practice of eradicating corruption should be performed immediately. However, 24.90% teachers stated that the programs of eradicating corruption had not been an urgent matter as long as the school programs had been well-operated. This finding had been quite interesting for the researcher.

On the other hand, the respondents stated that the corruption eradicating activities in the schools had been relatively difficult to perform because the act of corruption had been done collectively by the officers of the educational departments or the governmental departments. The statement had been provided by 48.80% teachers and 48.89% school supervisors. In relation to the statement, 43.27% teachers, 54.93% school principals and 44.90% school supervisors stated that due to the corruption outbreak in multiple lines and systems, there should be efforts toward strengthening the anti-corruption capacity for the elements (teachers, school principals and school supervisors) that had been involved in the school operation and these efforts had been very important and urgent to be performed.

3. DISCUSSION

The findings in the study showed that the respondents in general had not attended the activities of strengthening the anti-corruption school management. The reason was that there had been low attention given by the schools' stakeholders to the teachers, the school principals and the school supervisors regarding the anti-corruption school management. Unfortunately, the act of corruption in the

educational institutions had been done frequently and the act of corruption had caused the loss of resources that should be allocated to the funding of well-qualified education.

The respondents' lack of experience in the implementation of anti-corruption management was assumed to be one of the factors for the frequently appearing practice of corruption in the school implementation. If the lack of experience would not be anticipated further, then the practice of corruption would be more widely conducted in the school implementation. The result of the study showed that the educational officers that specifically reviewed the corruption-free school management had a tendency of being absent in the schools. The reason was that the discourse regarding the corruption-free school management had not been the attention of the school members. The low development of the anti-corruption awareness in the school communities established the culture of unwilling to correct and to discuss both the anti-corruption behaviors and the anti-corruption movement. As a result, the school members had a tendency to be apatic and to be unwilling to discuss the problems of corruption eradicating in the context of school management. These programs were very heavy for the anti-corruption management programs in the future, whereas the practice of anti-corruption management should be based on the school members' awareness that the accountable school management had been the prerequisite for pursuing the good educational service and for encouraging the schools to be dignified and well-respected institutions.

The findings in the research showed that the values that had been adopted by the school members regarding the anti-corruption attitudes in the schools suffered from certain problems. The school members were very permissive and considered that corruption had been an acceptable condition and had been done under "each other agreement." Such paradigm caused the school members to have a perception that corruption had been a very difficult matter to solve. This situation was similar to four findings from the study of Deddze (Hallak & Poisson, 2007, pp. 40-41) especially the fourth one:

The weakening of ethical norms. In some countries in transition, under reconstruction or in crisis, a weakening of ethical norms is often observed: by passing the law has become the general rule-as is often the case to obtain admission to universities in many former Soviet countries.

The school members' participation in the anti-corruption management educational activities were still very low especially for the teachers and the school principals. The low participation was assumed to cause the low understanding toward the mechanism of corruption-free school management. Instead, the practice or the act of corruption had been the part of school management. The corruptive attitude and system of the school management was caused by at least three big problems: the school members' tendency of not attending the ant-corruption

strengthening activities in the school implementation, the low education and training programs of anti-corruption management for the school members and the infrequent review that had been conducted by the school members both individually and communally toward the discussion of anti-corruption management. These findings were in accordance with the second finding of a study by Deddze as follows:

The complexity and lack of accessibility of rules combines with poor governance and supervision at all levels. The opacity of educational rules, poor public information on government decision and the lack of the 'culture of accountability' in the education sector open up opportunities for corruptions. (Hallak & Poisson, 2007, pp.. 40-41)

Basically, from the aspect of developing the anti-corruption capacity the development of school members' anti-corruption capacity might be conducted by performing: ideas sharing, coaching by the school principals and the school supervisors, reward and punishment programs in relation to the anti-corruption movement, celebration of Anti-Corruption Day or displaying the symbols of anti-corruption. Unfortunately, in the reality these activities had been low-performed in the school management. The weak process in developing the anti-corruption capacity caused the following situations: the more apatic school members in establishing the anti-corruption attitude and in developing the anti-corruption school management, the more massive and collective practice of corruption in the school management and the more difficult practice of corruption eradicating in the school management. In the future, these situations would give birth to bad culture in the schools, whereas the schools should be the place where the school members should develop the noble values and attitudes. Eventually, due to these situations the corruptive behavior in the school environment would be more widely spread.

The findings above were in accordance with those of a study by the World Bank as follows:

Moreover, in a longer term perspective, corruption entails a misallocation of talents and the propagation of a culture, as is further describe below:

Propagation of a culture of corruption. Finally, unfairness and partiality in education convey a wrong message to the younger generation. In fact, it teaches them that cheating and bribing is an acceptable way to advance their careers; that personal effort and merit do not count; and that success comes rather from favouritism, manipulation and bribery. It thus contributes to the development of 'a culture of corruption' and of cynicism. It undermines any incentives that would motivate young people to work hard. In this sense, it contradicts one of the major aims of education, which is to transmit civic culture together with values of integrity, equity, fairness and social justice. (Hallack & Poisson, 2007, p. 56).

