

Collective action management of Anticorruption Education (ACE) from an organizational sociology perspective: A proposed institutional strategy for ACE

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Abstract: Anti-corruption Education (ACE) is an effort to instill integrity/anticorruption values in students at all levels of formal education, resulting in the improvement of integrity throughout the educational ecosystem. With the involvement of broad and diverse educational stakeholders, ACE is a complex collective action aimed at forming a society with integrity. This paper analyzes the social dynamics in the implementation of ACE with an institutional approach. The main focus is on the interaction between formal rules, social norms, and individual actions in the context of education. This paper shows that the success of ACE is not only determined by the existence of good policies and programs, but also by the strength of social networks, leadership, and shared understanding of anti-corruption values among stakeholders. These dynamics form a complex system in which changes to one element can have an impact on others. The final section presents conclusions and recommendations for stakeholder governance to enhance ACE's operational effectiveness. These recommendations will be provided to KPK as the government agency mandated to organize Anti-corruption Education.

Keywords: Anti-corruption Education; Collective Action; Social Dynamics

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Introduction

Corruption is a characteristic of society that continues to exist from time to time and space to space (Aidt, 2011). The trend of prosecution of corruption cases handled by law enforcement agencies (KPK, Police, and Prosecutors) has remained strong over the past 5 years, with a total loss of 29.4 trillion from 2,298 cases involving 5,013 people (ICW, 2022). The data shows that eradicating corruption is a complex challenge, as corruption is a multidimensional issue covering politics, the economy, society and culture, with perpetrators often holding positions of power (Wijanto, 2009). Ganie-Rochman and Achwan (2016) argue that the KPK, as the leader of the fight against corruption in Indonesia, has not comprehensively eradicated corruption because it fails to incorporate an approach that integrates informal anti-corruption values and norms.

The high rate of corruption and the partial approach to its eradication have driven the KPK to continually refine its strategy. KPK presented a new strategy in the KPK Corruption Eradication Roadmap 2045, namely the trident of corruption eradication (KPK, 2021). This trident strategy, originally adopted from the success of the corruption eradication agency in Hong Kong (ICAC), has since been adopted in many countries. This strategy has become a global standard championed by the World Bank and OECD, and has become the main pillar of the Convention against Corruption (UNCAC) since 2005 which has been ratified by 188 countries, including Indonesia (KPK, 2021). The trident strategy for combating corruption consists of three key components, namely law enforcement, prevention, and education.

In addition, the KPK restructured its organization through KPK Regulation (Perkom) no. 7 of 2020, which outlines the organization's structure and work procedures. This included the establishment of the Deputy for Education and Community Participation, a dedicated unit focused on optimizing the education strategy, particularly the development of an anti-corruption culture in all levels of society. One of the unit's duties is to carry out the mandate of Article 13 letter c of

Law 30 of 2002, the implementation of anti-corruption education at every level of education. Anticorruption Education (ACE) is organized through formal education, starting from early childhood education (PAUD/TK) to higher education (KPK, 2020).

Anti-corruption education is in line with character education policies (Muriman, 2017; Arifin, 2018; Hambali, 2020) as per Presidential Regulation (Perpres) no. 87 of 2017 on Strengthening Character Education, which includes integrity or anti-corruption character. This policy was strengthened by the signing in 2018 of an implementation commitment and action plan related to the "Implementation of Character Education and Anticorruption Culture" by five institutional leaders: the Minister of Education and Culture, the Minister of Religious Affairs, the Minister of Research Technology and Higher Education, the Minister of Home Affairs, and the Head of the KPK (MoEC, 2018). Since then, various stakeholders have taken several follow-up actions to implement anti-corruption education through a range of policies at both the central and regional levels.

However, since its launch in 2018, the ACE program organized by the KPK has faced several challenges. Hambali (2020) identified key obstacles through an evaluation using the CIPP (Context, Input, Process, Product) method, including difficulties in integrating ACE into the curriculum or subjects, limited teacher competence in delivering ACE, and the lack of clear standards for measuring ACE's success. Similarly, the evaluation by Subkhan (2020) highlighted weaknesses in the anti-corruption learning guide, which failed to explicitly invite students to behave and act against corruption. Additionally, the dual nature of ACE implementation was noted: while the program promotes stakeholders involvement as role models in teaching anti-corruption values, it often overlooks the widespread corruption practices within the educational environment itself, those perpetuated by teachers, schools, families, and communities.

Subkhan's (2020) opinion is reinforced by Syauket, et al. (2022) and Werdiningsih (2023), that the implementation of ACE requires active roles from various parties, especially schools, families, and communities. In line with this, Wibowo (2013) highlights the Ministry of Education and Culture's emphasis on the need for a collaborative approach to anti-corruption education (ACE), involving all sectors of society including local governments and non-governmental organizations (NGOs). This collaboration is essential for ensuring that anti-corruption education is effective and can prevent corruption within schools. However, the involvement of external actors in anticorruption education programs faces significant challenges. One major issue is the KPK's difficulty in engaging a diverse range of ACE stakeholders. These stakeholders include both formal institutions and individual actors, with varying levels of competence and authority – from high level figures like university lecturers and rectors to parents with differing social status (KPK, 2023). Additionally, weak actor engagement with the ACE program has been a barrier, as the program has primarily been driven by the KPK rather than responding to demand from local communities or stakeholders (KPK, 2023).

