NON-GOVERNMENTAL ORGANIZATION AS CONTROL FUNCTION

(The Role Analysis of Malang Corruption Watch in Performing Control Functions towards Policy Implementation of School Operational Assistance in Malang City)

UNDERGRADUATE THESIS

Submitted to be examined for getting undergraduate degree at Faculty of Administrative Science Brawijaya University

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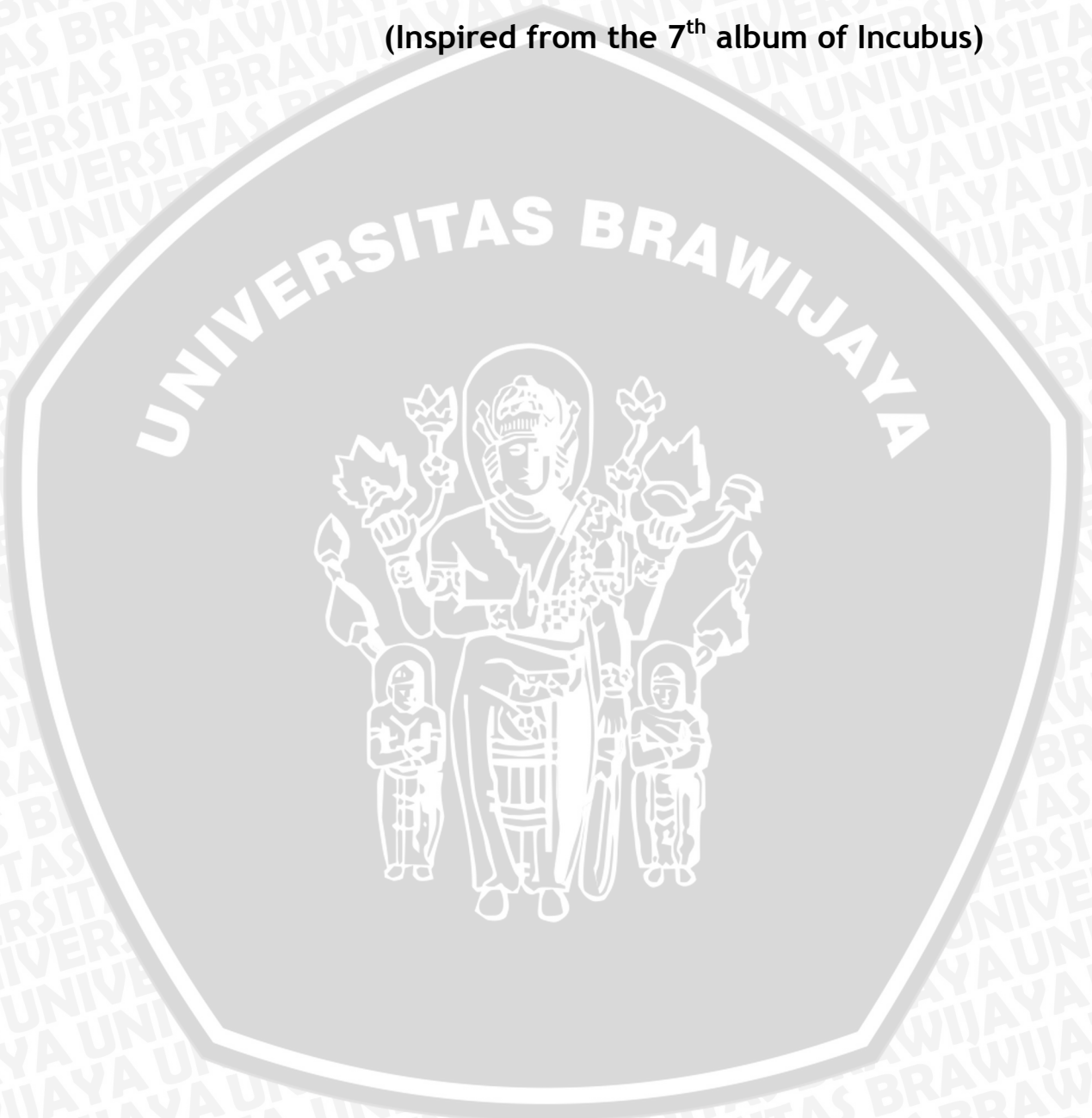
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"IF NOT NOW, WHEN?"

(Inspired from the 7th album of Incubus)

CERTIFICATE OF APPROVAL

Title
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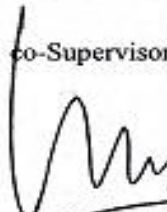: Public Administration

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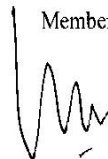
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SUMMARY

Pandu Wicaksono, 2014, Undergraduate Thesis Title: **NON-GOVERNMENTAL ORGANIZATION AS CONTROL FUNCTION (Study about the Role of Malang Corruption Watch in Perform Controlling Functions Towards the Policy Implementation of School Operational Assistance in Malang City)** Supervisors: Dr. Bambang Santoso H,. M.Si and Dr. Irwan Noor, MA. pgs 123

The School Operational Assistance (BOS), which began in July 2005, has a significant role in accelerating the achievement of 9-year compulsory education program. Behind the BOS program as the government's efforts in the compulsory 9 years, there are still many irregularities due to weak oversight of the government. The weakness of government in performing control functions requires social control of the public. In the context of the city of Malang, violations are often found in the implementation of BOS, both the students and guardians of students. Therefore, NGO in Malang is expected to oversee the process. One of those NGO is Malang Corruption Watch (MCW). MCW is a civil society organization engaged in the monitoring of policy in the field of education.

This study departs from the rampant irregularities BOS, as well as weak supervision on the implementation of the sector policy. This study used a descriptive study with a qualitative approach. The purpose of this study is to describe the role of MCW in performing control functions of policy implementation BOS in Malang.

The results of this study illustrate the MCW role in monitoring policy implementation BOS is as facilitator, catalyst, as well as a negotiator. In this study, public participation as a pressure point in controlling policy. Mass media is one of factors that contribute in this process. However, there are two constraints factors that become problems in controlling BOS. Firstly, the problem of limited human resources and consistency. Secondly, the political will of the executive and legislative are very weak in carrying out each task. Both then perform oversight and hold these policies.

Keywords: Malang City, School Operational Assistance, Controlling, Education

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Hopefully, this study can enrich the research in the discourse of Public Policy approach in public administration and become an inspiration for the next researchers in conducting related studies. For the sake of completeness of this undergraduate thesis, suggestions and constructive criticism are expected by the author. Hopefully this undergraduate thesis can make meaningful contributions to those in need.

Author,

Pandu Wicaksono

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CHAPTER I

INTRODUCTION

A.   Background

Education is a social activity in searching, developing, and knowledge discovery, in which symbols are used as a vehicle for communicating various forms of ideas and knowledge. The key development for Indonesian lies on education. Therefore, every individual through education is expected to improve the quality of its existence and able to participate in the development movement.

In addition, education is a tool to improve the current conditions, as well as to improve the future for a better and prosperous. However, education problem is also very complex and very important, because it involves a wide range of sectors, particularly for the government and the people. Therefore, it is necessary in an integrated solution. (Kartono, 1990: 5).

Education is a basic right of citizens. Guarantees for it already exists in constitution of Republic of Indonesia, both in opening and torso. In 1945 constitution background opening of 4th paragraph, then it is to form a government of Indonesia which protect all Indonesian and entire country of Indonesia, and to promote the general welfare, the intellectual life of nation, and participate in the establishment of a world order based on freedom , lasting peace, and social justice, then drafted the

Indonesian national independence on Indonesia constitution, which is established within the structure of Republic of Indonesia with sovereignity of people.

Inside the opening, it clearly said that one of the goals of this country is set up intellectual life of nation. Because, it is the goal of our country, it means that people as citizens of the state are entitled to the facility to get access to quality education. Facility is meant here of course is a public service in the field of education is expected to meet the minimum standards of education in accordance with existing regulations.

It is also stated in 1945 constitution, article 28, paragraph C (1) which reads, every person has the right to develop themselves through their basic needs, are entitled to an education and to benefit from science and technology, arts and culture, in order to improve the quality of life and for the well-being humans. Therefore, it is fitting that education get more attention than other areas, considering the quality of a nation is determined by how nation to educate its people.

One of the important agendas of reform since 1998 is the improvement of educational services. Challenges towards more equitable educational services and the quality is certainly not as easy as turning the hand palm. Changes in the level of regulation, structure, paradigm, and culture needs to be done and this takes a long time.

Talking about service which fair and quality education is state responsibility to its people. Good country is a country that is able to fulfill and protect the rights of

its people. Parameters can be seen from the output process of existing policy, which is the best service for community. It is state duty to make it happen.

Law Number 20 Year 2003 on National Education System Article 6, paragraph 1 states that every citizen aged 7-15 years old must attend elementary education. Article 34 paragraph 2 states that the central government and local government guarantee the minimum compulsory basic education free of charge, whereas in paragraph 3 states that compulsory education is state responsibility held by educational institutions of central government, local government, and society. The consequences of that mandate law is central government and local government are required to provide education for all students at basic education level (primary and secondary), as well as other education unit equals.

One indicator of the completion 9-year compulsory education programs can be measured by Gross Enrolment Ratio (GER) elementary and junior high. In 2005, APK SD has reached 115%, while the junior high school in 2009 has reached 98.11%, so the program has been completely fair 9 years 7 years earlier than the target declaration of Education For All (EFA) in Dakar. The School Operational Assistance (BOS), which began in July 2005, has a significant role in accelerating the achievement of 9-year compulsory education program. Therefore, starting in 2009 the government has made changes to the objectives, the approach and orientation of BOS program, from the expansion of access to quality improvement. During its development, BOS had increased unit costs and also changes the distribution

mechanism of the state budget according to law that apply. Since year 2012 BOS disbursements made by which provincial transfer mechanism to transfer to online school account.

BOS is a part of government's efforts to meet its obligations to the people. However, the implementation is still a lot to experience a variety of irregularities in funding. As with the case Sukoharjo, October (10.27.2013) ago. One of the teachers at SMK 1 Sukoharjo doing BOS misappropriation of funds amounting to 100 million more. (krjogja.com)

Based on the phenomenon above, behind BOS program as government efforts in the compulsory 9 years, there are still many irregularities due to weak oversight of the government. In fact, Law No. 20 Year 2003 on National Education System has mandated that, central government and local government have the right to direct, guide, assist, and oversee the provision of education in accordance with the legislation in force. The weakness of government in performing control functions require guard or social control of the public as part of a government organization.

In the context of Malang City, breaches are often found in the implementation of education. Both the students and guardians of students. This is reflected in the extent of extortion carried out throughout the school year and increases each time entering new school year. This is compounded by not opening the communication between communities and education providers. Starting from schools, offices, and

legislative branches is not covered by the public, so it is not surprising that the resulting policies did not reflect partiality to the public. (Adicahya, 2013: 8)

Therefore, community participation in controlling and participating in education is a must. This is as set out in Article 54 paragraph (1) of Law No.20 of 2003 on National Education System which regulates the community participation in education. At least, there are two factors that determine the control or supervision of policy implementation, the internal factors and external factors.

Perpetrators of internal control can be carried out by a unit of monitoring and control, and the regulatory bodies. Meanwhile, actors external control can be carried out by the Regional Representatives Council (DPRD), Non Governmental Organizations (NGOs), and community components. (Widodo, 2007: 95). In this study, the researcher focuses on monitoring policy implementation BOS of external factor, namely the role of Non Governmental Organization (NGO) in the conduct of the policy control function.

The existence of NGO is synonymous with "Reformer and Visioner" is a picture that is still expected to continue inherent in every activity. However, on the other hand NGO is also expected to be one of the pillars supporting the provision of education, so it becomes increasingly important role and cannot be eliminated just like that. Particularly with regard to community participation in education, so that the open space will be sufficient acceleration to all elements of society, including NGO.

Background of the birth of NGO is a reflection of the attitudes and the social situation of the people who are too dominated by the state and the culture of people who are not profitable and dominate or marginalize certain groups. The role of community can be seen from some vision that can make the foundation as an organization that is transformative. Firstly, NGO as counter-hegemonic movement, secondly, NGO as a counter discourse dominant ideology, thirdly, NGO as an institution that encourages the process of transformation and public participation. (Fakih, 2004).

As a reformer and visionary institutions, NGO is required to undertake reforms that are synergistic and realistic in the context of national interest, so what is aspired to be realized in the life of society. The participation of NGO is to fight for people's participation in any process of change needs to be done in a way that is good and right, as well as full responsibility to the community.

Therefore, NGO in Malang City will be able to implement those changes, and one of many NGOs is Malang Corruption Watch (MCW). MCW is a civil society organization engaged in monitoring the performance of government in Malang City, both in conducting surveillance in the economic, political, and economic.

Based on the background of researcher explained above, which refers to the process control of policy education in Malang, especially those related to BOS, the researcher is keen to make this undergraduatethesis under the title: **Non-**

Governmental Organization as Control Function (The Role Analysis of Malang Corruption Watch in Performing Control Functions towards Policy Implementation of School Operational assistance in Malang City).

B.   Problem Formulation

Implementation based on background above, problem formulations are as follows:

1. How is MCW role in performing control functions on BOS implementation in Malang City?

2. What are the critical factor faced by MCW in performing control functions on BOS implementation in Malang City?

C.   Research Objectives

The objective of this research is trying to answer problem formulation that has been done. In accordance with problem formulation that has been mentioned previously, the purpose of this study are:

1. To describe and analyze role of MCW in performing control functions on BOS implementation in Malang City

2. To describe and analyze the critical factors faced by MCW in performing control functions on BOS implementation in Malang City.

D. Research Contribution

This research is expected to provide value, both theoretically and practically to supervise the implementation of BOS in Malang. The contribution of research to be achieved include:

1. Theoretical Aspects

   a) The results of this research can be used as science development, particularly in the field of public administration about the role of MCW in performing control functions on BOS implementation policy in Malang City.

   b) The results of this study are also expected to be useful to broaden and deepen the Public Administration, in particular the study of Good Governance relating to NGOs as an important instrument of governance, in addition to government and private sector.

2. Practical Aspects

   a) For Author

   The author is expected to deepen and enrich the knowledge about the role of NGOs in performing control functions on BOS implementation.

   b) For Students

   As a reference for further studies are more concerned and interested to raise the issues surrounding the control functions of NGOs towards BOS policy implementation.

c) For Community

To increase public awareness in general and NGOs in particular in performing control functions on government policy.

E.   Systematic Discussion

To simplify the following description contained in this paper, the researcher will present an outline of systematic writing. Systematics of writing is intended to be something that is discussed in this paper can be known and understood clearly from each chapter. Broadly speaking, this paper is divided into five chapters, organized as follows:

1. Preface   : In this chapter described about Background, Problem Formulation, Research Objectives, Research Contributions and Systematic Discussion.

2. Literature Review   : In this chapter explains the theories underlying support writing and discussion relating to the subject matter. These theories is obtained based on the literature of reading sources, either in the form of text books, journals, theses, and other sources relating to the subject matter to be solved as the basis of scientific arguments.

3. Research Method   : This chapter describes the research methodology used in this research. This chapter includes a section consisting of Type Research, Research Focus, Research and Site Location Research, Data Sources, Data Collection Techniques, and Data Analysis Techniques.

4. Results and Discussion : In this chapter describes the the results of research or data that has been obtained of the site in the research that has been done, then performed the analysis and interpretation of data using existing theories in the previous chapter.

5. Closing : In this chapter presents the conclusions and suggestions. The conclusion here is an outline of results of the discussion, while the suggestion is that the researcher thought contribution can be given as input for the parties concerned.

CHAPTER II

LITERATURE REVIEW

A.   Administration

1.   Administration Definition

Administration is a dynamic and ongoing process that is driven in order to achieve goals by utilizing the common people and material through coordination and cooperation. The re-define and interpret and use the organization's goals as the demands of programs and services, securing financial resources, facilities, staff, and various other forms of support, to develop programs and services, develop organizational structures and procedures, use leadership in the process of policy-making, development procedures, and principles of operation, evaluating programs and personnel on an ongoing basis and to plan and conduct research, and use of leadership in the process of change that is needed in the organization.