The study found a different perception among the educational officers regarding the results of developing the school capacity and the different perception showed that the anti-corruption management in the reality had not focused on the same aspect for each element of the school members. The condition was predicted to be quite heavy for the implementation of the schools' anti-corruption management due to the different perception toward: the school leaders' efforts to be honest, the teachers' participation in planning the school programs and the school budget and the school members' openness and accountability from the perspective of the school leaders. These aspects showed concerning condition. However, in general the respondents considered that the efforts of corruption eradicating in the schools had been categorized as an urgent matter that should be immediately conducted. In addition, the stronger development of external environment toward the anti-corruption had provided certain pressures for the schools to improve themselves and to develop the anti-corruption culture and management. The implementation of anti-corruption management in the schools should be immediately conducted in a systematic, step by step and all-encompassing manner. In this case, Hallack & Poisson (2007, p. 57) provided the following solution:

In this context, the time has come to pay more attention to the development of school systems 'free from corruption'. More specially, there is a need to: Clearly map out opportunities for corruption in the educational sector; Design a conceptual framework taking into account major internal and external factors in the development of corruption in education; and Identify some 'red flags' that can help decision-makers and educational planners to detect risks of corruption in education.

The study also showed that the school members had an actual tendency of supporting the implementation of anti-corruption school management. The problem lied in the commitment of school leaders and the bureaucracy who should be the initiators and the actors in developing the anti-corruption programs and policies in the schools. So far the schools had been "swallowed away" by the greater bureaucracy and the school still suffered from the politic of bureaucracy. This condition definitely exposed certain difficulties for the school members.

Based on the findings of the study, the conditions that inhibited the school members to be able to manage the school without any act of corruption had been heavy because: the school members had a tendency to consider that the corruption was bad but it had been difficult to eradicate and in their opinion the difficulties in eradicating the act of corruption in the school were caused by the fact that the act of corruption had been committed in a collective-collegial manner and the bureaucracy officials had been the role model for the act of corruption. As a result, the schools were trapped in the act of corruption as well within the school management. Therefore, it had been important to develop the anti-corruption

management in the schools and the development of anti-corruption management should arrive to the aspects of educators' professionalism values, of reasoning system, of school management system and participatory and accountable habits. In addition, the school leaders should be the main role model for the development of anti-corruption management.

From the results of the study, the researcher found that the development of school capacity in terms of anti-corruption management actually had been far from meeting the expectation and the condition was reflected on the following findings: (1) the value systems that had been adopted by the school communities demanded revolutionary steps in order to arrive to the implementation of anti-corruption management; (2) the school members' value systems were separated, not systematic and contradictory in the daily implementation of anti-corruption school management; (3) the school members' reasoning system in terms of school management did not have a clear focus toward the anti-corruption management; and (4) the efforts of implementing the corruption-free school management did not have similar focus among the school members.

Based on the above findings that had been considered by the researcher, the development of anti-corruption management in the schools should pay attention to the following suggestions. (1) The school members' capacity development should achieve the internal value strengthening in terms of being and "educator." The spirit of an educator should be developed based on the appropriate approach so that each school member would have appropriate professional attitudes. (2) The capacity development of the school members as an anti-corruption community should achieve the condition of manifesting the good and clean governance system. In other words, the school members' capacity should manifest the visible school management system and the visible school management system should be developed in accordance with the context of each school.

Then, there were also several activities that might be developed for establishing the anti-corruption capacity in the schools. **First**, there should be an anti-corruption education in the form of external-party guidance for developing the values and the systems of anti-corruption management. In relation to this activity, there were alternatives of program that might be selected. The activity might take the form of in-on-in model during certain period of time and the model might contain the strengthening of anti-corruption management reasoning, the workshop of action plan design toward the anti-corruption management, the plan implementation altogether with the guidance, the program evaluation and the program development.

Second, the schools' capacity development should be directed to the wider targeted school communities. The alternatives of capacity development program for such communities were as follows: the establishment and the development of schools as an anti-corruption community; the celebration of anti-corruption day in the school

in the form of campaign, debate competition and alike that would provide support toward the anti-corruption activities; the appointment of anti-corruption leaders in the form of anti-corruption discussion and the development of anti-corruption artefacts in the schools; the development of anti-corruption management supporting system conducted by the stakeholders such as the development of digital network for the anti-corruption management and of award programs for the anti-corruption management both in the regional level and in the national level.

A. Conclusions and Recommendations

The development of school capacity in the anti-corruption management has been an urgent condition and the development should be implemented immediately in order to generate a well-qualified educational service by allocating the fund that should be intended to the educational process. The development might be pursued by developing the learning conditions by means of schools' managerial working process based on the role and the duty of each educational officer and the development should be accompanied by the guidance from the external party such as the universities. Thereby, it might be expected that the strengthening of professional values as an educator, the anti-corruption reasoning pater and the corruption-free working habits will be grown and be developed.

At the end, the study would like to recommend the cooperation among the stakeholders in order to develop the capacity and the habituation of anti-corruption management in each school.

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