These evaluations confirm significant weaknesses both in the substance of the program and in the lack of active participation and collaboration from key stakeholders involved in ACE. As a result, collective action in the ACE initiative remains suboptimal, hindering the program's overall effectiveness. While existing studies tend to focus primarily on the substance of the program or its implementation practices (Salimah and Suyanto, 2023), there is a notable gap in research on the management of actor networks in anti-corruption education as one of the keys to the success of anti-corruption education.

Methods

The paper presented here focuses on a conceptual review by first explaining the theoretical lens, then analyzing previous studies and comparing them with ACE's stakeholder/ network empowerment programs based on documents sourced from KPK. This paper seeks to enrich the literature on anti-corruption education, especially from the perspective of organizational sociology. The final part of this paper will offer an alternative model of ACE network management that is expected to encourage the effective achievement of ACE according to its strategic objectives in the long term.

Results and Discussion

Collective action and anti-corruption education (ACE)

As a program of a government agency, namely the KPK, ACE involves a network that is slightly different from those generally involved by other public organizations. Achwan and Ganie (2015) mentioned that the KPK is an organization that falls into two categories of domains at once, namely public and civil, as it is driven by the demands of the people but benefits from state facilities. Therefore, the organizational network related to ACE which the KPK organizes certainly has different dynamics from those of other public organizational networks.

ACE that involves many actors from diverse backgrounds is a form of collective action, a situation as explained by Olson (1965) in which all individuals ideally work together, although conflicting interests can hinder collective action. Petkoski et al. (2009) mentioned that a consortium led by the World Bank Institute has developed a framework for anti-corruption collective action programs as shown in Figure 1.

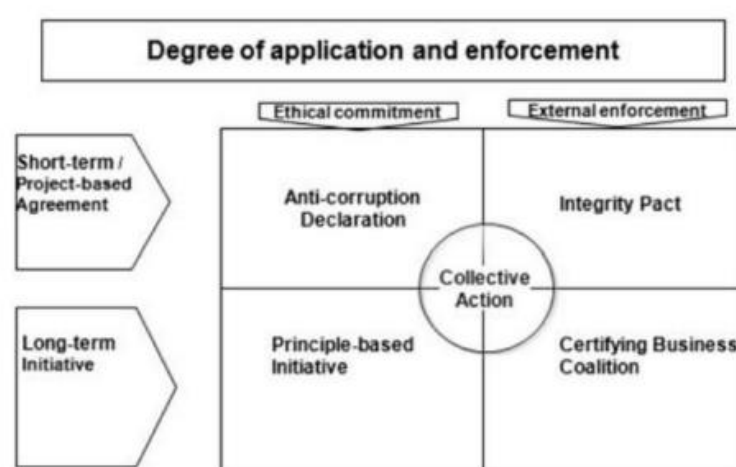


Figure 1. Different Types of Anti-corruption Collective Action (Petkoski et al., 2009)

The framework proposes various collective action programs ranging from individual ethical commitments to enforcement programs involving external parties. Short-term programs, such as integrity pacts and anti-corruption declarations, tend to be more formal and focus on individual transactions. On the other hand, long-term initiatives, such as business coalitions, rely more on shared commitments and ethical principles. The performance of these programs can be influenced by the strength of institutions, the level of public trust, and the existence of effective oversight mechanisms.

Charles Tilly (1978) added that collective action occurs due to factors such as social structure, social networks, and shared identities. Social structure can encourage collective action by creating groups with shared interests. Social networks can help these groups connect and coordinate with each other. Shared identities can encourage individuals to join groups and participate in collective action.

Dubet and Thaler (2004) proposed a new approach to understanding collective action referred to as cognitive sociology, which focuses on how individuals make meaning of collective action and how that meaning influences their participation in collective action. Interestingly, their participation is also based on the belief that the action is important, right, or a way of expressing their identity (Dubet and Thaler, 2004). Cognitive sociology can be used to explain why individuals participate in collective action, even in situations where the collective action does not benefit them personally. This perspective explains collective action regarding ACE based on three aspects: (1) Social norms: The social norms adopted by actors in the network to decide whether to participate in ACE; (2) Identity: The identity of actors who fully participate in ACE, e.g. moral education activists or anti-corruption activists; (3) Emotions: The emotions that drive actors to fully participate in ACE, e.g. anger at high corruption or low student morale.

In ACE, the network involved is complex due to different social structures, posing a challenge to forming a social network with a shared identity. Some stakeholders have great authority, such as the Ministry of Education and Culture, the Ministry of Religious Affairs, and the education offices of local governments, while others have limited authority, such as teachers, parents, and education experts/observers. As a government agency in charge of the ACE program, the KPK needs to strengthen collective action for several reasons according to Senge (1990) in *The Fifth Discipline*. Bureaucracies are often stuck in silo thinking, focusing only on their own goals, so collaboration is needed for greater, more effective, and more efficient results, as well as to promote innovation and increase public trust.

According to Senge (1990), bureaucracies need to develop the fifth discipline, namely organizational learning, where they continue to learn from their own and others' experiences that can help them be more adaptive and innovative. Especially for strategic and long-term programs such as ACE, collective action is fundamental for several reasons. First, ACE is a program that integrates a curriculum into an established education sector. The challenge is enormous because it is likened to a person trying to intercept a moving car on the highway for a ride. Educational policies have been set by the specialized agency, the curriculum is already in place, and schools have also operationally planned a curriculum that only accommodates the needs of the national curriculum.