Administration can be defined as the direction, administration, implementation of activities, directing activities, the creation of the principles of public policy implementation, activity analysis, balancing and presenting the decision, policy considerations, as individual and group work in producing public goods and services and as an arena field of academic and theoretical work (Pasolong, 2007: 56)

2. Public Administration Definition

Public administration, according to Chander and Plano (in Pasolong 2007: 58) is a process where public resources and personnel are organized and coordinated to formulate, implement and manage the decisions in public policy. Both these authors also explained that the public administration is an art and science that was shown to regulate public affairs and carry out a variety of tasks that have been set and as a discipline, public administration aims to solve public problems through repair or improvement, especially in the areas of organization, human resources, and financial.

In the statement there are variations in the perception of the public administration. Mccurdy (1986) in a study of literature suggests that public administration can be seen as a political process, which is as one method to rule a country and can also be regarded as a principled way to perform various state functions. In other words, the public administration is not just managerial problems, but also a political issue. This assumption may be confusing the definition of public administration, including its scope.

However, this would indicate that the public administration had been developed and it is difficult to separate of the political world. The term public administration are also often replaced by political science scholars with bureaucracy. Variations of this term is more popular because it is easy to understand and clearly observed by the layman than the term public administration.

In relation to the definition of public administration, Shafritz and Russell (in Pasolong, 2007: 58) argue that, difficult to give a definition of public administration that is acceptable to all parties. Therefore, both these authors give some definition based on four categories: political categories, legal, managerial, and livelihoods. The definition is based on the category of politics see public administration as "what government does" (what the government), either directly or indirectly, as a public policy-making cycle stages, collectively because it can not be done individually.

The definition is based on the category of legal or law see public administration as the application of the law (law in action) as regulation, as activity of granting and ruler or king to the people, and forcibly taking shape against those rich to be distributed to the poor, where the rich who feels aggrieved must submit and obey. Judging from the category of managerial, public administration is seen as function of the executive in the government as form of specialization in management (how to achieve results through others) which in practice is a form of subterfuge to produce something with big budget, but with little result and seen as an art and not a science. Judging from the categories of livelihood, public administration is a form of professions ranging from janitors to brain surgery specialists in the public sector where all of them are not aware that they is a public administrator, an effort that can be funded, as an application of idealism in which people the ones that want to realize the dream work or ideals and as an academic field that continues to focus his attention to the art and science of management to be applicable in the public sector.

From all of these limitations, there are some important meaning to keep in mind regarding the nature of public administration, which is:

a) The field is related to the executive world, although it is also related to the judicial and legislative world.

b) The field with respect to the formulation and implementation of public policy.

c) The field is also associated with various human problems and cooperative effort to carry out the duties of government.

d) Although the field is different from the private administration but overlapping public administration with private administration.

e) The field is directed to produce public goods and public service.

f) This field has the theoretical and practical dimensions.

3. **Development Paradigm in Public Administration**

State administration has been developed as an academic study through overlapping paradigms. Each phase of this paradigm has certain characteristics according to the locus and focus. Locus showing where this field is institutionally located. Shows the locus of the field. While the focus shows the target specialization of fields of study. Paradigm in the administration according to Robert T. Golembiewski can only be understood in relation to the terms of the locus and focus.

a) In this paradigm known as dichotomous paradigm of Political Administration, (Year 1900-1926): It is clear, according to Goodnow (in Thoha, 2010: 19), the

state administration should focus on government bureaucracy. The results of this first paradigm strengthen understanding (nation) difference of politics-administration dichotomy. Understand these differences will be evident by plugging in a correspondence between the dichotomy of values and practices. Thus, all matters investigated by the state administration in the executive branch and somehow tinged with practice and scientifically justified.

b) Principles of Administration, (Year 1927-1937): The principles state that the purpose of the administration is the existence of a fact, that the state administration can occur on all orders regardless of the state administration of culture, function, environment, mission or institutional framework. He can be applied and followed in any field without exception. According to Gulick and Urwick (in Thoha, 2010: 23), the principle is very essential for administration as a science. While the the location where the principle would be used is not so important. Focus plays an important role than on the locus. Well-known principle that the administration of Gulick and Urwick is the abbreviation POSDCORB (Planning, Organizing, Staffing, Directing, Coordinating, Reporting, Budgeting).

c) State administration as Political Science, (Year 1950-1970): In brief it is said that the third phase of this paradigm is an attempt to re-establish the conceptual relationship between the state administration with political

science. But in 1962, the administration is no longer considered part of political science.

d) State Administration as Administrative Science, (Year 1956-1970): Keith M. Henderson (in Thoha, 2010: 29) argues in mid-1960 that the theory of organization is or should be the main focus of state administration. Countries in the state administration should not be interpreted in relation with institutional terms, but should it be interpreted as a philosophical, normative, and ethical. State in it will be something that has an influence on community interest (public interest).

e) State administration as State Administration, (1970): Focus in this paradigm is the theory of organization, practice in public policy analysis, and techniques of administration and management that have been developed. While the normative locus of state administration of this paradigm is illustrated by the government bureaucracy and the problems of community (public affairs).

4. Public Administration Role

Public administration as the work of government has a role or influence is very vital in a country which illustrates that the dynamics of public administration can make the existing state system becomes worse. These roles can also be seen that the government can afflict community when implementing public administration domocracy shadow style. Frederick A. Cleeland (in Pasolong, 2007: 59) is indicate

role of public administration is vital in helping to empower community and create democracy.

According to him, public administration is held to provide public services and benefits can be felt by the people after the government improve its professionalism, applying the technique efficiency, and effectiveness and more profitable again when the government can enlighten the public to accept and run most of responsibility of the public administration, so that the shape of what organized so-called democracy. Rondinelli (in Pasolong, 2007: 59) reveals, that the role of government should be directed to serve community in order to achieve democratic governance and this should be done effectively through innovation, the principles of good governance, the use of technology, strengthening public institutions, participation, capacity building, decentralization of service delivery, empowerment, and public and private sector partnerships.

Gray (1989: 15-16, in Pasolong 2007: 60) explains role public administration in the community as follows:

a) Public administration helped ensure the equitable distribution of the national income to poor people equitably.

b) Public administration protect the rights of community over wealth, as well as ensuring freedom for the people over the possession of wealth, and to ensure

the freedom for people to carry the responsibility for themselves in the areas of health, education and community services for the elderly group.

c) Public administration acts to preserve the traditional values community that it varies greatly from one generation to the next, as well as providing security and support resources so that these values can grow and develop according to the demands of the changing times, and can continue to live together peacefully , and in harmony with other cultures in the environment.

Orientation of public administration according Thoha (2010: 53), is now geared to the interests and power to the people. With such a reason, the theory of public administration is more emphasis on action-oriented programs in the public interest, so that the existence of public administration are not just paintings but rather, the benefits to the public interest. Thus, public administration more emphasis on the role of the public to achieve the goal.

However, often appear negative role of public administration. It can be clearly observed of unhealthy dynamics of settings and change the type of the department, the minister and the placement of all ranks in his position, setting the terms of office, appointment or election mechanism and dismissal of governors, regents and mayors, as well as all regional secretaries, agency heads, agencies and offices at the local level. The role can also be felt when the quality of key bureaucrats or executives such as ministers and all echelons in the center or the is inadequate, or replacement of the structure and function of the central bureaucracy began to be done in the not

responsive. Perhaps the most negative role is perceived when an error occurs in the setting of public organizational structure, management processes, and public policy making is less rational, and lack of ethics and morals bureaucrats.

In developing countries, a negative role like this still exist and be one of the sources of underdevelopment. Therefore, public administration is a field in which the government or executive officers carry out tasks related to the public sector, especially the provision of services for the public interest, the role public administration is crucial stability, resilience, and well-being of a country. In addition, the public administration can also be seen as event in which officers witnessed or verified whether the bureaucratic elites and politicians to fulfill its promises or to prove its commitment to the public who have chosen them. Therefore, the public administration was also very instrumental in keeping the public trust.

5.   Basic Concept of Good Governance

The emergence of good governance concept due to dissatisfaction with the government performance which has been trusted as organizer of public affairs. The approach of public affairs implementation is centralized, non-participative and not accommodating to the interests of the public at the previous regimes, it must be admitted has been growing distrust and even antipathy to the regime. Bad picture of bureaucracy among other things, fat bureaucratic organization and authority among agencies that overlap; systems, methods, and procedures have not been orderly work;

civil servants have not been professional, yet neutral and prosperous; practices of corruption, collusion and nepotism are still entrenched; coordination, integration, and synchronization programs have not targeted; as well as the discipline and work ethic of the state apparatus is still low.

The poor of all services performed is blurring the meaning of bureaucratic red tape that developed in the community and by the continued silence community. (Santosa, 2008: 1). The term (read: the concept) good governance is an issue that surfaced in the management of public administration today, which emerged in the early 1990s. In general, good governance has a sense as action or behavior based values and that are direct, control, or influence public affairs to embody these values in action and daily life. (M.M. Billah, 1996: 40)

Meanwhile, according to the World Bank (in Sadu W, 2004: 54), good governance is defined as "the way state power is used in managing economics and social resources for development society". And the notion that we can see that "governance" is the way, which means how the state power is used to manage resources to economic and social development of civil community.

6. Characteristics of Good Governance

In the implementation good governance principles as public official or public administration has a tendency to abuse power, especially not expressly limited by

legislation or unattended functional. Therefore, the problem of government remains a debate, because of the dynamics that require changes, both to the side of government and the people as well as the possibility abuse of power.

Furthermore, UNDP (1997) defines the characteristics of good governance include:

a) Participation, community involvement in decision-making, either directly or indirectly, through representative institutions that can connected their aspirations. Participation is built on freedom of association and speech and participate constructively.

b) Rule of law, legal and regulatory framework that is equitable legislation and implemented as a whole, particularly on human rights.

c) Transparency, transparency is built on the basis of information freedom. Information related to public interest can be obtained directly by those in need.

d) Responsiveness, each institution/public institution and the process should be directed at efforts to serve the various interested parties (stakeholders).

e) Consensus orientation, good government will act as a mediator for a variety of different interests to reach a consensus or opportunities in the best interests of each party, and if possible also be applied to a wide range of policies and procedures established by the government and interest-oriented wider society.

f) Justice, every community has the same opportunity to obtain welfare and justice.

g) Effectiveness and Efficiency, every process and institutional activities geared to produce something that really fit the needs through the best possible utilization of various resources available as well as management of public resources is done efficient and effective manner.

h) Accountability, decision maker in public organization, private sector, and civil society have a responsibility to public for any activity undertaken activities.

i) Strategic vision, good administrators and the community should have a far forward vision that simultaneously felt the need for such development.

While in Law 28 of 1999 Article 3 stated, the general principles of state administration which consists of: legal certainty principle, the principle of orderly conduct of state, public interest principle, transparency principle, proportionality, professionalism principle, accountability principle. Furthermore, in Presidential Instruction No. 7 of 1999 on Government Performance Accountability, includes several related goals of good governance include:

a) Make an accountable government agency, can operate in an efficient, effective and responsive to the aspirations of the community and the environment;

b) The establishment of transparency in government agencies;

c) The establishment of community participation in development;

d) The maintenance of public confidence in the government;

While the Asian Development Bank (1995) himself confirms the general consensus that good governance in landasi by four pillars include:

a) Accountability;

b) Transparency;

c) Predictability;

d) Participation.

Obviously that the number of components or principles that underlie good governance vary widely from one institution to another, from one expert to another expert. However, at least there are number of principles which are considered as the major principles that underlie good governance, namely accountability, transparency, and public participation. On the other hand citizens or community is expected to have awareness of their rights and obligations, more aware, have solidarity with each other, willing to participate actively in the administration of public affairs, has ability to deal with government and other public institutions, and critically, and unselfish.

B.   Policy Implementation

1.   Policy Implementation Definition

Public policy implementation is one of the stages of public policy process, as well as studies that is very crucial. Characteristically crucial because no matter how

good a policy, if not prepared and planned well in its implementation, the policy objectives will not be realized. Vice versa, however good preparation and planning of policy implementation, if not formulated properly, the policy objectives will not be realized.

According Dwijowijoto (in Nugroho, 2007: 11), Policy implementation in principle is the way that a policy can be implemented in order to achieve the goal. And also described by Putt and Springer, policy implementation is a series of activities and decisions which facilitate the formulation of policy statements materialized into organizational practice. Development of criteria for meaningful policy implementation, especially in decision-making practices for achieving the policy intent. In implementing the policy, then that needs to be considered is how preconditions for successful implementation of the policy, namely communication, resources, disposition, and bureaucratic structure.

These four factors work simultaneously, both function in facilitating policy implementation and may also affect the implementation process so that less successful. It should be emphasized that policy implementation is a dynamic process that includes four variables. From description above, it can be concluded that implementation is a process that involves a number of sources, including human, financial, and organizational capabilities undertaken by government, or private. The process is carried out to achieve the goals that have been set previously by policy makers. Meanwhile, policy implementation is an attempt to realize a process that is

still abstract policy into tangible reality. Policy implementation is an activity to create results, impacts, and benefits, and impact that can be enjoyed by target group.

2. Policy Implementation Process

Here are about public policy implementation process using models Merille S. Grindle (in Nugroho, 2007: 690) is determined by content and context policy implementation. The basic idea is that after policy is transformed, then policy implementation is done. Its success is determined by the degree of policy implementability. The content of policy include the following:

a) Interests are affected by policy.

b) Type of benefits that would be generated.

c) Degree of change desired.

d) Position of policy makers.

e) (Who) implementing the program.

f) Resources are deployed.

Meanwhile, context of implementation are:

a) Power, interests, and strategies of actors involved.

b) Characteristics of institutions and authorities.

c) Compliance and responsiveness.

However, if we look at Grindle model, we can understand that uniqueness of Grindle model lies on comprehensive understanding of policy context, especially regarding the implementor, the receiver implementation, as well as implementation condition of necessary resources.

C.   Civil Society

The term of civil society is frequently used synonym community residents, civic society, and civilized society. Very common when a foreign term translated or combined with Indonesian vocabulary. Civil society as a concept has multiple meanings. Firstly, civil society is synonymous with state or political society as opposed to a natural society. (Hobbes, Rousseau, and Locke). Secondly, civil society is an economic region or *burgeliche gesellschaft* society different and stand apart from state or political society (Hegel and Marx). Thirdly, civil society is community area which autonomous, stand apart from, or in contrast to state economy and society (Tocqueville, Cohen and Arato, and Gramsci). The concept of civil society activists understood by most non-governmental organization (NGO) Indonesia generally refers to third category, which is organization or groups separate from or can be distinguished by state. (Culla, 2006: 204).

NGO in the sense of actually moving outside of the government, or actor is part of society in accordance with his own name as a non-governmental organization. So, actually there is a linked between civil society and the meaning of existence

NGO. In an ideal context, people should control the state, but in fact is precisely state that controls civil society. As a movement, the civil society is always present as a counterbalance which state tend to move towards that deviate from the public interest.

Since the discourse of civil society began in Indonesia early 1990s there were debates on two concepts of civil society approach. Firstly, vertical aspect of civil society, mainly focused on society's autonomy from state and because it deals with the political aspects (Sujatmiko, 2001). It is primarily supported by NGO circles who plays in government of the day which saw civil society concept as an arena of struggle to build a strong civil society and independent as a path to democratization.

Civil society is defined as a concept of community empowerment and self-contained within certain limits able to advance and tend to limit state intervention into reality that has been created for its activities. NGO bring this discourse of civil society in Indonesia in order to identify and build strength in the fight for democracy and human rights dealing with state of new order. (Ibrahim, 2014: 17) Madjid (in Baso: 1999) revealed that both view associated with horizontal aspects, cultural aspects of which is relationship between individual and another individual, one group with another group.

This view emphasizes the aspects of politeness (civility) from civil society and therefore synonymous with civil society concept in civilized society that

translated into Indonesian civil society. In this view civil society is a society that respects the principles of pluralism and tolerance. With pluralism means that there is a genuine willingness to accept the fact that the plurality is positive, because it will enrich the development and culture of nation through a dynamic interaction and cross-cultural diversity. While tolerance is intended to accept tolerance as a social reality.

1. NGO Definition

NGO word is a word that has a very familiar sound in our ears, because the word is quite often published in print media, online media, as well as played in other electronic media. NGO as one of the forum mover or agent that is potentially real and has an important role as a form of social participation (Saidi, 1995: 172). NGO is a social institution formed by a non-governmental task essence is to help and promote aspirations and interests of oppressed peoples. In addition, NGO also served to hold the empowerment of public about significant things in everyday life, such as advocacy, training, socialization community development programs. (Rosyada, 2005: 250).

Social institution is an institution set up by members of community on a voluntary basis and will self interested and engaged in a particular field set by the institution. Some of objectives, among others, as a vehicle for public participation in improving the standard of living and community welfare, and to improve relations

together in order to achieve national goals in vesel of Republic of Indonesia based on Pancasila. (Saidi, 1994: 175). Referring to NGO in Indonesia, Prof. Dr. Loekman Sutrisno (in Clark, 1995) says there are two opinions among officials of Indonesian state and role of NGOs in the development process in Indonesia.

The first opinion, NGO in Indonesia is an organization who likes to make a fuss by way of support activities that are demanding government to be more democratic, more recognizes human rights, and more attention to environmental sustainability in development. This opinion is the biggest part of government officials both at national and at regional level. The second opinion, look at NGO is a community organization that can be "used" by government to achieve the objectives of development plan. In this context came the concept of partnership between government and NGO. But remember, in NGO partnership serves as the junior partner of government.

2.   Role Definition

Role theory is a concept about what individual do important to social structure community, including role of norms developed by position or one's place in community, a role in this sense is a series of rules that guide a person in public life (Soekanto, 1982). Judging from organization behavior, this role is one component of social organization system, in addition to the norms and culture of organization. Here

in general 'roles' can be defined as "expectations about the name of behavior in a job position (leader, subordinate)".

There are two types of behavior expected in a job, which is (1) the role of perception: that one's perception of how people were expected to behave and (2) role expectation: which is the way others accept a person's behavior in a given situation. With the role played by a person in organization, will form an important component in terms of identity and that person's ability to work. In this case, an organization must ensure that these roles have been clearly defined.

Soekanto (1982) mentions five important aspects of the role, which are:

a) Impersonal role: position role itself will determine the expectations, not the individual.

b) Task behavior - which is, the behavior expected within a particular job.

c) Role that is difficult to control - (role clarity and role ambiguity).

d) Role that can be learned quickly and can result in some major changes in behavior.

e) Role and work are not same - someone who does the job could have played some role.

3. **Role of NGO**

The participation of NGO to fight for people's participation in any process of change needs to be done in a way that is good and right, as well as full awareness and responsibility, both to themselves and to society. NGO is generally aimed at the

welfare of community, in the sense of empowering the community to meet mutual needs. These needs may be in the form of education, justice, and natural environment, including gender issues.

In performing its duties, according Blumer (1995) NGO act as:

a) Filtering and broadcast the formulation of opinions and interests which if not done will definitely not be heard by government or general community.

b) To encourage and uphold the efforts of non-governmental initiatives to benefit himself to the state.

c) Withdraw community to form a joint venture (cooperative ventures), and thus dilute the isolationist attitudes and generate clearer responsibilities.

d) As a facilitator and catalyst, through mentoring living in the middle of group accompanying group development process, help solve problems, and also determine alternative solutions.

e) As coaches and educators, distribute, and find information, experiences from the outside into the group through a variety of methods (training or training).

f) Advocacy, NGO committed in a systematic and organized to take action and the target will be the formation of a policy change. Advocacy does not just take the form of verbal support, writing, or anything attitude, but will be more effective when realized by action and example and attitude of independence with dignity.

From some of roles above, NGO in Indonesia is expected to play many roles in fighting for the rights of community, either in the form of supervisory role, monitoring, advocacy, and as a pressure group.

4.   Relationship between NGO and Government

The emergence of NGO in Indonesia is characterized by a number of reasons, among which are, firstly, because government is not able to fulfill the wishes of people in the fight for their rights. Secondly, people feel disappointed with political party or legislative, because it cannot absorb and realize the aspirations of the grassroots group. Thirdly, opening the tap democracy very wide, so that community expression of such rules however are not constrained in the new order. Fourthly, the requirement to make NGO so easy. Even without a notary deed. Most important enough business cards, banners, and enter the mass media.

From several reasons for emergence of NGO, which needs to be underlined is the first point. Where government as state officials have not been able to fight for the rights of community. This indicates that presence of NGO has a direct relationship with government of a country's stage of development to realize the expectations community. NGO which is a representation of society has a strong enough position to urge the government to do or not do something. These pressures can be realized in various ways. Among other NGO through advocacy programs.

In the Suharto regime, NGO (non-state side) are always identified as foreign agents and henchmen, sellers, and traitors. Perspective is done to reduce the credibility of NGO in the eyes of people, given the NGO when it is the only element community that is critical of Suharto government. The position of NGO and Suharto regime always in the opposite position. So, fair if the past is always suspicious of government NGO activity.

Many argue that development of state is largely determined by the dialectic of government and NGO. The dominance of government must be protected by strengthening NGO. To the growing belief that the first thing to do NGO is 'bold', and if necessary, 'fierce'. Only with the NGO position can thus be 'equal height' with the government to be able to bargain for the achievement of healthy prosperity of the nation.

That view seems logical and indisputable difficult. But reality shows that such a dichotomous approach often oversimplifies complex issues. As a result, the interaction government and NGO not only result in positive things, but also tension and unnecessary suspicion from each party. The government now needs to change views and definitions of NGO. Change this view should be based assumptions of objective and balanced.

Firstly, NGO and government alike who want to build the assets of nation state. Secondly, in developing state, two assets that have different ways, fought from

within the system government, NGO and fight from outside the system, but both are still within the interest of state. Thirdly, in fact, both government and NGO really be a fighter also otherwise become losers. Based on these assumptions, two institutions that have equal potential to become the nation's enemies and friends all at once. The activities of NGO criticized the government for less than the maximum state officials to uphold democracy, human rights, and good governance.

With a mission to make people aware that NGO are intelligent, critical, dare voice their aspirations. The hope is that government provide services to the people in a transparent, accountable, and non-discrimination. That is the essence of community empowerment NGO struggled. Include economic empowerment, social, cultural, and political. Activity will be carried out through economic assistance, advocacy, and publication of research results.

Mccarthy (in Ibrahim, 2014, 55) says that relationship between state and civil community is still marked by mutual suspicion and mistrust. Many NGO are lobbying tactics are confrontational, do not look for the pure basics to compromise. Many government responsibilities, budgeting, legislative work, drafting legislation, and new regulations, constitutional issues and elections remain criticism from civil community, as well as demands for public participation in the decision-making process.

5. Characteristics of NGO

According to Mansour Fakih (2004) In carrying out its duties and functions, NGO has some characteristics that are not much distinct from other institutions, which are:

a) More specifically act as agents of development for local community, in the community when doing comparisons with existing reference group, so that people become aware of the position where they are.

b) NGOs are organizations that contributed to the change. However, NGO was not a tool for change itself.

c) In cooperation with the government increasing the self-reliance and independence of community being served.

d) NGO is an institution that is not solely for profit and harm society.

e) Operational funds come from community organization and the results are returned to them.

f) The spirit of sacrifice in helping people to achieve a prosperous community into motivation.

g) In principle, the purpose of NGO from various ages are the same, which is to achieve a higher level of independence of community being served, but they have a different motivation to work from age to age.

6. NGOs Movement

The emergence of social movements that occurred in various state and in Indonesia in particular, almost has a trigger and inspiring similar movement. As for the trigger which is, the occurrence of social inequality and injustice caused by acts of discrimination in the formulation of policy made by decision makers, both central and local government (Kurniawan, 2008: 110). The rapid development of NGO as an organized social movement in Indonesia since 1970 is impressive when viewed in terms of the number, diversity, and geographical location. If at the end of 1960s There were very few social movements and non-government group that are actively concerned and the ability to address issues of development, now the situation has changed so much. (Fakih, 2004: 4).

In Malang for example, which consists of Malang City govenment, Malang and Batu, over the last five years is starting to bring civil community movement dynamics are quite interesting. Although new limited cases that are impossible. Movement that occurs in Malang, has its own characteristics which is, how the civil community who are members of NGO urged a policy change, either in the form of policy changes at the elite level and at the technical level. Movement in the capture of a change is a necessity, so it must be done collectively, because for embody or seize a change towards good governance, the need for cooperation and support from the wider community.

NGO associated with the name and the spirit of struggle, is expected to always do a form of reinforcement and consolidation community, because community is a group that needs to be consolidated. Society has the potential to be consolidated, as the majority of them have the same interests and conditions, which is wants to acquire his rights as a citizen of Indonesia. Form of consolidation in question is open to public spaces, where the forum is expected to provide awareness and public education should be a basic right that they get from government.

D.   Public Control

1.   Control Definition

Control perspective is a limited perspective for explanation delinkuensi and crime. This theory laid the cause of crime in individual bonds or weak social ties to the community, or the breakdown of social integration of groups that weak social ties (for example the lower classes) tend to violate the law because they feel a bit bound by conventional rules, very little tendency to deviate of the rules of group. However, if there is social distance as a result of severing of ties, a person feels more free to deviate.

Joko Widodo (2007) defines control as the effort to see, and find out if an activity has been carried out as planned. Control activity is not an activity that seeks to find errors that have been done by anyone, but is intended to find early mistakes or

deviations, so it can be carried out improvement and straightening back to bad consequences arising of errors or irregularities had not sustained. From control definition, it can be said that public control is a process or work done by the community to see and discover whether an activity undertaken by the government are in accordance with what is planned or formulated in a policy.

2. Public Control Definition

Public control institution is an institution that has a function in the supervision, monitoring and monitoring of performance of each of the institutions responsible for providing public services to the people. In this case the government agencies.

The institutions that have control functions, among which are:

a) House of Representative (DPR)

b) Non Governmental Organization (NGO)

c) Component Society

Among these institutions, should be able to perform its functions well and planned, because if these elements are no longer functioning in their duties, it would appear that the situation is as follows:

a) Facilitate Crime

   1) The opportunity appeared and increased

2) Social support to commit a crime increase

3) The possibility of getting caught and punished decreases

b) Determination of Crime

There are strong reasons where unlawful behavior seen as more attractive than obey the law

3. **NGO as Institution Control**

In order to encourage government performance to run well, responsible, and the absence of fraud against any policies, then community control over performance government is needed. And one of public institutions that have a critical role in controlling these are NGO. The existence of various non-governmental organizations engaged in social, economic, cultural, religious, and political is an important element in strengthening civil society. The existence of various NGO, whether working independently or who foster partnerships with government, strongly supports the creation of an effective public control climate on performance local government bureaucracy. (Dwiyanto, 2006: 136).

NGO as the embodiment of civil society has emerged as an institution that fills the roles and tasks that have been left out of formal institutions, such as the state. NGO play an important role, including providing information about political rights and obligations as citizens (Firmanzah, 2007: 48). Due to the lack of public services, including, firstly, work ethic and commitment of officials and officers of public

service, both, the low allocation of funds for public services for the poor and women, third, not that there is an clear, then, in mid-2005, some NGO in Malang, including MCW, initiated a formula that can bridge the public in submitting claims against the government, because until now there is no regulation governing the complaints mechanism that can be done by the community. (Kurniawan, 2008: 100).

E.   School Operational Assistance (BOS)

1.   BOS Definition

BOS is a government program which is basically the provision of funding for non-personnel operating costs for basic education unit as implementing compulsory education. In general, BOS program aims to ease the burden for financing public education in the context of nine-year compulsory quality (Juknis BOS, 2014). According to Regulation Num. 48 of 2008 on Education Funding, non-personnel costs are the costs for educational materials or equipment consumables, and indirect costs such as power, water, telecommunications services, facilities and infrastructure maintenance, overtime pay, transportation, consumption, tax etc. However, there are several types of investment financing and personnel are allowed financed with BOS.

2.   Target Program and Assistance Amount

Target BOS program is all SD / SLB and SMP / SMPLB / SMPT, including elementary-school One Roof (SATAP) and The Independent Learning Activity (TKB

Independent) organized by community, both public and private sectors in all provinces in Indonesia. Taking into account that the cost of school operations determined by the number of students and some components of fixed costs that do not depend on the number of students, then was a great start to 2014 BOS funds received by the school is distinguished form the two groups of schools, as follows:

a) Schools with number of students at least 80 (SD / SLB) and 120 (SMP / SMPLB / SATAP)

   BOS received by school, is calculated based on the number of students with the following provisions:

   1) SD/SLB: Rp 580.000,-/student/year

   2) SMP/SMPLB/SMTP/SATAP: Rp 710.000,-/student/year

b) Schools with number of students under 80 (SD/SLB) and 120 (SMP/SMPLB/SATAP)

   In order for education services in schools can be run well, then government will provide BOS for schools as the number of students is less of 80 students and as many as 80 junior high school students were less of 120 students a total of 120 learners. However, this policy does not apply to schools with the following criteria:

   1) Private schools for families that have been able to charge very low fees.

2) Schools are not in demand by local community because it does not evolve so that the number of students and there are few alternatives other schools in the vicinity.

3) Schools that proved to deliberately limit the number of students in order to obtain funds BOS with the specific policies.

In order to this particular policy is not misdirected and cause negative effects, then this mechanism to give special treatment to follow the following steps:

1) Management Team BOS District/City verify that school will get a special policy.

2) Based on verification result, Management Team BOS District/City sent a letter to the provincial BOS management team with the attached list of recommended school and a list of school that are not recommended to obtain special treatment to be given data on the number of students in each school. These letters submitted to the Provincial Management Team BOS only once a year at the beginning of the fiscal year (quarterly distribution period 1). If Team BOS District/City not send these recommendations, it is considered that the amount of all school learners below the minimum limit are entitled to a special allocation.

3) Provincial Management Team BOS funds as recommended by the Management Team BOS District/City.

CHAPTER III

RESEARCH METHOD

A. Type of Research

Based on the explanations that have been described in the previous chapter, the researcher used descriptive study with a qualitative approach. According Arikunto (2002), descriptive research is a method in the study of human group status, an object, a set of conditions, a system of thought or a class of events in the future. Descriptive research method was a fact-finding with proper interpretation.

Descriptive research studying the problems in society, and ordinances in force in the community as well as specific situations including about relationships, activities, attitude, outlook, and ongoing process and the effects of a phenomenon. In general, research is a descriptive research to describe a situation as it is and as accurately as possible. For that, in the conduct of research, researchers must determine the focus of research first so that the research process can later easily and systematically run.

In research on NGOs as a control function, the researcher used a qualitative approach because this approach can describe precisely phenomena and what it is. A qualitative approach is a method of recording the above observations and the fact that successful visits. Bogdan & talor (in Moleong, 2002: 3), defined as a method of

qualitative research procedures which produce descriptive data in the form of words written or spoken of people and behaviors that can be observed.

B.   Research Focus

According to Moleong (2002: 81-82), determination of research focus has two objectives. Firstly, restrictions on the problem through focus. In addition it is required as inclusion-exclusion criteria. Finally tentative nature of problem formulation, which means that there can be developed simultaneously enhanced when researcher already in the field. Secondly, provide a complete picture of the various ways and styles in formulating research problems.

The focus of the study is the determination of the things or issues that become the center of attention or problem issues selected early and how to focus it, thereby gaining a general overview of the subject under study. The focus of this study indicate that this research can be more targeted and more detailed and do not deviate of formulation of the problem.

Based on the problem formulation and the objectives to be achieved it is the focuses of this research are:

1. Describe the role of MCW in performing control functions on BOS policy implementation in Malang City.

    a) Mechanism control

    b) Strategy Control

2. Description of critical factors encountered in performing control functions over the implementation of BOS policy.

    a) Supporting factors of policy control

        1) Public participation Widespread

        2) Mass Media Support

    b) Constraining factors in policy control

        1) Limitation and Consistency of human resources

        2) Political will executive and legislative

C.   Research Location and Site Research

The research location is a place where researcher can obtain accurate data or information related to problem to be investigated. The location of this study, is expected to provide optimal support in data collection. The research location is referred to this research is Malang Corruption Watch (MCW), which is located at Jalan Joyosuko Metro 42 Malang.

Researcher selected MCW as study site because of the activity of MCW is supervise the implementation of public service in Malang City, especially in the field of education, so it has relevance to the title of this research.

D.   Type and Source Data

The type of data obtained in this research can be divided into two, namely, primary data and secondary data. Primary data is data that is obtained based on the

information directly in the field by the researcher about the issues raised in the study. In this primary data, the data must be obtained from people who are supposed to understand and can be trusted to be a resource in providing information in accordance with what will be studied.