However, citing Rahmawati (2023), there are at least four advantages of implementing ACE through formal education, namely; (1) formal education institutions are already stable in curriculum implementation; (2) the program does not require a significant increase in the state budget; (3) the program can be implemented systematically and continuously between levels of education; and (4) the program is the nation's investment in the accretion of better future generations. Therefore, the integration of ACE into formal education is a significant, appropriate policy to adopt.

Second, ACE is a program that requires the participation of multi-stakeholders who are not members of the same social structure, so the collaboration strategy requires adjustment or customization for each type of stakeholder. One of the challenges faced in terms of resources and strategy (input), for example, is the limited competence of teachers to teach ACE integrated in existing subjects (Hambali, 2020). For school principals, strengthening is necessary for anti-corruption school management, while for accreditation body assessors, it is indicators, instruments, and capacity to conduct anti-corruption/integrity assessments.

Institutional Model and Anti-corruption Education

The dynamics of collective action in ACE as a market field refers to Beckert's (2010) concept of institutional model. Beckert argues that changes in a market field do not occur randomly but are driven by market actors and the social structures in which they interact. Three types of social structures that interact simultaneously, namely institutions, networks, and cognition, will affect the dynamics of a market field. These market field changes can be positive/progressive or negative/regressive, depending on how market actors use their resources. Progressive change can lead to increased efficiency and innovation while regressive change can lead to decreased efficiency and innovation.

Beckert's (2010) concept is usually applied in economic sociology while the scope of this study falls within organizational sociology because it focuses on the dynamics in ACE management. However, Fligstein's concept of field as used by Beckert (2010) is not limited to economics. Fields are local social orders or social arenas where "actors gather and frame their actions vis-à-vis one another". In organizational sociology, a field is a functional network of different types of organizations which share a common interest in one type of production (Achwan and Ganie, 2015). With this concept, ACE is part of a field whose stakeholder network management can be analyzed using an institutional model based on Beckert's (2010) market field theory. This is because ACE is a collective action that brings together actors to implement ACE, including creating shared values related to the anti-corruption movement through education. Figure 2 is Beckert's (2010) institutional model.

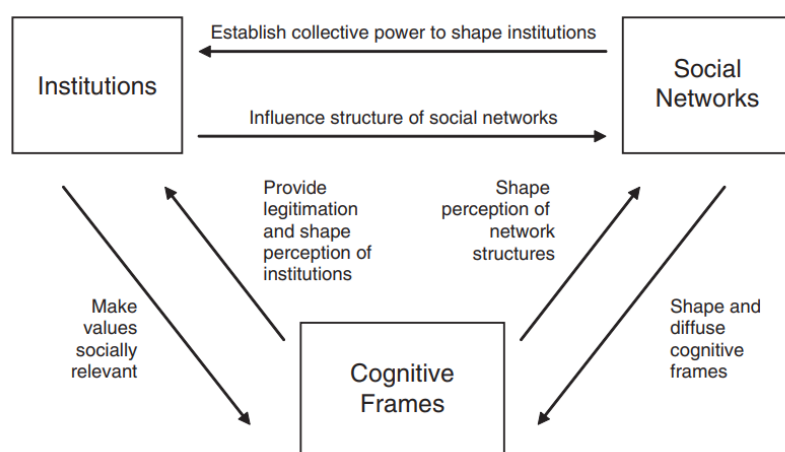


Figure 2. Institutional Model (Beckert, 2010)

Institutions are the rules and norms that govern the behavior of actors in a field. Institutions can be formal, such as laws and regulations, or informal, such as norms and customs. Networks are the social relationships between market actors. Networks can give actors access to resources and information. Meanwhile, cognitive frames are the ways in which actors understand and interpret the world around them. Cognitive frames can influence actors' behavior, such as their action strategies. Beckert argues that market fields change when market actors use the resources they gain from one type of social structure to change another. For example, actors can use their networks to influence institutions, or they can use their cognitive frames to create new institutions.

Institutions can change the behavior of actors in a field, for example, by providing guidelines and boundaries for what is allowed and what is not, creating opportunities and threats, or developing norms and values. Meanwhile, networks can influence actors' behavior, for example, by increasing efficiency by facilitating actors sharing resources and information, increasing innovation by encouraging the development of ideas, knowledge, or products, or creating network power to work together to achieve common goals. Cognitive frames can influence actors' behavior by shaping perceptions of the world around them or directing certain actions.

Table 1. Regulations related to Anticorruption Education from All Stakeholders

Name of Institution	Regulation
Corruption Eradication Commission(KPK)	<ol style="list-style-type: none"> 1. Law Number 30 of 2002 jo. Law No. 19 of 2019 on the Corruption Eradication Commission 2. National Strategy for Anti-corruption Education 2023 3. Anti-corruption Education Implementation Guidelines issued by the KPK in 2023 4. Anti-corruption Education teaching materials continuously produced from 2012 to 2023
Ministry of Education, Culture, Research, and Technology (Kemdikbudristek)	<ol style="list-style-type: none"> 1. Presidential Regulation No. 87 of 2017 on Strengthening Character Education 2. Regulation of the Minister of Education and Culture of the Republic of Indonesia No. 20 of 2018 on Strengthening Character Education in Formal Education Units 3. Presidential Instruction No. 17 of 2011 on Action for the Prevention and Eradication of Corruption in 2012, which mandates the development of Anti-corruption Education in Higher Education Institutions 4. Circular Letter of the Director General of Higher Education No. 1016/E/T/2012 dated July 30, 2012 to All State Universities and Private Universities (Kopertis Wil. 1 to Wil. XII) on the Implementation of Anti-corruption Education in Higher Education