Secondary data is data obtained from the archives or documents, such as books, reports, articles, newspapers, journals, and others related to the theme or purpose of the study. The data source is a place, person, or in the form of a document in which researchers can obtain data and information that is the focus of the research. Based on the above understanding, this study took the following data sources:

1. Primary data obtained from interviews with informants in the field, namely:

   a) Coordinator of Malang Corruption Watch

   b) Deputy Coordinator of Division of Public Service Monitoring and Public Complaints Malang Corruption Watch.

   c) Head of Programme Management Education of Budget Transparency

   d) People on 2 sub-district in Malang City, who involved in education issue in Malang City.

2. Secondary data are obtained from the data on the implementation of the control exercised by MCW in enforcing BOS policy implementation in the city of Malang. Secondary data support the primary data, thus supporting the content and discussion related to the research.

E.   Data Collection Techniques

Data collection techniques is methods used by a researcher to obtain good data and valid title to be analyzed according to the research and reality.

Each data collection techniques include reliability problems, that the results obtained may differ from time to time. This certainly must be handled with care. (Unaradjan, 2000: 152).

1. Observation

Nasution (in Sugiyono 2011: 226) states that, observation is the basis of all science. Scientists can only work based on the facts, the true facts about the world gained through observation. Data was collected and often with the help of various tools are very sophisticated, so the objects are very small (protons and electrons) as well as very distant (object space) can be observed clearly. Observation is a technique or a way of gathering data by holding the observation of ongoing activities. Observations can be participatory or nonparticipant.

In participant observation, observers participated in ongoing activities. Attendees participated as observers or participants. In nonparticipant observation, the observer did not participate in the activity, he only looked at the activity role, did not participate in the activity. The activity could be related to the role MCW in controlling the policy implementation or the way Department of Education in implementing education policy.

2. Interview

Esterberg (in Sugiyono 2011: 231) defines an interview as the meeting of two people to exchange information and ideas through questions and answers, so that the meaning can be constructed in a particular topic. Interview is used as data collection techniques if researchers want to conduct a preliminary study to find problems that must be investigated, but also if researchers want to know the things of respondents deeper. The data collection techniques based on the reports of self or self-report, or at least on the personal knowledge and belief.

Interview is a form of data collection techniques are widely used in descriptive research qualitative and quantitative descriptive. Interviews conducted orally in face-to-face meetings individually. Sometimes also conducted group interviews, if the goal is to collect data from a group, such as an interview with a family, board of trustees, supervisors, and others.

Interviews are intended to obtain data from individual implemented individually. Prior to conducting interviews, the researchers prepare interview instrument called the interview guide. It contains a number of questions or statements that asks to be answered or responded to by respondent. Interview techniques that researchers use in this interview is a structured interview for the reason that this technique will be able to generate more data as required in the study.

3. Documentation

Documentation is a data collection technique using the document as a data source. For example, the documents in the form of reports, legislation, or in the form of photographs relating to the data studied. The documents are compiled selected in accordance with the purpose and focus of the problem. If the focus of research with regard to education policy, and the purpose of reviewing the educational policies for the development of national character, then are look for is documents laws, presidential decrees, government regulations, ministerial decisions, curriculum, guidelines to the technical and operational guidelines with regard to the character of the nation's development policy.

F.   Research Instrument

In qualitative research, which become an instrument or tool is researcher themselves. Therefore, the researcher as the instrument must also be "validated" how far qualitative researcher is ready to further research that falls to the ground. Validation of the researcher as an instrument includes validation of the understanding of qualitative research method, mastery insights into the field under study, researchers readiness to enter the object of research, both academic and logistics. That performs the validation is researchers themselves., Mastery of theory and insight to the field under study, as well as readiness and supplies entering the field. (Sugiyono 2011: 222)

Qualitative researcher as a human instrument, function sets the focus of research, selecting informants as a source of data, data collection, assessing data quality, data analysis, interpret data, and make conclusions on the findings. In qualitative research, everything be searched from the object of study is not yet clear and definite problem, source data, all the expected results have not been clear. The study design is still tentative and will be developed after researchers entering the research object.

Moreover, in view of reality, looking at the reality of qualitative research is holistic (whole), dynamic, cannot be separated, and the number of variables will be many. Therefore, qualitative research cannot be developed by prior researchers studied the problem can be clearly illustrated. According to Nasution (in Sugiyono 2011: 224), the researcher as research instrument matching to similar studies because it has the following characteristics:

1. Researcher as a tool sensitive and can react to any stimulant of environment should foreseen or not meaningful for research.

2. Researcher as a tool to adapt to all aspects of the situation and may collect a variety of data at once.

3. Each situation is overall. There is not an instrument in the form of tests or questionnaires are can capture the whole situation, except humans.

4. A situation that involves human interaction, can not be understood by mere knowledge. To understand it, we need to frequently feel it, go into it based on our knowledge.

5. Researcher as the instrument can quickly analyze the data obtained. He can interpret them, give birth hypothesis immediately to determine the direction of observation to test the hypotheses that arise immediately.

6. Just as the human instrument can draw conclusions based on data collected at a time and use as soon as feedback to obtain affirmation, alteration, or repair.

7. In a study using tests or questionnaires are preferred quantitative response can be processed statistically, while deviating from it is not ignored. With humans as an instrument, an odd response, given the fact are deviate attention. Another response than others, even to the contrary is used to enhance the level of trust and understanding of the aspects studied.

G.   Data Analysis

Data analysis is very important part in the scientific method, because the analyze, the data can be given meaning and significance are useful in solving research problems (Nasir, 1998). The raw data which has been collected during the study needs to be fragmented into groups, held categorizing, manipulation, and squeezed such that the data has meaning to address the problem and useful to test the hypothesis. Manipulation of the raw data means converting the raw data from the first form become a form which can easily show the relationships between phenomena.

Activity analysis is important and decisive stage in the research activities, because at this stage through the use of the data and conclusions will be obtained scientific truth as an answer to the research question posed by using the imagination and creativity of researchers. Based on data analysis techniques, data analysis in this research is using qualitative data analysis as a method. Related to above, then as for the stages in analyzing the data obtained are as follows:

1. Data Reduction

    Data reduction is an analysis that demonstrates, shortening, create focus, discard the things which do not matter and arrange the data such that it can be divided based on the theme or pattern to facilitate research studies in terms of presentation. Data reduction performed continuously during the study. With the foregoing, the reduced data will provide a clearer picture, and facilitate researchers to conduct further data collection, and look for it when needed. Data reduction can be helped with electronic equipment such as a mini computer, by providing code on certain aspects. (Sugiyono 2011: 247)

2. Display Data

    Sugiyono (2011) explains that, in qualitative research, data presentation can be done performance brief description forms, charts, relationships between categories, flowcharts, and the like. The most often is used to present data in qualitative research is the narrative text. Data display is

arranged in providing information possible inferences and actions by using a picture or scheme, network relating to the activities set out in tables, diagrams, and the like. The purpose of the display of data to clarify the data in accordance with the formulation of the problem in this research, so that the data obtained will be easier to understand.

3. Conclusion Withdrawal

Inference is to draw conclusions from research data obtained although it should be re-examined during the study. With the conclusion of the stages that have been formulated, is expected to provide an implication and recommendations or suggestions. Implication is a logical result of the research findings contained in the conclusion. Recommendations are the things which should be done by the parties in the use of research results. (Sukmadinata, 2007: 11)

CHAPTER IV

RESULTS AND DISCUSSION

A. **General Description of Research Location**

1. **Malang City Overview**

   a. **Geographical Conditions**

As is generally known, Malang City is one of the tourist destinations in East Java because of the potential of natural and climatic owned. Astronomically located at position $112,06^o$ - $112,07^o$ east longitude, $7,06^o$ - $8,02^o$ southern latitudes, with the following boundaries:

    1) North   : Singosari District and Karangploso District Malang Regency

    2) East   : Pakis District and Tumpang District Malang Regency

    3) South   : Tajinan District and Pakisaji District Malang Regency

    4) West   : Wagir District and Dau District Malang Regency

The total area Malang is 110.06 km^2 which divided into five districts, namely Kedungkandang, Sukun, Klojen, Blimbing, and Lowokwaru. Malang has a potential natural beauty, ie 440-667 meters above sea level. One of the highest locations is Buring Mountains, located in the east of Malang City. From the top of these

mountains clearly visible beautiful scenery, among others, from the west line looks Mount Kawi and Panderman, Mount Arjuno in the north, Mount Semeru in the east. Meanwhile, the river which flows in Malng City are Brantas River, Amprong, and Bango.

b) Vision

The meaning of vision according to Law 25 of 2004, Article 1 number 12 is a general formulation of the desired state at the end of the planning period. This means that the vision contained in the Medium Term Development Plan (RPJMD) Malang to be achieved by 2018 further to Article 5 paragraph (2) states that an elaboration RPJMD vision, mission, and programs of regional heads of which formulation based on the Plan Long-Term Regional development (PRJPD), and considering the Provincial development Plan and the National development Plan.

The development vision of Malang City on period 2013-2018 is:

"REALIZED MALANG CITY AS DIGNIFIED CITY"

In addition to the above vision, the other thing that is also important as it determines *Peduli Wong Cilik* development Malang spirit of the period 2013-2018. As a spirit, concern for the *Wong Cilik* into the soul of the achievement of the vision. This means that all activities and programs in Malang should really bring benefit for *Wong Cilik*. And the whole development results in Malang should be enjoyed by *Wong Cilik* people in Malang.

c) Mission

The meaning of mission according to Law 25 of 2004, Article 1 number 13 is a general formulation that will be implemented to realize the vision. In order to realize the above vision, the mission development Malang year 2013-2018 are:

1) Creating an affluent society, cultured, educated and spiritual values based on the religious, tolerant and equal.

2) Improving the fair quality of public services, measurable, and accountable.

3) Develop the potential of sustainable environmently, equitable, and economical.

4) Improve the quality of public education, so they can compete in the global era.

5) Improving the quality of public health, both physically and mentally to become a productive society.

6) Build the city of Malang as a tourist destination that is safe, comfortable, and cultured.

7) Encourage the informal sector economic actors and SMEs to be more productive and competitive.

8) Encourage the productivity of large-scale industrial and economic competitiveness competitiveness, ethical, and environmentally sound.

9) Develop an integrated transport system and infrastructure are convenient to improve the quality of life.

2.   The History of Malang Corruption Watch

Corruption is a word that is often spoken by almost Indonesian people, both highly educated people who do not or school. Of course, almost all agree that corruption is the job illegitimate and should be punished the perpetrators. In reality is turned 180°. Corruption is not the job illegitimate and perpetrators are not punished. Even corruption is the elite side job (officials, rulers, and the rich man). When the post of the new order is not put combating corruption and law enforcement as the main agenda, then it can be seen the level of commitment that they (the new government) saw corruption and law enforcement is only used as a mere political issue to gain power.

For this reason, the idea of establishing Malang Corruption Watch (MCW), which originated from a discussion community activists, such as students, former student activists, and some professors that were interested in monitoring public policy in Malang (Malang, Batu and Malang). This discussion has been running community before the 1998 reform Then in late 1999, the community is more focused discussion on the agenda of monitoring and combating corruption.

The emergence of this agenda is inspired by the existence of Indonesia Corruption Watch (ICW), which then MCW formally declared on May 31, 2000, after undergoing a process of internal and external discussions for nearly seven months since November 1999. MCW was born based on a true occurrence practices

Corruption, Collusion and Nepotism (KKN) in Malang, along with the implementation of regional autonomy. Corruption occurs in almost all sectors of the state apparatus in areas such as local government parliament (DPRD) and judicial institutions, coupled with the absence of political will to combat corruption as a whole, which in turn processes the political economic and social development can not be enjoyed by the people fair. This condition has resulted in blockage of realizing the process of democratization and social justice for people's lives.

In a conversation mid-December 2000, emerged a notion that MCW gain public support through the presence of an active community groups. The idea of government as the inspiration of the project, namely the Disadvantaged Rural Development Improvement Project (P3DT). MCW tried to analyze why the project was welcomed happily by the people by way of forming community groups by forming community groups to access funding programs. The idea was also inspired by the popular movement in South Africa, Latin America, and in some countries of Southeast Asia.

Picture that emerged briefly MCW should be able to strengthen the mandate of social relations to the community. Given that mandate, the MCW was not fail to empathize with the realities faced by the community. This is a bit of thought into the idea then spread the anti-corruption efforts into joint movements. By sticking to the idea that the spread of the movement MCW always trying explores the humanistic culture in building democracy and citizen empowerment in Malang. It can be seen

from the results of the mapping phase MCW relationships with a network of citizen groups as illustrated in the table below:

Table 1 **Relationship between MCW and Community Groups**

Early Period 2000-2002	Consolidation Period 2003-2006	Institutionalization Period 2006-2014
Formal relation	Identify potential allies	Expanding public space
The relation patterns in this period is still very formal, merely formal meetings in the event/activity organized by MCW	In this period, the pattern of the relationship began to look closely, because the mechanism that occurs through mentoring relationship cases	The pattern of this period is strengthening the position of the people/groups of people to expand citizen involvement in filling public spaces. Especially in fighting for their basic rights and influence public policy formulation

Source: Irawan, Ade, dkk. 2014. Ilusi Demokrasi Lokal. Malang:In-Trans Publishing.

Based on the background of the establishment of MCW as described above, at first glance it appears that engagement and debate that characterizes any discussion or chat activists MCW is then transformed into a kind of political lines that build identities, roles, and functions of MCW in the social movement to establish people's independence or groups of people when dealing with state structures. But in this case, frontal and opposition to the state structure is not the main thing being the emphasis of movement activists MCW. But rather an attempt to existence, positions, and functions of the people recognized by decision makers or the political authorities.

As a non-governmental actors in the local political landscape that contribute escort democratic transition, especially in Malang. MCW often have difficulty in

encouraging openness bureaucracy against the pressure of social forces (societal forces) in everyday political life made by the political authorities in formulating public policy. The reality of political practice thus further slowing the process of citizen involvement in the formulation of public policy to be issued by the government.

Patterns of movement and pattern of relationships that occur broadly divided into two directions, namely, confrontational and negotiation-dignified. Coordinator of Working Committee Malang Corruption Watch Zainuddin described it as follows:

> "MCW movement pattern there are two, the first is confrontational and the other one is negotiate with dignity. The basic assumption of confrontational is the source of error is state structure. Meanwhile, negotiations-dignified develop two-way communication pattern. At this moment, we are running in the second position." (Interview on May 8 2014 at MCW office)

Confrontational or front liners are very strict movement pattern at a distance in front of the state structure. In other words, people are never wrong in a social dynamics in the community. Meanwhile, negotiations-dignified more interpreted as movement patterns that promote consensus with political authorities, by promoting moral ethics as the identity of civil society organizations which uphold integrity in all its activities.

Table 2　　MCW Periodization in Building Social Movements

2000-2005	2005-2013
Front liner movement	Confrontational with a combination of dialogue (negotiation-dignified)
Internal consolidation	The process of organizing mass
Campaign existence of institutions	Capacity building for network
Identify potential groups of people who can be allies and which groups are potentially weakened the MCW	Forming (organizing) the vertices of the citizens by the method of citizen forums/node learning community
Doing the work of corruption investigations	Investigation by using methods that involve knowledge of citizens
	Mobilize and facilitate community groups to dialogue, negotiation, demonstrating the political authority and bureaucratic officials
	Massive network consolidation to accelerate the institutionalization of social movements through the establishment of anticorruption post complaints/anticorruption zones

Source: Irawan, Ade, dkk. 2014. Ilusi Demokrasi Lokal. Malang:In-Trans Publishing.

In addition to the movement model above, MCW has social ideals upheld until today, that is to form a civilized society, knowledgeable, and have the courage to convey political interests related to rights as a citizen. To that end, in the conception of MCW, office or secretariat should be home together for anyone, which is a great place to learn together and share knowledge through a variety of learning activities. Meanwhile, agendas carried out by MCW is a corruption monitoring activities in Malang directed into moral movements and social movements, even at a later date these movements should be instituted as part of the process of democratization of the political system and the economic system, so that the

institution will be expected MCW could encourage the formation of a set of values and social norms of a fair, civilized, and sovereign.