Name of Institution	Regulation
	<ol style="list-style-type: none"> 5. Regulation of the Minister of Research, Technology, and Higher Education No. 33 of 2019 on the Implementation of ACE in Higher Education 6. Decree of the Minister of Education and Culture of the Republic of Indonesia Number 754/P/2020 on Key Performance Indicators for State Universities (PTN) and Higher Education Service Institutions (LLDIKTI) within the Ministry of Education and Culture in 2020 7. Decree of the Minister of Education, Culture, Research, and Technology of the Republic of Indonesia No. 210/M/2023 on Key Performance Indicators for Higher Education and LLDIKTI in the Ministry of Education, Culture, Research, and Technology
Ministry of Home Affairs (Kemendagri)	<ol style="list-style-type: none"> 1. Circular Letter of the Minister of Home Affairs No. 420/4047/SJ of 2019 to Governors throughout Indonesia on the Implementation of Anti-corruption Character and Culture Education in Education Units 2. Circular Letter of the Minister of Home Affairs No. 420/4048/SJ of 2019 to Regents and Mayors throughout Indonesia on the Implementation of Anti-corruption Character and Culture Education in Education Units 3. Letter of the Director General of Regional Development No. 420/11182/Bangda of 2022 to Provincial Secretaries and Regency/City Secretaries on Accelerating the Implementation of Anti-corruption Education Regulations
Ministry of Religious Affairs (Kemenag)	<ol style="list-style-type: none"> 1. Circular Letter of the Minister of Religious Affairs of the Republic of Indonesia No. B-1368.1/Dj. I/05/2019 to Heads of Provincial Ministry Regional Offices on Anti-corruption Education in Madrasahs 2. Regulation of the Minister of Religious Affairs of the Republic of Indonesia No. 2 of 2020 on the Implementation of Strengthening Character Education 3. Decree of the Director General of Islamic Education No. 5783 of 2019 on Guidelines for the Implementation of Anti-corruption Education at Islamic Religious Universities 4. Decree of the Minister of Religious Affairs No.183 of 2019 on the Islamic Religious and Arabic Language Education Curriculum which incorporates anti-corruption education 5. Decree of the Minister of Religious Affairs No.184/2019 on Guidelines for Curriculum Implementation in Madrasahs which incorporates anti-corruption education 6. Circular Letter of the Director General of Islamic Education No. B-1368.1/Dj. I/05/2019 on Anti-corruption Education in Madrasahs
Regional Governments	<p>Around 79.5% (434 out of 546) of regional heads, including governors, regents and mayors, have issued special regulations, namely regional head regulations on the implementation of anti-corruption education in response to Circulars of the Minister of Home Affairs No. 420/4047/SJ and No. 420/4048/SJ of 2019 on the implementation of character and anti-corruption culture education in education units.</p>

Source: KPK (2023), processed

In the context of ACE, the institution is a set of rules that emerge as the basis for the implementation of ACE, including guidelines and boundaries for what is allowed and what is not, with reference to anti-corruption laws. There are quite a number of rules that have emerged in relation to the implementation of ACE from ACE-related institutions as listed in Table 1.

The Table 1 shows that there are many regulations supporting the implementation of anti-corruption education. According to Beckert (2010), "the relative force of actors is anchored in regulative institutional rules that allow and support certain types of behavior while discouraging others. Though the consequences of institutional rules are also evident in the network structure of a market field, they are nevertheless an irreducible social force."

Citing Beckert, the existing ACE regulations can ideally bind the behavior of actors who implement ACE so that they can become social forces. However, the results of monitoring and evaluation show that various regulations issued by ministries/institutions have not been well

disseminated to education stakeholders, especially for the purpose of equitable distribution of programs to the regions (Salimah and Suyanto, 2023; Shofiyuddin, 2018). This is the first important task that must be carried out by each ministry/institution that issues the regulations. In addition, at the primary and secondary levels, of the 434 regional head regulations on anti-corruption education that have been issued, most stop at the regulatory stage. There has not been much effort to design a systematic and measurable ACE program from planning to assessment, including designing, monitoring, and evaluation mechanisms by education stakeholders in the regions in accordance with the mandate of the regulations.

These facts indicate that the ample ACE regulations have not been able to effectively encourage the implementation of ACE both at the primary and secondary levels as well as at the higher education level. From the perspective of Dubet and Thaler's (2004) cognitive sociology, there is a gap between the many ACE regulations and the implementation in the field through the analysis of social norms, identity, and emotions. First, regarding social norms, the social norms related to the importance of integrity and anti-corruption in education have not been fully internalized by all stakeholders, and there may be other conflicting norms such as a deep-rooted culture of corruption which hinders the implementation of ACE. Second, regarding identity, each stakeholder has multiple identities. Teachers, for example, identify as educators, civil servants, and community members all at once. This identity conflict can often affect commitment to implementing ACE, especially regarding placing ACE as a top priority or understanding it as relevant to their daily tasks. Third, regarding emotion, stakeholders are less motivated to implement the program due to lack of ACE benefits or support from superiors or colleagues. Fear of the risks or consequences of anti-corruption actions can inhibit individuals from acting.

Based on the National Strategy for Anti-corruption Education document issued by the KPK (2023), the KPK has mapped several stakeholders involved in the anti-corruption education program as follows in Figure 2.

The mapping is based on the level of influence (power, Y-axis) on the success of ACE implementation and the involvement (interest, X-axis) of the actors involved in ACE implementation. Actors with high influence and involvement in the ACE context are categorized as key players. In contrast, those with low influence and involvement in ACE are categorized as minor networks (least important). Actors with high influence but indirect involvement in ACE are categorized as major networks, namely stakeholders who have great authority to influence ACE (meet their needs). Meanwhile, actors who have high involvement in ACE but little influence are categorized as significant networks (show consideration).

Based on KPK's mapping results (2023), the main actors in this network include school committees, teachers, teachers' professional organizations, and parents. Based on the hierarchy of power, they have great influence on the success or failure of ACE for learners. Their involvement in ACE is also expected to be very high. This suggests that actors who interact directly with learners are key players in the implementation of ACE. Parents are included in the key players because they constitute the main actors in the family who contribute to the internalization of values to children. Each actor involved has their own role, as shown in the figure above. The KPK (2023) has also expressed the expected roles of each agency in ACE as described at Table 2.

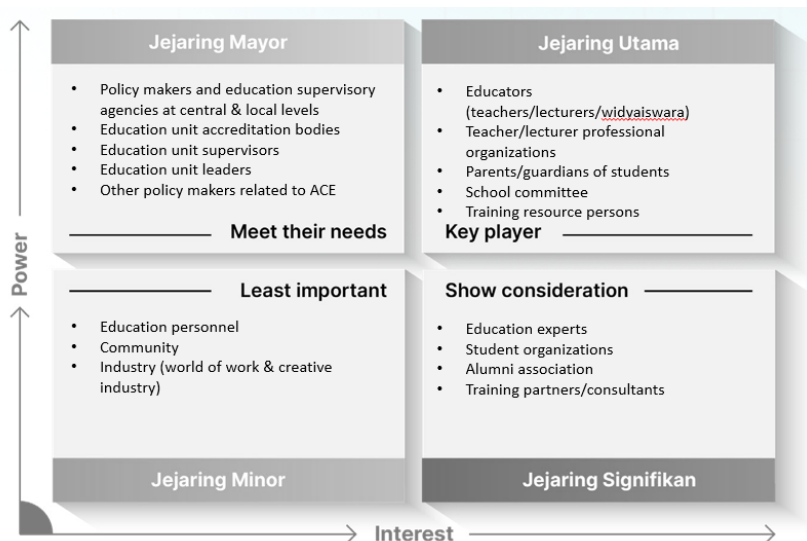


Figure 2. Stakeholder Mapping of Anticorruption Education Networks (KPK, 2023)

Table 2 shows that there are many education stakeholders. Each of them has played a role in ACE according to their respective authority. ACE was first initiated in Indonesia during the era of President Susilo Bambang Yudhoyono with the issuance of Presidential Instruction No. 17/2011 on Action for the Prevention and Eradication of Corruption in 2012, which included ACE in higher education among other level of education. The Presidential Instruction was followed up by the Ministry of Education and Culture and the KPK through the signing of a Memorandum of Understanding (MoU) on anti-corruption education (Tribune, 2012). The Ministry of Education and Culture then followed up by issuing Circular of the Director General of Higher Education No. 1016/E/T/2012 dated July 30, 2012, instructing every university to organize anti-corruption education starting from the 2012/2013 academic year in the form of compulsory/optional courses or incorporated in relevant courses.

Not only that, the Ministry of Education and Culture also conducted ACE Training of Trainers (ToT) in 2012 with 1,007 lecturers in 526 universities in Indonesia (Kadir, 2018). This activity was routinely carried out until 2015 because Presidential Instruction 2/2014 strengthened the Ministry's agenda, so that there were around 4,500 lecturers from all over Indonesia who had received ACE ToT from the Ministry. Based on the description of KPK's expected role of the Ministry of Education and Culture and the Ministry of Religious Affairs in Table 1, as education policy makers they are expected to issue basic regulations and ACE curriculum. However, in current education policy, ACE is not a stand-alone subject or course (Muriman, 2017; Arifin, 2018; Hambali, 2020), ACE is an insertion of the current umbrella regulation, which is part of the independent curriculum and the Pancasila student profile. The Ministry of Education and Culture suggests that ACE can be carried out in line with strengthening character education (Hambali, 2020), the independent curriculum, and the Pancasila student profile which also contain integrity/anticorruption values.