MCW was initiated as a public institution, then anyone can become activists MCW for having the vision and mission of the anti-corruption agenda. In addition, MCW is a social institution that is independent, non-partisan and open corruption that focuses on monitoring, advocacy, and empowerment as well as conduct public education. In carrying out its agenda, MCW obtained financial support from the fund-raising in the form of publishing books, souvenirs, and selling t-shirts and also obtained from collaboration with donor agencies and from the public and fundraising.

a) Vision and Mission

MCW's vision is the creation of a civil society that is humane, civilized, dignified, and it means creating a sovereign with bureaucracy, politics, economics, and law that is free from corruption, collusion, and nepotism. Meanwhile, MCW's mission is to monitor and investigate cases of corruption and conduct public education to build social movements through the establishment of anti-corruption anti-corruption zones.

b) Work Value

1) Uphold the principle of humanity.

2) May not accept any form of donations and cooperation programs with the object monitored.

3) In carrying out the task of monitoring must be at least two.

4) Adopting the principles of transparency, accountability, participatory, independent, and non-partisan.

c) **Strategic Program**

1) Conduct monitoring, investigation, advocacy and corruption cases in the field of basic public services, the regional parliament, and monitoring the performance of the prosecutor.

2) Establishing a network to establish an anti-corruption zones and post complaints.

3) Conduct public education to develop a critical awareness of the people to fight corruption.

4) Conduct a public fund-raising to build the independence of the institution.

d) **Focus Program**

1) Campaign and Public Education

   a) Education awareness of the rights of citizens

   b) Public Campaign

   c) Establish dialogue forums

   d) Training and recruitment of volunteer monitors corruption

   e) Encourage groups pledge collectors

   f) Encourage the establishment of zones of anti-corruption in society

2) Advocacy

   a) Establishment corruption posts complaints

   b) Conducting investigations, monitoring, and reporting of corruption cases

   c) Development of networks in communities

   d) Assisting communities affected by the policy

3) Information, Documentation and Publications

   a) Assessment and formulation of anti-corruption framework

   b) Conduct research and coverage area mapping and monitoring critical points KKN

   c) Assessment against corruption and efforts to find a solution

   d) Publication of the results of work MCW

e) Organization Structure

Struktur Badan Pekerja Malang Corruption Watch 2014-2016
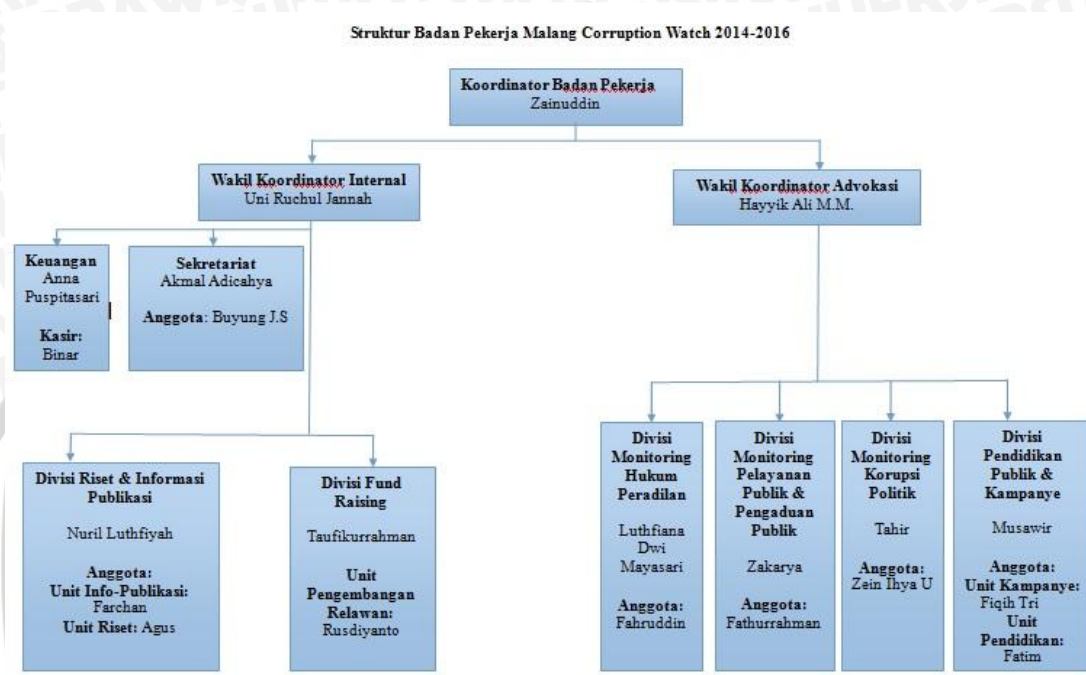
Figure 1   MCW's Organization Structure
Source: Profil Malang Corruption Watch

f) Position of MCW as Civil Society

Civil society, or also known by the term civil society refers to a pattern of
quality of life and civilized society. In terms of the concept of civility, civil society is
a society that necessitates tolerance and willingness of individuals to accept a variety
of different patterns of behavior, social attitudes, and political views. Therefore, in
this perspective is certainly not a single party that can impose its will, including state

structures. If this does not happen, then the imposition of the will, do cooptation over other entities, do regimentation and the like, it will lead to endless conflict. Which will be a deficit in the process of consolidating democracy aspiring to form a civil society, civil society civilized and sovereign.

Society movement will not happen by itself, without any trigger. Society movement will flourish if there is a social environment that gives the growing space of thinking freely. And this freedom actually becomes a critical nursery ideas that can be delivered by people in public spaces. The situation has been basically understood by MCW in an effort to encourage social institutionalization. A thing that requires a long time. At least, for 15 years MCW is at this position. To create something like this, we need a balanced relationship patterns, which are not mutually negating between entities of civil society organizations.

This is actually to be fought by MCW as part of civil society, beyond the limits and barriers that always bind individuals and institutions to continue to foster the spirit of the community in doing balancing the powers of government. Meanwhile, the pattern of relationships built between civil society organizations in Malang, a pattern that is built promoting ethical values and to avoid unproductive debates or even reduce the solidity of the civil society movement in Malang. Here is the pattern of relationship between MCW with the civil society movement in Malang.

Table 3   Social Movement Relationship in Malang

Model I	Model II	Model III
Cooperation between civil society without motivated by the joint program and simply because of the same view	Doing cooperation is motivated by the joint program	Cooperating to jointly strengthening the assistance group or organization of people

Source: Irawan, Ade, dkk. 2014. Ilusi Demokrasi Lokal. Malang:In-Trans Publishing.

Achievement of the vision and mission of the organization can not be separated from the support of personal and collective strength. Furthermore, as an organization in a system, MCW should be supported capital and resources, both physical, human and social capital. In that context, Zainuddin in his opinion, as well as reinforce the position of MCW as part of a civil society that seeks to encourage local democratization through a series of actions and activities.

"MCW as part of civil society, has a mission to fight, as well as beyond the boundaries and barriers that always bind individuals and institutions. A series of methods and strategies have been taken to continue to encourage the spirit for the community to do balancing the powers of government. The presence of MCW highly committed to strengthening the bargaining power people when dealing with state structures must be clear. That is, the position should be in position people, instead of being in the supra-political structure and state. " (Interview on May 8 2014 at MCW office)

Through this view, as part of a civil society, becomes a necessity for MCW to be outside the state and the market, so the character of the movement that emphasizes the rights of the public, the rule of law, and public participation to be very serious to be adhered to. If traced, there are four characters that represent the direction of

motion MCW, which is autonomous, free public sphere, public discourse, and interaction Based on the principles of citizenship. In addition, MCW play one of the functions of civil society organizations, namely the function of education through the provision of information about the values of democracy and public participation. In the book *Ilusi Demokrasi Lokal: Refleksi Gerakan Antikorupsi Organisasi Masyarakat Sipil*, Ali Hayyik Deputy Coordinator of External MCW argued:

> "Civil society has a major role as an actor who consolidate power, to pressure in achieving political change. In more detail, MCW participated in the process of accelerating change. First, that perform the function of monitoring and investigation of possible corrupt practices in Government of Malang. Secondly, participating cultural sow discourse with citizens, in order to strengthen public reason. Third, with residents promote the implementation of a policy in favor of the community. "

Through the above brief description, at least, there are some things that can be formulated regarding the direction movement of MCW. As an organization that was born and chose as a watchdog, particularly related to anti-corruption agenda in Malang, MCW massively promote anti-corruption education to the public, so that efforts to combat corruption MCW not be work alone, but become a common agenda in order to realize a clean government and integrity. In addition, MCW consistently strengthening public discourse for sowing culture in the midst of society.

Through community forums, MCW charge becomes lighter in encouraging society movement. Because the conception of civil society, the institutionalization of civil society becomes a serious study. That is, when people thinking about the

bargaining value, then the government has the obligation to fulfill the full public rights as citizens. And there is no waiver in the fulfillment of these rights. Zainuddin also expressed his opinion regarding the strengthening of the public:

> "Takes a long time to build public awareness, because people often do not believe in the existence of civil society organizations, including MCW. However, the awareness of the rights of citizens will be very easy if people become a victim of public policy. Despite this awareness process is casuistic. This step was taken so that the community is not simply the object, but became involved actors in all sectors. Starting sector of public services, politics, economics, construction or other sectors." (Interview on May 8 2014 at MCW office)

After public has strong position, then MCW with the community to encourage a change in policy that pro-public or community-based development. This approach will only be successful if the public is placed as the main actors. This departs from the assumption that development is not just aimed at improving the welfare of the community, but the participatory development need to know and understand all the needs, patterns of thought, value systems, behaviors, and customs, and habits in the society concerned. For that, people need to be involved from the planning, implementation, monitoring and evaluation of government to realize that development is not only perceived as a government project.

B.   Presentation of Research Data Focus

1.   Role of MCW as Institution Control

Jargon "Education City" which had been attached by Malang was very contrary to the facts on the ground. It may be seen from the education policy that does not provide protection for the public in accessing cheap and quality education. Government funding, in the form of allocation of BOS funds and the Special Allocation Fund (DAK) often become a source of corruption in education.

Specifics regarding the BOS, before 2011, BOS from Ministry of Finance transferred to the district/city. However, distribution from district/city school to experience delays. Finally, after 2011, no longer transfers to district/city but province. Since then, up to the present distribution of BOS funds more smoothly. Deputy Coordinator of the Division of Public Service Monitoring and Public Complaints Fathur Rahman revealed:

> "Since the change in the distribution system, the threat of delay distribution of BOS funds become less. But it is not enough. Which must be considered as well, precisely in terms of implementation. Namely, that the management of BOS be transparent and accountable. On the last is very hard to know, it needs tight supervise by society." (Interview on May 12 2014 at MCW Office)

Transparent question is the obligation of the school to make an announcement regarding the BOS policies in their respective schools. Contents, the amount received by the school, budget allocation, amount of balance, and so on. In addition, also

regarding its use should be based on existing guidance. There are 13 post financing borne by the BOS. Therefore, all must refer to these instructions and should not be used outside of the existing provisions.

Based on the research results of MCW in 2011 on a study mapping mode, the actors and the potential loss in Malang, found corruption occurred in the education sector. As an illustration, in 2010, found 6 cases of corruption in the education sector. Then, a year later, or in 2011, cases of corruption increased to 31 cases, with accumulated losses of Rp 125,785 per student, - of 31 cases. This condition indicates that the absence of decisive action from the government to the educational institutions that perform actions beyond the applicable regulations.

This condition is also exacerbated by the lack existence of School Committee as part of the society in monitoring the implementation at every level of the educational unit. In fact, there are four roles that should be run by the School Committee in encouraging the creation of service quality and educational outcomes at the school. Firstly, giving consideration (advisory agency) in the determination and implementation of education policy in the education unit. Secondly, supporting agency, both tangible thought and effort in education in the educational unit. Thirdly, the controlling agency in the context of transparency and accountability in the delivery of education and education unit output. Fourthly, the mediator between the government (executive) with the community in the education unit.

In other words, the successes in education is not only the responsibility of governments, but also the school, parents, and community or stakeholder education. This is consistent with the concept of community-based participation and school-based management. The paradigm of school-based management (SBM) assume that, the only way in which the nearest towards improving the quality and relevance is democratization, participation, and education accountability.

Principals, teachers, and the community is the main actor and leader in the provision of education in schools, so that all decisions regarding the handling of education issues at the micro level to be generated from the interaction of all three parties. Society is education stakeholders who have an interest in the success of education in schools, because they are taxpayers, so the school should be responsible to the community. In addition to weakening the function of the School Committee as part of the elements of society in enforcing education policies, of course, MCW also has a responsibility to promote the establishment of services in a fair and quality education. It is also emphasized by Zainuddin about education policy controls:

> "The weak position School Committee in monitoring management of education budget, especially BOS also be the reason for the rise irregularities in the education budget in Malang. Therefore, we coordinate with the organizers, in this case the Department of Education and Principal. That is, if it is found there are things that are not supposed to within the rules and regulations, then we coordinate with education providers, both in the Department of Education and principals to not do things like that. "(Interview on May 8 2014 at MCW office)

If seen from the above explanation, MCW looks like "Firefighters". That is, when there is a complaint or finding problems in public education, MCW move itself to overcome these problems. However, it is not reality itself but MCW network with the community. MCW realize that to seize the change can not be done alone, but should be done together or in other words, form a coalition with various people in Malang City. Zainuddin described the involvement of community as follows:

> "Well, at base level, we move groups of citizens are accompanied by MCW to understand what exactly educational activities, and educational services should be borne by the state, and also should be given the knowledge society, where they can express their aspirations when there is a problem. When there is a problem such as extortion, we also explained so that people know how to resolve the problem. One of them we bring them to the principal to deliver based on the legislation, the Education Law, Regulation 17 in 2010 and a lot of rules that we give to the community to oversee the provision of education." (Interview on May 8 2014 at MCW office)

That explanation looks illustrates the meaning of the role of public policy in the regulatory process, which instead are often ignored by the government, in this case Department of Education Malang. In fact, the National Education System Law No. 20 of 2003 regulates the community's involvement in the control or supervision of the course of education. Regarding the attitude of the government in view of the public who conduct surveillance activities, Zainuddin added it as follows:

> "Executive looked, the data which found by public considered an eye, do not know, if this form of arrogance to them as state officials. But the important thing is when they are not open to receive complaints, or whatever. Well, it will bring up the perception that there is no political will from the organizers to improve its services. "(Interview on May 8 2014 at MCW office)

As institutions and supervisory control of public policy, MCW placing their position as a catalyst, meaning that only a government and community liaison. In accordance with the concept of good governance, namely providing public participation in the decision-making process. Through this process, the public is no longer positioned as a mere policy objectives. But, be part of the policy-making process. Public engagement in policy-making, it will contribute significantly to the strengthening of the democratic process.

Regarding the mechanism or roadmap positions each actor, can be clarified by the following chart:
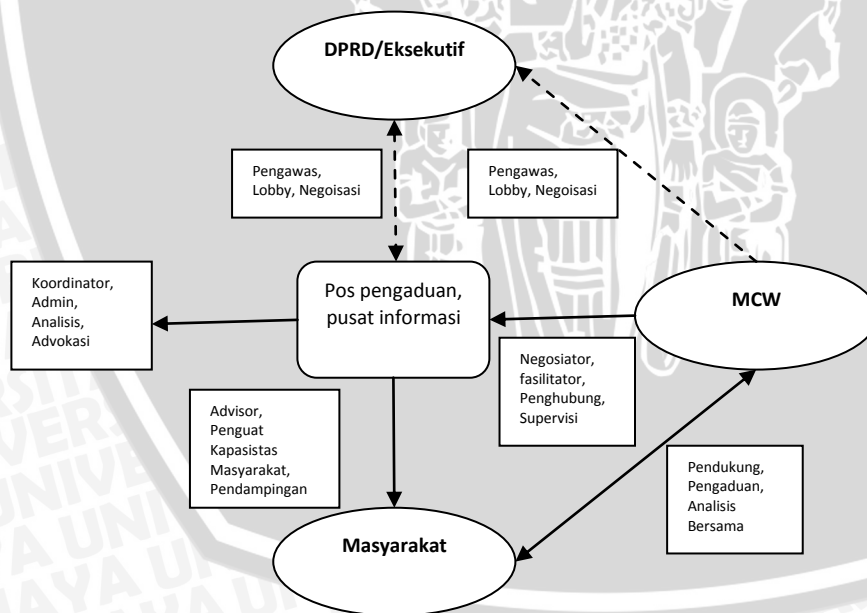
Figure 2   Relationship among Society, MCW, DPRD, and Executive

Source: Adicahya, dkk. 2013. Membangun Model Constituent Meeting untuk Mengawasi Transparansi Pengelolaan Anggaran Pendidikan di Kota Malang.

Through this mechanism, MCW clearly defined position themselves as part of the "opposition" state, while promoting the principles of civility and social solidarity within each activity. This is important because MCW position as a means of control for state elements. Through this roadmap, MCW seeks to establish a balance of political relations that occur between each of the actors involved in the running of the government.

a) Control Mechanism

Control mechanism is an instrument that helps MCW in the process control education policy in Malang, particularly regarding supervision on the use of BOS funds budget. This becomes very important, not only as a work device, but serve as guidelines in the policy control activities.

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┌─────────────────────────┐
│   Society/Informant     │
└─────────────────────────┘
              │
              ▼
┌─────────────────────────┐
│ • Clarification Case    │
│ • Tabulation Case       │        ┌──────────────────┐
└─────────────────────────┘───────▶│ Team Discussion  │
              │                     └──────────────────┘
              ▼
┌─────────────────────────┐
│   Verification Case     │        ┌──────────────────┐
└─────────────────────────┘───────▶│ Team Discussion  │
              │                     └──────────────────┘
              ▼
┌─────────────────────────┐
│   Investigation Case    │
└─────────────────────────┘
              │
              ▼
┌─────────────────────────┐
│ • Verification Case     │
│ • Clarification Case    │
│ • Confirmation Case     │        ┌──────────────────┐
└─────────────────────────┘───────▶│ Team Discussion  │
              │                     └──────────────────┘
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┌─────────────────────────┐
│ • Reporting             │
│ • Press Conference      │
└─────────────────────────┘
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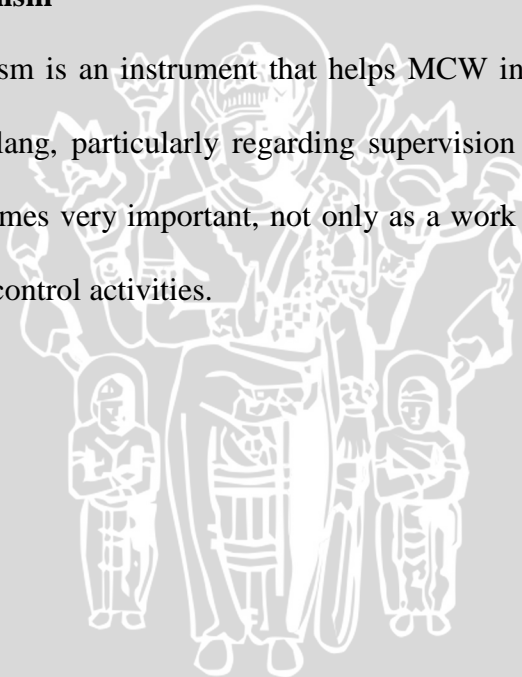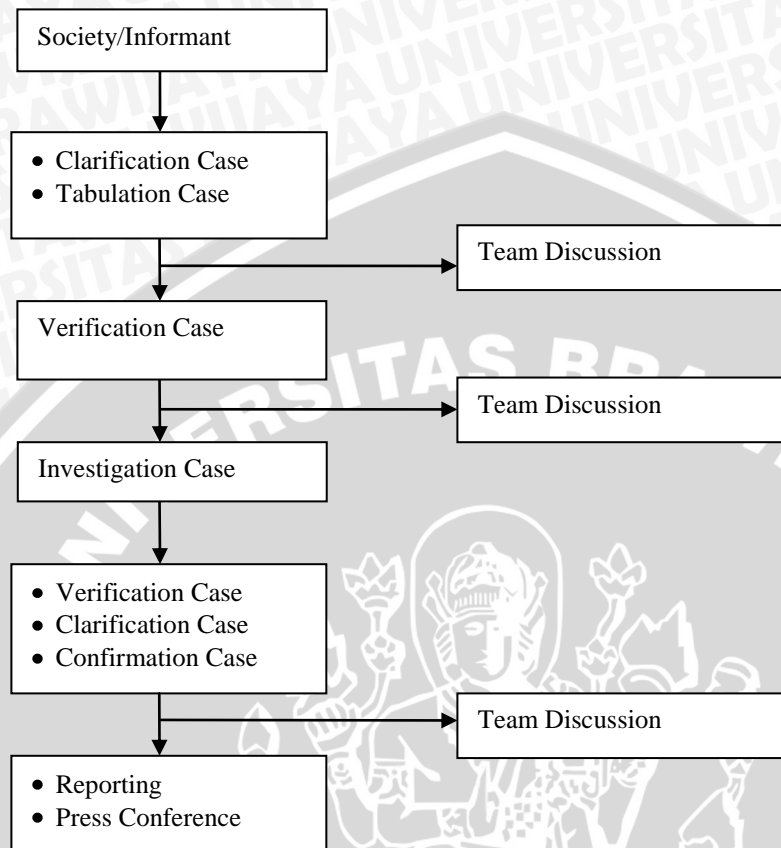
Figure 3   Control Mechanism towards BOS Policy

Source: Malang Corruption Watch Profile

The findings of the infringement or misappropriation of BOS funds can be obtained through a variety of ways, in addition to getting a report directly from the community, MCW through the Division of Public Service Monitoring and Public Complaints cover a wide range of alternatives to absorb complaints from the public about education issues. One of the ways is to open a complaint post at some crowd points Malang City. This should be undertaken in order to receive public complaints in large numbers, and to subsequently classified and tabulated based on the service sector. Fathur Rahman explained as follows:

"Complaints from public about public service problems addressed first to Division of Public Service Monitoring and Public Complaints, not least the problems in education. Then the data is classified and tabulated. After that, going to verified field. Are complaints that are submitted correctly or not. It is very important to know by all members."(Interview on May 12 2014 at MCW office)

In the classification phase of the data would be seen if there is a problem that must be solved or not, once analyzed whether the entry of findings that there are many who are in the same location or not. If you find the same problems in a place with a lot number of the complainant, the community and its residents assisted MCW MCW collect information from the complainant prior to the next specified the steps to be taken. Rahman fathur added it as follows:

"We realize that it is not easy to collect complaints. The problem is, people are resistant to our existence. But, as explained who we are and what we do. They want to open. Naturally, they are afraid to complain to us, later his son at school scared or got bad grades excluded. In fact, we hide the identity of the complainant clearly. Well, after a complaint entered and verified, we assisted by society community to advocate for existing cases. "(Interview on May 12 2014 at MCW office)

Verification stage is an important stage in the process each complaint that comes in, because in principle, MCW accept all kinds of fraud complaints in education and public service in general. But, of course, not all complaints can be processed, because the evidence must be viewed with appropriate equipment. Zainuddin explained as follows:

"If there is a lack of evidence or complaint is not true, then we convey to the complainant if there are things that need to be completed, both the substance,

and the proof tool, so that the results of the study, we are able to provide guidance to them. Not only asking more data, we also giving them the assistance about the data should be done." (Interview on May 8 2014 at MCW office)

Once data is verified, the next step is to advocate the case. There are several ways to go in advocating for issues in education. First, go directly to the principal dialogue about existing problems. For this one way, usually related to the detention certificate conducted by the school due to the student in question has not been able to pay off the remainder of the payment at the school. Though these actions will have implications for students who wish to enroll in the next school level. Second, report the case to the government, in this case through the Department of Education Malang. Third, encourage the public version Draft Regional Regulation to Parliament Commission D Malang.

Moreover, to put pressure on the troubled schools and the Department of Education, also informs Malang citizens about the issues surrounding fraud education providers, MCW often report its findings to hold a press conference. Fathur Rahman describes it as follows:

"The findings that we have met related irregularities or problems in the field of education, especially on BOS policy, not only become our consumption, but reportedly to hold a press conference with the media. Hopefully, this can put pressure on the Department (Department of Education) and school to take seriously in educational services. "(Interview on May 12 2014 at MCW office)

Press conference is one of the steps taken by MCW to encourage serious education providers in providing services to the public. This effort was also taken with the aim of building a community participation, particularly in Malang to dare supervise and report irregularities that exist in schools to the Department of Education, or at least report the findings to further deviations to MCW advocated together.

b) **Strategic Control**

Law Number 20 Year 2003 on National Education System Article 6, paragraph 1 states that every citizen aged 7-15 years old must attend elementary education. Article 34 paragraph 2 states that Government and local governments guarantee the minimum compulsory basic education free of charge, whereas in paragraph 3 states that compulsory education is a state responsibility held by educational institutions. The consequences of the mandate of the law is central and local governments are required to provide education for all learners at the level of basic education (elementary and secondary) as well as other education unit equals.

Then, one of government programs to assist the fulfillment of constitutional mandate, the government makes BOS program that aims to ease the burden of financing public education in order to 9-year compulsory quality. In addition, BOS program can also be expected to play a role in accelerating the achievement of minimum service standards in schools. of Head of Programme Management Education of Budget Transparency Akmal Adi Cahya explained it as follows:

"This form of fraud, one of which is used for heavy construction, soft construction may in fact, limited to maintenance, but it did not. Sometimes the correct allocation, namely maintenance, but not reporting the correct form. For example, buy paint 150 thousand, but the report in-mark-up by them. It becomes a serious problem if happened massively. (Interview on May 9 2014 at MCW office)

Of course, one of the examples above show the existence of fraud and misuse of budget funds. In fact, in the 13 components of BOS financing funds in accordance with the Technical Guidance BOS 2014, heavy construction is not one component of financing. That there are only a component of School Care.

In addition, according to the summary of public complaints about alleged irregularities and corruption in recent years, a number of alleged irregularities and corruption in the education sector ranked first. In fact, in 2011, from 44 complaints received wide MCW, 35 of which are complaints in the education sector.

Looking at above phenomenon, requires a "resistance" of the community in the form of extra supervision or control to the providers of education in Malang. At least, there are several control strategies adopted by MCW to conduct educational supervision, including oversight of policy implementation BOS in Malang.

However, in reality many discovered fraud committed by education providers in Malang. Head of Programme Management Education Budget Transparency Akmal Adi Cahya describes it as follows:

1) Creating Community Group

After more than 15 years of their birth, MCW consistently choose the path as a watchdog, a road which is not easy in the midst of the many civil society organizations have fallen due to the strong foundation footing issues, motion base, and political allies.

Figure 4   Community Group Muharto
Photo: Researcher (taken on 12 May 2014)

MCW realize that maintaining continuity and flexibility coverage of ideas is not easy, but the initial idea that the anti-corruption movement should be institutionalized into a people's movement. Akmal Adi Cahya explained it as follows:

"The strategy moves with the people, in accordance with our slogan "Fight Corruption Together with People". Then we create a forum for community, we provide knowledge to the public, the allocation of BOS funds for anything anyway. Supervision we do not like BPK audit, but our monitoring models provide education to community. So, the people that supervise. We also keep an eye on, receiving reports, and advocacy. "(Interview on May 9 2014 at MCW office)

In carrying out their ideas massively, especially in public involvement in the anti-corruption movement, MCW form anti-corruption zone with community base. In its activities, MCW provide public awareness of critical awareness. Therefore, all the activities of advocacy and office management/administration in MCW should be able to bring new knowledge to the general public, especially people who become MCW assisted communities. Regarding assisted communities MCW, Akmal Adi Cahya describes it as follows:

"We have 24 communities scattered in Malang to monitor public services. If community that specializes in educational issues related to advocacy, namely Education Communitiy Forum (FMPP). FMPP is a community established in 2006 whose task is to monitor and provide assistance to people if people have a problem in the field of education. Not only that, FMPP also intensely do the work of public education to the community. Thus, when people encounter problems, they can advocate for the issue itself. "(Interview on May 9 2014 at MCW office)

Nurul, people in Muharto explains about community participation in her area.

"The first time, I knew MCW from community groups held near my home. Then, as they often do activities, eventually I was active in organizing the people in my neighborhood. I was given education about many things, including in the case of education advocate. So, Muharto people often complain about education case through me. If I can, I finish it by myself, but if I was trouble, then I ask for the help of MCW." (Interview on October 11 2014 in her House)

Twenty-four society communities are evidence of democracy at the local scope. Initially, these communities have only been in the city of Malang. But now, Batu City and Malang Regency also has a community with a focus on improving the quality of public services in their respective regions. 24 community mapping can be seen from the table below:

Table 4 MCW's Society Community

No	Malang City	Area	Actor
1	Kedung Kandang District	Muharto Sub-district	Nurul
		Madyopuro Sub-district	Endi
		Cemorokandang Sub-district	Imam
		Lesanpuro Sub-district	Mustakim
2	Sukun District	Gempol Sub-district	Kriswendari
		Gempol Sub-district	Ari Widayanti
		Sukun Sub-district	Djainul
		Pisang Candi Sub-district	Munir
		Sukun Sub-district	Suefendi
		Mulyorejo Sub-district	Suprapto
3	Blimbing District	Sanan Sub-district	Trinil
		Pandanwangi Sub-district	Arif
		Cisadea Sub-district	Sri Hari
		Taman Siswa Sub-district	Lutfiah
		Ciliwung Sub-district	Pristiwatati
		Polowijen Sub-district	Nur Yasin
4	Klojen District	Bareng Sub-district	Tinuk
5	Lowokwaru District	Jatimulyo Sub-district	Supriyadi
		Kertorahayu Sub-district	Soepeno
		Lowokwaru	Hepi
	Batu City		
6	Cangar	Bulukerto Sub-district	Faudin
	Malang Regency		
7	Kepanjen	Kepanjen Sub-district	Sayekti
	Jabung	Jabung Sub-district	Fauzi
	Kec. Pakis	Sekarpuro Sub-district	Suyanto

Source: Public Complaint Division 2014

Meanwhile, to strengthen its base in the community, knowledge management related to advocacy, policy analysis, legal knowledge, and so on, in the last 2013, MCW was giving training to community, especially people who belong to the beneficiary communities MCW.

Table 5   Category of Community Training Group

Num.	Group	Activities	Description
1	*Capacity Building*	Policy Impact Analysis Training, Training Organization, and Social Audit Techniques	Produce group Public Information Center (PIP) which is spread over five districts in the city of Malang. These five groups are organized to do advocacy work.
2	Network Strengthening	Focus Group Discussion (FGD) Information and Facilitation Center Formation of PIP	Under the agreement, if the PIP manager is ready, PIP-based actor. Actor-based means, every PIP house functioned as PIP managers.
3	Research	Policy Impact Analysis, FGD results, and Peer-Review	Public problems which generated by PIP then processed by research team. Then compiled draft Regional Regulation (draft) version of the community. Until now, MCW has proposed two draft, the draft bylaw health and education.
4	Advocacy	Transparency Parliament Dialogue, Executive Accountability Dialogue, Specific Forum and Assistance Case	This activity became the fourth alternative model to encourage accountability in public service delivery. The obstacles located in the political will of the government administration on input from the community. In fact, not infrequently,

| 5 | Public Campaign | Complaint Post Roving, Action Spread Poster, Print Bulletin and Interactive Dialogue on Local Radio and Television | government officials failed to attend a community-initiated activities. The goal is provide a space for people to complain about issues related to public services. Simultaneously, became a space for MCW to provide education to the public. Often, the actors involved in this activity are PIP managers that established by MCW. |

Source: Faruk, Umarul, dkk. 2013. Merebut Hak yang Terampas. Jakarta: Yayasan Tifa.

Through this training, MCW encourage the emergence community groups who consciously and critically doing advocacy work in education. Akmal Adi Cahya explained, people who are qualified capacity to advocate a case will become Public Information Center (PIP). So, if there is a case in Sukun district, Sukun PIP will then advocate for themselves. Institutionalization movement like this that the ideals of MCW.

Then, the position of MCW as supporting or supporting system. Meanwhile, PIP then is driving or connecting to all actors, such as the public, government, and civil society organizations (CSOs). In other words, PIP became public complaints node. CSOs and public "face" with government met in a public space with a series task of negotiation, facilitation, as well as a liaison between the community and government.

Regarding the role of PIP in advocating the case of education, Akmal Adi Cahya added as follows:

"At the beginning, advocacy by cased done together. However, it appeared qualified person to advocate the case. So now the pattern changed. People who qualified become an actor on their own region. With regard to education advocacy, often cases handled a case of diploma detention and extortion. Unfortunately, due to not having good documentation capabilities, these figures do not have a written record related to their cases. "(Interview on May 9 2014 at MCW office)

With the formation of PIP in every district, MCW can easily perform surveillance in every district. Both the education policy, as well as other things. MCW duty push these figures to expand its network in each village. Through community forums that discuss related public policy, it is expected that this figure may be better known by the citizens. In fact, through this forum, is expected to appear again the new figures, so that each village has its own character.