Table 2. Expected Role of Actors in Anti-corruption Education

No.	Actor	Expected role
1.	Central government	<ol style="list-style-type: none"> 1. Establish basic ACE regulations (Kemdikbudristek) 2. Establish ACE curriculum (Kemdikbudristek, Kemenag) 3. Establish monitoring and evaluation methods related to ACE implementation nationally (Kemdikbudristek, Kemenag, Kemendagri, KPK) 4. Establish national strategies and technical instructions for ACE (KPK) 5. Prepare teaching modules for ACE (KPK)
2.	Regional Governments	<ol style="list-style-type: none"> 1. Establish regulations for the implementation of ACE in the regions (regional leaders) 2. Increase teacher capacity (education offices)

No.	Actor	Expected role
3.	School Principals/Higher Education Leaders	<ol style="list-style-type: none"> 3. Monitor the implementation of ACE in each education unit (education offices) 1. Manage national standards for ACE implementation 2. Plan ACE program and integration of ACE in subjects and extracurriculars 3. Carry out supervision and evaluation of ACE 4. Implement school/campus leadership as a role model of integrity and professionalism 5. Encourage teachers/lecturers and staff to become role models of integrity and professionalism as well as apply integrity values 6. Plan, implement, and evaluate supervision of teachers/lecturers and staff in order to improve professionalism 7. Manage a transparent and accountable school/campus management information system 8. Accommodate and analyze aspirations, ideas, demands, and various ACE needed activities from educators and the community 9. Encourage parents and the surrounding community to actively participate in the implementation of ACE
4.	Teachers/Lecturers	<ol style="list-style-type: none"> 1. Plan and implement ACE integration in learning activities 2. Conduct student character assessment based on the application of integrity values 3. Guide and train students in the cultivation of ACE values 4. Become role models of integrity and professionalism as well as apply integrity values
5.	Student parents	<ol style="list-style-type: none"> 1. Become role models of integrity and professionalism as well as show anti-corruption attitudes 2. Implement at home the integrity/ACE character education taught at school
6.	Teachers'/Lecturers' Professional Organizations	<ol style="list-style-type: none"> 1. Establish partnership with KPK on ACE implementation 2. Gather educators and staff to actively share knowledge of integrity character education or ACE 3. Improve the competence and professionalism of educators and staff as role models of integrity 4. Encourage standardization of ACE integration in education units 5. Disseminate and build synergy on the importance of integrity character education for students 6. Encourage the creation of education units with integrity 7. Seek and assist efforts to appreciate educators and staff with integrity and professionalism
7.	Accreditation Bodies	Conduct school/campus accreditation by considering indicators related to integrity values

Source: KPK, 2023

Another reason given by the Ministry of Education and Culture from the beginning was that the current curriculum is already overloaded, so it is hoped that schools and campuses can incorporate anti-corruption values in a more creative and innovative way (Ministry of Education and Culture, 2018). In line with this, the Ministry of Religious Affairs also emphasized that madrasahs or religious universities can insert anti-corruption education in the teaching of all subjects in madrasahs and prepare an ecosystem that encourages habituation of anti-corruption behavior (Ministry of Religious Affairs, 2020). However, to complement the guidelines for ACE implementation, the KPK has established an ACE strategy, technical guidelines for ACE implementation, and teaching materials that have been widely disseminated.

In practice, in terms of the curriculum, ACE is often interpreted as only relevant to subjects or courses related to morals such as Pancasila and Citizenship, so that the responsibility for teaching ACE is mostly borne by teachers/lecturers of Pancasila and Citizenship (Hambali, 2020). In ACE, the integrative learning model is a comprehensive model in instilling values. According to the ACE strategy conveyed by the KPK, ACE does not only involve classroom learning, but also encourages the creation of an educational ecosystem with integrity/anti-corruption values extending to the

aspect of school and campus management. There are three pillars in realizing a school culture of integrity, namely school management, learning, and participation (Kemendikbud and KPK, 2012).

This is relevant to Chao (2021), who reviewed that the traditional approach to moral education in China is narrow because it focuses only on teaching values in schools, while bio-ecological theory broadens the view by seeing that moral education is a complex interaction between individuals and their environment, including family, community, and society, so it is important to focus not only on individual changes but also environmental changes.

Currently, there are challenges in monitoring and evaluating the implementation of ACE. There is no generic data that illustrates how many principals and teachers have implemented ACE in accordance with KPK's expected roles. Monitoring and evaluation conducted by KPK uses two applications: external applications owned by the Ministry of Education and Culture (Dapodik and PDDikti) and the Ministry of Religious Affairs (Emis), as well as KPK's internal application, Jaga.id. However, both types of applications have limitations. The external applications have limitations because they can only input generic evaluation questions, which cannot comprehensively capture the conditions of ACE implementation according to the expected roles. The generic question asked to education units was, "Has the education unit implemented ACE?". The data shows that 9.08% of schools admitted to having implemented ACE (KPK, 2023). Meanwhile, qualitative M&E (direct observation to schools/campuses) was conducted only in a small number of schools in certain areas due to limited resources (KPK, 2023).

The KPK also has an internal application, Jaga.id, but its coverage is still limited to primary and secondary levels. Of the total 425,084 primary and secondary schools in Indonesia, only 26.01% (110,570) of schools have Jaga.id accounts. Furthermore, only 3.45% (14,660) of schools have reported their ACE implementation (KPK, 2023).

The KPK's efforts did not stop there. In addition to monitoring and evaluation, KPK also organizes various capacity building programs related to ACE for teachers. These activities are generally conducted through webinars and are attended by thousands of participants in each batch. In 2023 alone, KPK trained 12,436 educators (teachers and lecturers) in ACE capacity building programs. This training was conducted online (webinar) as an effort to reach a wide range of participants. However, the capacity building program conducted each year has generic material and tends to be the same. This means that all participants are considered to have the same understanding of corruption and ACE. The drawback is that the same teacher or lecturer may participate in webinars repeatedly, even though the material provided is always the same. In fact, in terms of profile, understanding, and competence, teachers/lecturers have different needs. Ideally, capacity building should be carried out specifically according to needs, taking into account the gradation of understanding and competence of ACE stakeholders. Specific capacity building according to the gradation of stakeholders' understanding and competence can encourage the optimization of the role of each stakeholder in ACE. As for teachers' professional organizations, the KPK has not conducted a program specifically aimed at encouraging the role of teachers' professional organizations. For accreditation bodies, several meetings have been held, but not at an optimal level to encourage specific indicators of ACE in school accreditation assessment (KPK, 2023).