PIP in this context is categorized as a medium to gathering people who have the vision and the same view to the rights of humanity. Therefore, this information center could be called as an organization to listen and communicate information to the community or to the public. The idea to make the PIP originated from the state of society which is very difficult to supervise and monitor the performance of government.

This idea is also true that departs from the idea of a large, public disclosure and social audits. Departing from the idea, MCW as an institution to initiate, establish PIP. The existence of this PIP to monitor and audit the performance of local government. Ideally, PIP as a medium to increase the capacity of communities, there is in every village society. Information center in the middle of the citizens is capable

of becoming a mouthpiece for the movement of a locomotive or the surrounding community, so the dream founded PIP in each area becomes a pilot to establish the institutionalization of social movements.

PIP management will be the locomotive movement when managed properly. Model management information center managed by self-reliance and the resources to manage the principle of volunteerism. Akmal explained, a mechanism of information management center is divided into four parts, the coordinator, admin, team analysis, and advocacy team. Coordinator of functional tasks as a leader to coordinate advocacy work in the PIP.

While Admin serves to document all incoming and outgoing mail and document advocacy in PIP. In addition, the function of analysis team working on research sector work and data related materials that will be used to advocate. This team became the foundation as reinforcement in the work of public information. Say so, because in their advocacy work, then performed urgently need the data. Lastly, the team serves as a medium to advocacy movement to reclaim public space. The model used is usually in the form of advocacy organizing, advocacy and campaigns.

Although the mechanism of management information center is divided into four parts, but basically advocacy work on social movements done collectively. That is, when it plays the same guidance. The presence of PIP is expected to conduct surveillance, negotiations, and lobbying to government policies that encourage the

public's interest, so that the center of this information into a new pressure group in building local democracy that is transparent, accountable, and participatory.

Figure 5   Community Group Training
Photo: Farchan/MCW'

Regarding the position of MCW in the pattern of relations between actors, Akmal Adi Cahya explained as follows:

"While MCW more serve as supervision, support, and analyzer with the community. It means, the relationship between PIP and MCW is not a relationship closely. However, PIP can walk alone, and even become advisor to other communities. The idea to make the PIP originated from the state of society which is very difficult to supervise and monitor the performance of government. (Interview on May 9 2014 at MCW office)

From the foregoing, it is clear that in the conduct of policy requires supervision or control of a coalition with other civil society, so that their bargaining position or value to the government to be strong. In addition to developing a pattern of movement in the middle of the base, MCW also develop networking with other public organs, such as academics, journalists, and even artists. These actors helps a lot in strengthening civil society coalition in Malang. In other words, government and schools as an education provider would not want to obey the constitution in carrying out a policy. This is one of the strategies for the control of BOS policy in Malang.

2) Public Campaign

One of the important agenda of 1998 reform was the improvement in educational services. Given the condition of education for the new order using the approach of supply and demand, which is a centralized approach. This has led to the educational needs of students as citizens. Even after the reform of the management autonomy of educational opportunities in an innovative untapped by local governments.

Diverse educational needs for Indonesia's diverse spatial, cultural, and economic, as well as the uniqueness of intelligence and interests of learners systemically ignored. Educational services are also part of the public service to force the government to improve themselves in order to achieve good governance. Regarding the correlation between good public service to good governance, Zainuddin explained, If we look at the ministry of education, at least there are 3

strategic things to note, namely interaction between government and its citizens, the articulation of educational service to the principles of good governance, and the involvement of stakeholders which are in a state.

If the analyzed, then ideally the interaction between the state and the citizens forced the providers to provide the best service to its citizens, including the involvement of stakeholders in the response of the service provided to the community. That is, educational services must consider various aspects, one of which is a social demand for education services fair and quality. Furthermore, the reorientation of the quality and relevance of education governance is to strengthen education as a way of improving public services.

Republic of Indonesia was established with the spirit to appreciate the role of the public in the administration of public services, especially education community not just consumers, but at the same time co-producer. To get there, MCW encourage public awareness while reducing education providers through a series of public campaign. Either absorb the aspirations of the community and to encourage the government to seriously address the issue of education.

Ironically, according to data compiled by MCW on the field, there are a lot of fraud committed by the school to withdraw extortion actual costs are already covered by the BOS budget. It becomes ironic in the middle of our education. Into the realm of true education planting anti-corruption values, it is actually a field disintegritas

conducted by education providers who should be role models. It is a symptom of chronic schoolism. Fathur Rahman described it, based on the research that we do," school game "which biggest is through school contributions, which is that cost cost already covered by BOS. That the same with extortion. Therefore, the public needs to understand this.

According to MCW survey results until 2013, extortion forms are divided into 20 types. It can be seen by the table below.

Table 6   Types of Illegal Levies

Num.	Levies Types	Num.	Levies Types
1	Enrollment	11	Infak
2	SPP/Committee	12	Photo copy
3	Osis	13	Library
4	Extracurricular	14	Building
5	Exams	15	Worksheets and textbooks
6	Re-registration	16	Incidental
7	Study tour	17	Photo
8	Extra study	18	Farewell
9	Textbooks	19	Substitution principals
10	*Paguyuban*	20	Uniform

Source: MCW research on education study year 2013

The issue that often arises is rising cost at registration or re-registration class. It is very odd, the school also often implement voluntary donations, but the minimum number is determined by the school and the school committee. In addition, the problems with the various modes donation fee, parents are still charged by the presence of money tutoring, uniforms, books, and so on. Therefore, it takes an effort

to oversee the process of education. MCW as civil society organizations concerned with the monitoring of cases of corruption and public service, taking a range of measures to campaign for the public to understand the constitutional rights as citizens. One of these complaints through a mobile complaint post. Fathur Rahman describes it as follows:

"Post complaint is one of the ways to absorb people's aspirations. As well as a place to introduce public about the activities carried out by MCW. The obstacles, not all people are willing to open to us. This is reasonable, because not everyone knows the work conducted by MCW. When there are people who complain, we also explain to the public that complaints received will be processed to achieve a fair and public service quality, or in accordance with the constitutional mandate." (Interview on May 12 2014 at MCW office)

In addition to absorbing aspirations of people, the opening goal of post complaints are growing critical public participation and awareness of constitutional rights. In the context of policy control of BOS, people are required to understand what they are entitled as citizens, so that when a deviation occurs, people can advocate for himself. To go in that direction, in the post of the complaint was also coupled with dispersive action posters, fact sheets, or even a photocopy of Juknis BOS.

In fact, not infrequently in post complaints, activists MCW theatrical action to draw the attention of the public. Hopefully, the public has come to attention more to complain or simply consult on various issues surrounding the education service. The purpose of the complaint is shaping post originated from concerns over policies that

do not favor the public. Many indications findings even government has negated the role of society. In terms of policy, the public is only seen as objects without involving the active participation of society. Proportioned space that should be owned by the community are not available. This happens when the relationship between people and policy makers inhibited. That is because, people often only be the object of government policy. For this reason, the civil society movement aimed to ensure that government policy dedicated to maintaining and protecting the rights of political, economic, cultural, and social people.

Figure 6   Mobile Post Complaints

Photo: Fiqih/MCW

However, on the other hand there are the constraints faced by MCW when opening post complaints, Fathur Rahman add it as follows:

"Our experience when making a post complaint, many people are still afraid to convey their grievances. However, there are also people who make their complaint directly related to public services. In addition, we held a community forum, this is done in continuity. First, we explain who we are, what our activities, so that when people know and understand, they can accept our presence. "(Interview on May 12 2014 at MCW office)

Looking at the reality above, it means that people of Malang City are still many who do not know about MCW, especially regarding the role and function. For that, it takes time and energy that does not little to provide insight to the public about the activities carried out by MCW. In fact, the members joked rate themselves as "a collection of crazy people" in Malang.

Regarding post complaints and issue of education, researcher was interviewing Suefendi, Sukun people. He said as follows:

In fact, still a lot of problems in the education sector. However, during this time access to denounce violations in the field of education has not been socialized properly, so that people is hard to complain. What MCW do with making post complaint has been very good to bridge citizen complaints about the field of education. though, not many people know a lot about MCW. Including me. (Interview on October 10 2014 at his home)

Meanwhile, based on the tabulation of complaints about public service in 2013, the education sector is a sector that received the most complaints. Or it could be seen in the image below:
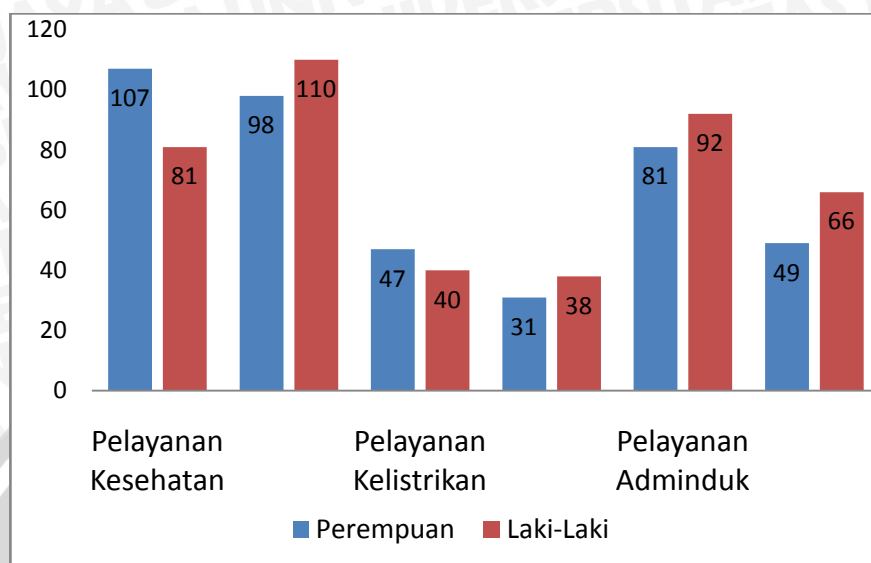
Figure 7 Public Complaints on Sectoral Service

Source: Tabulation on Complaint Post Year 2013

Reflecting on data above, education is still far from good The low quality of service providers, or in other words, lack of integrity of public servants in the education sector is correlated with the amount of fraud and corruption in education. Therefore, the participation community channel in a product policy, including oversight of policy should always be opened. Involvement in the overall policy process restore educational services philosophical core of the education service as a mechanism provided by the state to meet people's basic needs and rights.

Figure 8   Hearing with Commission D Related Education Problems

Photo: Researcher (taken on 12 February 2014)

The allocation of education budget is 20% from state budget every year it turns out it does not change the face of education in Indonesia. In fact, what really happens is an increase in the schools budget while Return on Education Investment (Roei) in general even more down. The results of international assessments such as the Trends in International Mathematics and Science Study (TIMSS) 2011 and Programme in International Student Assessment PISA advanced addressing our educational performance is precisely backward or stagnates left other nations. The conclusion of the study is: Indonesian student does not master the competencies that

are essential for life in the 21st century such as synthetic thinking, solving problems or creative.

Report Programme in International Reading and Literacy Study (PIRLS) in 2011 also illustrates the ability of students to read Indonesia lags. With this low ability children in Indonesia will be easier once the victims were herded into the audience and the Internet (online games, facebook, and pornography). (Rosyid, 2013: 235)

3) Developing Constituent Meeting Model

Community group as a spear of supervision on an education policy in Malang is a early goal of MCW, which is an empowered community economically, socially, and politically. Various efforts to strengthen the community through a series of trainings conducted, as well as regular discussions related to education led initiative to create a draft of an academic paper. This is a response to the discussion draft regulation on Education, 2012, Zainuddin explained, one way to supervise the education, we along the society analyze and create an academic paper, or what we refer to as community initiative draft. So, if found lack of the existing regulation, we propose an improvement points to legislator, in particular the Commission D.

From many existing regulations related to education in Malang, found a few things that need to be revised or proposed to be set in regulations and new policies will be. Zainuddin added:

"It was found lack related to community participation in the financing model of learning in school, complaints mechanisms, including the lack of legislation on methods and procedures for transparency in the management of funds by the school, ranging from budget planning to the model school accountability." (Interview on May 8 2014 at MCW office)

If observed, the problem of illegal fees that often occurs in Malang is also associated with the above shortcomings. That is, these holes need to be closed, so that the future provision of education in Malang, a barometer of educational services in Indonesia, both in terms of quality of service and quality of the organizers. Along with it all, 2012, activists who concerned in education sector incorporated in Learning Communities Coalition (KMPP), which consists of MCW, FMPP, LBH Post (when it was still there) and some individuals to analyze the case of education. Such data are needed in order to develop counter drafting designated as an academic manuscript draft regulation on the provision of education in Malang. Zainuddin described it, indeed, at that moment in August 2012, there was debate in the public spaces that Malang City DPRD will discuss the draft changes to the provision of education in Malang. Actually, this is a proposal from the community, both individuals and institutions ranging from the year 2005.

To encourage some of proposed changes in education draft, we need a common understanding of requirements that need to be set in a regulation later. In this context, MCW through programs Constituent Meeting Model for Transparency Oversee Budget Management Education in Malang, has a moral obligation to support the idea of changing management of education budget is transparent. In this context,

MCW proposed to some networks that have collaborated with MCW to develop shared advocacy agenda, ranging from the idea of transparency of education budget management, whether conducted by national education and public schools in Malang City. Steps taken by social audit model to education policy in Malang included in the preparation of Draft School Budget (RAPBS) by activating the forums at villages. .

To that end, in every forum people are there, then discussion is done in people's homes with legislators in each electoral district and representatives of national education. Akmal Adi Cahya explained, the approach here is to build a constituency model between citizens and their representatives, namely legislators who have the political authority to give birth populist visionary education policies.

MCW recognizes that encourage public officials to be open and accountable policies and activities of service to their community or country, is not something easy. Therefore, the idea to bring together political authorities institutionalized in parliament and education service providers required extra effort. MCW also assess a constituent meeting space with the community accountability board member. As well as a space resonance expansion of public space. However, along the way, many board members were absent when invited by the citizens. Akmal Adi Cahya explained it, indeed, it should be realized bring together the council members is very difficult. Need extra communication to bring them. In fact, if we think, they meet the constituents who have chosen them.

Models like these activities actually have a lot to be developed to strengthen democracy at the local level. No more mobilization models made by politicians or public officials in recording public and his constituents desire. And, as events proved it was not a lot of cost, effort, and time is wasted, because the model of this activity would be more effective as face-to-face time and physical proximity will be providing its own influence on legislators and the community itself.

2. Critical Factor on Controlling BOS Policy

Nursery political participation of citizens in controlling educational policy in Malang is a necessity in the local democratic process. According to researcher, there are two things that affect the political consciousness of citizens. Firstly, the experience of the policy. This relates to the concerns of citizens against policies that are not pro-people that encourage citizen participation to network drive change. Secondly, alienated citizens. In this phase, the actual citizens aware of their rights and obligations as citizens, well aware of the role of government in the fulfillment of the constitutional rights of its citizens.

However, the proximity of government to the community very much at all, due to the unavailability of the connecting channel between them. So, when they sense that the path is open, so they decided to participate actively in it. At least, this is what encourages people to play an active role in the policy process, one of which is in the process of policy control.

In this study, researchers looked at the active participation of citizens or people of Malang City in overseeing policy implementation BOS in Malang city is supportive policy control process. In addition, the researchers looked at the support of the other elements of civil society, the mass media. Both print and online. However, there are some things that a barrier in the process of supervision or control policies, namely the political will of the executive and legislative, as well as limitations and consistency of human resources.

Regarding the political will of the state apparatus, it can be seen from some of the activities initiated by MCW to bring together with the holders of political authority, namely the Department of Education and member of the board. Two stakeholders is often argued when they are not able to attend the invitation of MCW, among others, there are other activities or because they are sick. In fact, these activities important to see how far the quality of education services in Malang, as well as a material for their recommendations to improve the quality of education. In addition, from internal factors, there are problems in the consistency and the limited number of human resources. Inevitably, most of the civil society organizations experienced this, obviously because the volunteer-based activities require exceptional consistency.

a) Supporting Factors

Supporting factors referred to here are the factors that help and policy implications for the control of BOS in Malang. Strengthening community participation and politically powerless communities is one of the contributing factors that strengthen the position of the public when dealing with state actors completeness. In addition, the support of the other elements of civil society are also factors that support the success rate policy oversight, namely the mass media.