There are several notes on what the KPK has done in strengthening the capacity of teachers and lecturers. ICW and TII (2019) highlighted the KPK's performance in 2015-2019, including that the KPK's programs for teachers seemed only programmatic and did not have longterm planning. Examples given are Teacher SuperCamp and Anticorruption Youth Camp, which had no follow-up after the programs were completed. This is in line with what Hambali (2020) said, that the KPK in its publications has not carried out a mentoring process in the implementation of ACE and it has also not developed peer-to-peer learning among fellow teachers who implement ACE. Hambali (2020) and Ruslan et al. (2022) also highlighted the lack of attention from ACE stakeholders such as the Ministry of Education and Culture and the Education Office in regional governments. These limitations in network management in ACE mean that the ACE program has not run optimally.

Based on this analysis, there is still a gap between the KPK's expected roles for each actor and the current realized roles. In terms of shared value creation through ACE collective action, central agencies play a more dominant role due to their authority in terms of regulation and coordination.

This analysis also shows that the KPK has the biggest role in collective value creation. The KPK also actively encourages and triggers participation from central and local agencies.

Bridoux and Stoelhorst (2022) revealed that there are two important aspects of collective action, namely the governance of networks/stakeholders and the creation of shared values. Bridoux and Stoelhorst further explained that the difficulty in creating shared values is often due to several factors, including dissimilarity of interests, inability to coordinate actions, and transaction costs in the implementation of collective action. To be able to create shared values, it is necessary to identify three types of stakeholder governance as shown in Figure 3.

The Three Stakeholder Governance Forms

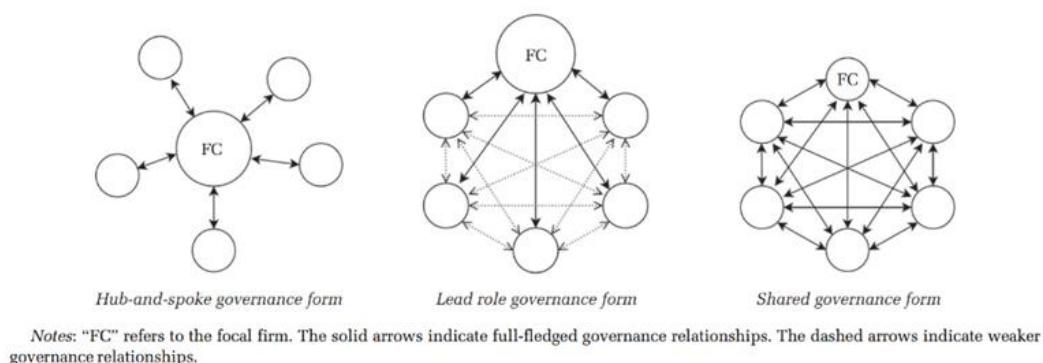


Figure 3. Three Types of Stakeholder Governance (Bridoux and Stoelhorst, 2022)

The Figure 3 is a further explanation of the three types of stakeholder governance: (1) Hub-and-spoke stakeholder governance. In this form of governance, there is an agency that plays a central role in coordinating shared value creation activities in ACE; (2) Lead role stakeholder governance. In this form of governance, one of the stakeholders in ACE plays a lead role in coordinating the shared value creation activities; (3) Shared stakeholder governance. In this form of governance, all stakeholders in ACE play a role in coordinating shared value creation activities.

Ideally, as a collective action, ACE should fall under the third type of governance, namely shared governance. In this governance model, all stakeholders in ACE play an active role in coordinating shared value creation activities. However, looking at the current situation, ACE appears to mainly fall under the second type of governance, namely lead role governance in shared value creation. This is reflected in at least two ways: The KPK plays a dominant role in the creation of shared values, and the coordination structure tends to be command from the center to the regions. As a result, there is no dynamic exchange between stakeholders in ACE related to shared value creation. However, in relation to ACE program initiatives, there have been many education units and individuals who have taken the initiative in implementing ACE independently, trying to develop and implement innovations in ACE learning, although these are still limited initiatives and do not yet have ACE implementation standards.

The Figure 4 is the author's analysis showing that ACE governance is lead role governance. Straight-line governance indicates that the creation of shared values related to anti-corruption is direct, for example in the form of rules, norms, guidelines, or coordination. Dotted lines indicate that the creation of shared values is not direct due to the limited authority of the institution to transfer anti-corruption values directly to other institutions. The figure shows that the KPK has the most coordination lines related to the creation of shared values for ACE at both the primary and secondary levels, and the higher education level. This is most likely because the KPK is the only institution mandated by law to implement ACE. At the primary and secondary levels, agencies such as the Ministry of Home Affairs and the Ministry of Religious Affairs have authority in the education sector with a centralized or command system of coordination, so their lines of relationship flow down to the education units and parents. Governance at the primary and secondary levels related to anti-corruption implementation can be performed through a mass approach or through command nodes from each education unit.