1) Public Participation Widespread

A series of activities and actions undertaken by the community to play an active role in the policy supervision activities could not be separated from the growing sense of volunteerism at the initiative of the people themselves. Norms of society or rather that raises and moves to become volunteers in social work. This growing movement of social volunteerism or popping in every zone where they reside.

The emergence of social voluntary movement in each region in Malang certainly be part of the power of MCW. The working principle of volunteerism is not a hobby and a job for personal gain. That is, people who are motivated to volunteer are submissive people to donate time and thoughts for the benefit of humanity.

The movement will not be able to seize the change if it is done by one or a few people. Due to a change in realizing good governance, requiring the support of

the wider community. For example, in strengthening communities, Zainuddin explains the importance of community groups on forum, forum aims to provide public awareness and education to the community about the basic rights that should they get from the government. Forum interpreted as an arena negotiate, communicate, and make decisions to solve problems together.

From the above explanation, the existence of community forums can be interpreted as a form of autonomy concrete manifestation of the people. A form of the pattern of how people express their aspirations to the people's representatives or officials of local bureaucracy / related agencies. In this case the existence of the forum community as a local institution serves as:

1) Media elegant to remind political promises (head area) after the elections, in this case defined as community forums "collector group appointments."

2) Means to raise public participation in making of regulations as well as the realization of the use of local budgets (the budget).

3) As a means of political education critical for communities in developing social relationships and then performed the control of the government.

4) Space can be used to melt the ice atmosphere of social and political community in the midst of social life. This relates to conflict management to reduce the tension in the horizontal level.

5) The rides are effective for organizing mass, mass capacity development, capacity building, so as to increase the bargaining power and establish a partnership to promote the aspirations and interests of citizens.

Schools embrace community engagement forums, where the movement model is having an impact, namely strengthening the level of citizen participation. Participation can be achieved if the community has sufficient capacity and political will of the government to open up access to the widest possible public. Public participation in many activities initiated by MCW, an embryo supervision of public policy, so that when the formal institutions such as the parliament can not function properly, it is deemed necessary to political participation of society as a function of government control. Political participation referred to not the only stop on by case alone, but can be consistently made to encourage good governance.

They who will become the new spores will spread the movement to other community issues. The spores will become stronger, if put together in a way of consolidation, so the spores that had fragmented may be a new group of people who support the movement against the tyranny of government. In attempts to institutionalize social, environmental models based advocacy/districts that piloted MCW, a pattern of movement by community groups. Meanwhile, the NGO position as MCW only act as a facilitator. This is the real action is referred to as a social movement, which is a direct participation of the community to oversee and determine the direction of government policy run. Zainuddin add it as follows:

"Based on the collective spirit, it seems important to always build a coalition movement network in order to realize the institutionalization of social movements. To that end, it is time for civil society to build strength through the instrument of organized participation, as a manifestation of the people's sovereignty. "(Interview on May 8 2014 at MCW office)

The strengthening and empowerment of local communities not only MCW casuistic approach, but through a relationship and strengthening the community as a sustainable organization. Political participation of the community to encourage a public policy oriented society feels it is enough, so that MCW is not a major player. MCW position merely be a facilitator and catalyst in the fight for the rights of the public.

2) **Mass Media Support**

In addition, the role media to perform contol functions to government also determines the strengthening of grassroots communities, as well as a means of pressure for the organizers to improve its services. Not only that, but to be a partner in the education policy control. At least, there are some media that are routine or focus on supervision policies, especially local media, such as Radar Malang, Malang Post, and Surya. So that occupancy of news influence to the public will be very large. This is certainly a powerful force for civil society to oversees running of the government.

Regarding the role of media, Zainuddin expressed as follows:

"Actually there are similarities between the NGOs and media, namely located on the alignments to the public. MCW and local media in Malang do quite well. In fact, to help each other. This is one form of a coalition of civil society. Later on, we often had discussion seriously about, the phenomenon or cases on Malang. "(Interview on May 8 2014 at MCW office)

Looking at explanation above, it can be said media and MCW have the same attention towards governmental process. So, can be said this is a form coalitions among civil society actors to seize the change. Media control functions that have been called into question by a lot of people do not actually disappear entirely if they see that there are cases in Malang.

Chief Editor of Malang Post Sunavip Indrata Ra (in Irawan, 2014: 38) says that the local media should be grateful to MCW. Without them, civil society just become a symbol and a display to be used as a decoration only. How come, when people are harmed by irregularities. Whether committed by public officials, or managers of this country, should anyone dare to speak out. And MCW who was the spokesman.

Moreover, managing a local newspaper is not an easy job. Not to mention when they have to compete with online media. Although there remains a gap, still medium duty not only convey information, but also become lighter participation.

b) **Constraining Factors**

Constraint factors or difficulties in implementing education policy control in Malang often encountered by MCW, for example, if in the early years standing, economic problems and the limitations of its members became a serious problem, but in recent years, these constraints can be minimized. Although not entirely successful. Zainuddin explained as follows:

"If you look at the record and story of founder of MCW, a problem often encountered when the early stand-MCW is a matter of economics, including the commitment of its members to be on the path that is not easy to go through this. So, now the problems that arise at the beginning of the slowly be overcome. For example, to address the issue of funding, MCW has initiated economic independence through the book publishing business and got donations from donors. At least, the problem is a little disturbing, MCW left by its members through a wide variety of reasons. It is necessary to find a solution, so that the "traffic" of people in and out do not disturb the organization. "(Interview on May 8 2014 at MCW office)

1) **Limitation and Consistency of Human Resources**

Limitations of human resources actually not a new problem for the existence of NGOs. From the past until now, this problem always arises in the process of organizing. This is certainly a serious problem if not considered seriously by its members.

MCW conditions in roughly equal, the majority of workers and volunteers MCW bodies are students who studying in Malang, not a few who left his job at MCW due their study have been completed. The insistence of the family became one

of the reason why they can not be continued at MCW. Zainuddin explained as follows:

> "Yes, it must be admitted that the entry MCW turns. The problem is, when the crowds are out, then replace it takes time to learn the ins and outs of the activities at MCW. It takes time, at least one year to really mature. Based on this phenomenon, it must be understanding by all the people in MCW. Especially, people who become a leader. "(Interview May 8, at the Office of the MCW)

In addition, the consistency in monitoring policy should also receive serious attention. This is understandable, because quite a lot of activity MCW and time-consuming, and therefore, the role of empowered citizens who became a partner in the limited human resources and the solid existing activities in MCW. Researcher see, the majority of anti-corruption activists in MCW are those who live outside the Malang City, so it is very difficult to hold them when they are faced with choices outside of its domain.

Especially looking for people, who want to be consistent in this path is not easy. Not to mention when I have to adjust the consistency of the rhythm of the fight. In fact, should the geographical conditions Malang City packed by many colleges, and automatically get the ease of recruiting volunteers. In fact MCW is still difficult to get.

Researcher feel yourself these phases, so when MCW held Anticorruption School program, which is designed in a regeneration program MCW activists, in fact

most of the participants could not follow the rhythm that exist in MCW. For example, in one generation 30 people, then that can survive just 1-2 people. This is precisely the challenge MCW activists to address these dynamics and make sense of the process as a challenge to achieve the ideals expected MCW, which is an order of civilized and democratic society.

2) Political Will of Executive and Legislative

In addition to internal factors, there are also external factors that disrupt the process of education policy control. Zainuddin described it as follows:

"Political will of the organizers of policy to improve its services is very low. Not to mention, when it comes to the involvement of the executive and legislative branches in the forums initiated by community. In fact, it is a good community initiative, namely to discuss the problems that exist in the field. If legislators take seriously, then the momentum can be used to absorb the aspirations of the people. "(Interview on May 8 2014 at MCW office)

In fact, the government as a leader should be encouraged to improve themselves in order to achieve good governance. The essence from good governance is that the government has the obligation to serve the community. So, talk services fair and quality education is the responsibility of the state to talk for people. Parameters can be seen from the output process of existing policy, which is a good service to the community. Is the duty of the state for the welfare of its people.

From the literature that researcher read about the journey in Indonesian civil society. Researcher often find a phrase or a statement regarding the position of civil

society organizations in Indonesia. One of them from Stanley Adi Prasetyo (in Ibrahim, 2014). He said that, the NGO activists generally tend to be "floating democrat", which is a situation where NGO still concentrate on the domain of civil society. There is a tendency that they treat it as a realm of civil society and the sacred territory should be freed myself in politics.

Though the opinion is not entirely true when Stanley reflect on the lessons conducted by MCW. For example, activities Constituent Meeting, MCW make these activities not only as a mere formality. But also encourages the public accountability process for lead. Actually even political will from the political authority stakeholders in Malang is still quite low. It means these processes have been passed, though not entirely successful policy initiatives to encourage the public version.

Thus, the position towards domain MCW state not only in the domain of civil society is fragmented at strengthening grassroots, but it became a hub for benefit of society. Researcher see, MCW is not in the gray area are not clear or vague. Should be recognized in its history, MCW never be in that position at its inception. But then away from the axis, and began to lead a negotiation-dignified with stakeholders.

CHAPTER V

CLOSING

A. Conclusion

Based on the discussion located in the previous chapter, the conclusions in this study are:

1. The role of MCW in controlling BOS policy implementation in Malang are as facilitator, catalyst, as well as a negotiator. It is like incarnated as the political line that builds the identity, role, and functions of MCW in building community independence when dealing with state structures. However, frontal stance and opposition to the state structure is not the main thing being the emphasis MCW movement activists, but rather an attempt to existence, position, and function of the people recognized by the makers of political authority. The goal is to prevent alienation between the public authority policy.

2. The rise of policy implementation BOS irregularities in Malang was despite the lack of supervision by the community, which is represented by the School Committee. Therefore, MCW as civil society organizations engaged in monitoring corruption in Malang City do agenda community based. Until now, MCW has 24 community scattered in Batu, Malang City and Malang Regency. They were given a debriefing through a series of training on

relationship between state and society, so that they understand the function and role of the public in the policy process, including the role of the state which must protect the constitutional rights of its citizens. The formation of PIP and post complaint alternative media used to convey information and services closer to fellow community, so that people do not feel difficult to complain about any issue. Through this way, society will build solidarity for his fellow complainants / community who are victims of educational services. With the solidarity it will make easy for the campaigners advocacy in encouraging improved educational services. In addition, support of other elements civil society such as the media also help accelerate the process of improving the provision of education in Malang

3. The theory of good governance ensuring public involvement in the formulation and evaluation of policies. Educational services is the realm in which the principles of good governance can be better articulated. Trust and legitimacy of power derived from service users, which is the public. So, if there are many constitutional rights of citizens are not protected, then the process of governance, especially in Malang is unquestionable. Policies related to the supervision of BOS in Malang, the response from the executive (Department of Education) and the Legislature (D) can not be said in favor of good governance, because of the principles, such as participation,

transparency, responsiveness, and fairness are often ignored by government as educational policy authorities.

4. Supporting factors on this research is the factors that help and policy implications for the control of BOS in Malang. Strengthening community participation and politically powerless communities is one of the contributing factors that strengthen the position of the public when dealing with state actors completeness. In addition, the support of the other elements of civil society are also factors that support the success rate policy oversight, namely the mass media.

5. Constraint Factors on this research are limitation of human resources and political will of executive and legislative. Limitations of human resources actually not a new problem for the existence of NGOs. From the past until now, this problem always arises in the process of organizing. This is certainly a serious problem if not considered seriously by its members. Meanwhile, political will of executive and legislative also become a constraint factor. Government as a leader should be encouraged to improve themselves in order to achieve good governance. The essence from good governance is that the government has the obligation to serve the community. So, talk services fair and quality education is the responsibility of the state to talk for people. Parameters can be seen from the output process of existing policy, which is a

good service to the community. Is the duty of the state for the welfare of its people.

B.   Recommendation

Based on research that has been conducted regarding the implementation of BOS policy in Malang, the suggestion that researcher can provide, among other things:

1. Problems in a civil society organization is not far from the problem of limited and consistency of its members. This also happens in MCW, it would require a breakthrough to overcome this problem. The Researcher suggests to pay attention in recruiting volunteers who fit in the domicile. It means, should be many more volunteers who come from Malang City. The researcher reasoned that, if this step is taken, the possibility of entry and exit problems in MCW volunteers can be eliminated.

2. Lack of political will from stakeholder of political authority in the field of education is a serious constraint in the process of improvement of educational services. This requires a greater pressure is done by a set of/alliance of civil society to encourage the process. Researchers suggest, MCW was a leading

motors in starting these steps. In addition, activities such as community
forums or constituent meetings that have been conducted by MCW to bridge
the benefit of society and the government should be massive and maintained
for consistency.

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Appendix 1   Research Location

Research Location. MCW's office is located in Jl. Joyosuko Metro, No.42, Malang. And, this photo, right before entering the office where all of activities get done.

MCW's library. It's officially released about two months ago. Everybody can borrow the books freely. This room also features many photos on the wall.

A large space of area might many activities to do here. Community forum or any meeting of organization take place on *Pendopo* behind the main office.

The inside room of office, where all working committee doing their job. Currently, MCW is having more than 25 working committee with average still on college.

All photos taken by researcher.

Appendix 2   Interview Guidance

A.   Questions for Zainuddin

1. What is the objective of MCW take part on controlling policy?

2. How to organize people? Is there any special pattern which as guidance of MCW's movement?

3. How many actors who get involved on policy controlling?

4. Why is MCW commit to do a such activities to make a change in social life?What is actually MCW role play for?

5. How about the strategy while facing the political authority?

6. What is constraint and support factor while doing controlling BOS policy?

7. How about the government and legislator response?

B.   Questions for Fathur Rahman

1. Could you tell me the mechanism control of BOS/

2. How about the strategy?

3. What is the purpose of post complaint?

4. How to process the data which come from society?

5. What is the current condition of society to supervise s policy?

C.   Questions for Akmal Adi Cahya

1. The strategy control?

2. Could you tell me the pattern of irregularities on BOS budget?

3. How about the role of society? Where is the position of MCW while doing a policy control?

4. What is the strategy to supervise a policy?

Note: Those questions are the main question, in research field, researcher develop the main question based on the respond of informant.
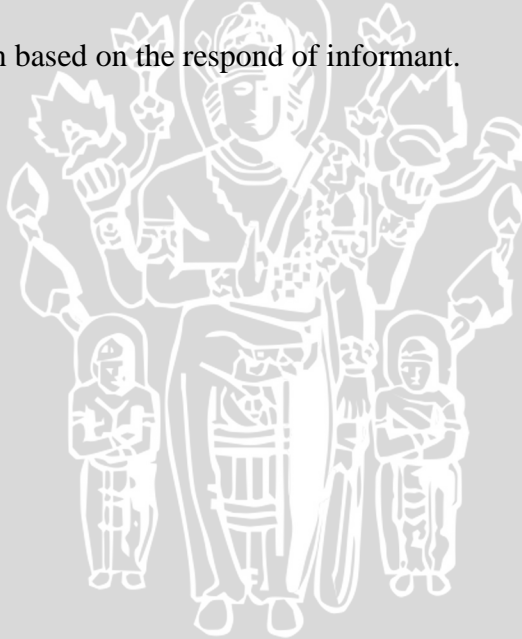
Appendix 3   Research Letter

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e-mail : mcw.malang@gmail.com
website : www.mcw-malang.org

SURAT KETERANGAN
Nomor: 340/K/BP-MCW/IX/2014

Dengan surat ini, kami yang bertanda tangan di bawah ini

Nama   : Zainuddin
Jabatan   : Koordinator Badan Pekerja Malang Corruption Watch

Menerangkan bahwa nama yang tertulis di bawah ini

Nama   : Pandu Wicaksono
NIM   : 105030100121006
Jurusan   : Administrasi Publik
Fakultas   : Ilmu Administrasi
Universitas   : Brawijaya

Benar-benar telah melaksanakan kegiatan riset penelitian skripsi pada tanggal 9 Mei - 9 Juni 2014 di Malang Corruption Watch. Demikian surat keterangan ini kami sampaikan, atas perhatian anda kami ucapkan terima kasih.

Badan Pekerja
Malang Corruption Watch

Zainuddin
Koordinator

Bersama Rakyat Berantas Korupsi