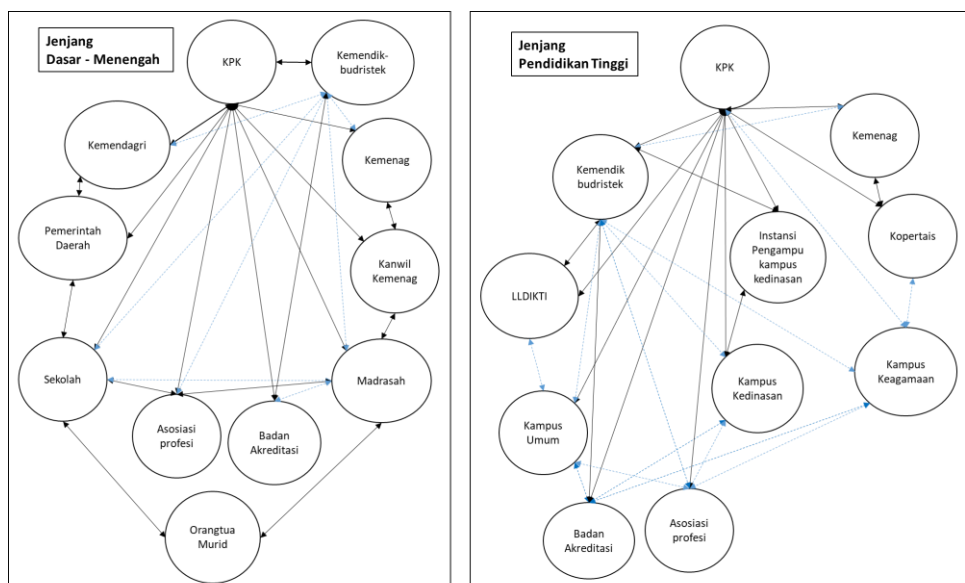


Figure 4. Current Governance of Primary and Secondary ACE Stakeholders (Processed by the author)

At the higher education level, greater campus autonomy means that there are more dotted lines than at the primary and secondary levels. The dominant campus with dotted lines (coordination) is related to the creation of shared anti-corruption values. This means that stakeholder governance at the higher education level cannot be done with a mass approach, but it is more effective to do with a unit approach or specific to each campus.

In terms of cognition, the implementation of ACE has challenges and opportunities according to the actors. Ayuningtyas (2020) found in her research that around 7.6% of lecturers did not approve of the anti-corruption curriculum due to concerns about increasing the current semester credit unit load, which is already excessive, and considered the installation of anti-corruption values to be ineffective at student age; rather, they should be instilled since childhood in the family. It is also ineffective in terms of the relatively short lecture time available to convey anti-corruption values.

However, in terms of impact, students felt a positive impact in the cognitive, affective, and psychomotor dimensions from learning ACE, ranging from increased knowledge and understanding to changes in behavior (Salimah and Suyanto, 2023). Research conducted by Alfikalia (2012) on Paramadina University students who participated in ACE learning showed that 74.6% of students felt the impact of learning ACE. The biggest impacts felt were affective (59.8%) and cognitive (50.2%). ACE impacted emotions related to a new value system that was not considered important previously, fostered a spirit of anti-corruption, and trained students in making firm decisions when facing ethical dilemmas related to corrupt behavior.

Conclusions

Anti-corruption education as a form of collective action involving various actors requires effective stakeholder management to ensure a more widespread and systematic implementation. According to Beckert (2010), the social forces of the stakeholders can provide stability if different structures work in harmony and strengthen each other. The success of ACE depends largely on the synergy and collaboration between various stakeholders, including central and local governments, education units, education observers, and other civil society organizations. Although the implementation of ACE has been proven to have a positive impact in terms of student outcomes, the current management of the ACE network still faces a number of challenges such as lack of coordination among various actors, differences in perceptions, and limited resources in managing stakeholders. This indicates that the mandate of general education and anti-corruption education has not been well integrated across all stakeholders. As a result, there is a gap in the

creation of shared values and equitable relationships in the implementation of anti-corruption education among stakeholders.

Overcoming these challenges requires systematic and comprehensive efforts. Stakeholder governance should be directed towards shared governance, where all stakeholders in anti-corruption education play a role in coordinating joint value creation activities. This is because anti-corruption education is a joint mandate of all educational stakeholders that intersects with the national education goal of creating a generation with integrity. Stakeholder governance can be performed with an individual or group/institutional approach. At the individual level, everyone participates in ACE according to their respective roles, while at the group/ institutional level they can be involved in the policy-making process and network expansion or coalition building in the implementation of ACE.

ACE stakeholder governance can be implemented with evidence-based policies. Data is needed to map the actors involved so that the right collaboration program can be carried out according to the cluster of actor mapping results. Steps toward this end include the mapping of integrated digital platforms, standardization of procedures, and utilization of information technology. In implementing collaboration programs with actors, monitoring and evaluation are also necessary to optimize the role of the actors in ACE. One example is strengthening network capacity through training and innovative program development, which is key to achieving this goal.

Actors in the same cluster can apply peer to peer learning so that the shared value of ACE will be maintained and the capacity of the actors will directly increase. As a stimulus, the KPK can also publish and disseminate evidence of ACE programs that have been implemented by actors, potentially having a massive impact on programs at least in the same cluster. By connecting various actors who have the same interests, networking can be a driving force that streamlines ACE in Indonesia.

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