

The Phenomenon of Corruption in the Local Government Administration: Study in Semarang City Government

¹Rizari, ²Hariawan Bihamding, ³Andi Azikin, ⁴Hasdanil

^{1,3}Institut Pemerintahan Dalam Negeri, Jatinangor, Indonesia

²BPSDM Kemendagri, Jakarta, Indonesia

⁴Universitas Pramita Indonesia, Tangerang, Indonesia

Article Info

Volume 83

Page Number: 6449 - 6461

Publication Issue:

May - June 2020

Abstract:

The problem of this study is related to the widespread corruption that plagued the entire order of the nation and state in this country. With the advent of the reform era and with all the accompanying change which one of them is the implementation of regional autonomy in decentralization system. The transfer authority from the center to the regions aimed at improving the welfare of the public areas causes transferring and spreading the virus of corruption in regions. Because of this phenomenon, governance in the region tend to have a lot of irregularities and fraud, especially regarding the use of budget development and utilization of potential sources in the area by unscrupulous local elites from both the executive and legislative branches, especially at Semarang City Government. This study used a qualitative and descriptive approach. In collecting the data, the researcher interviewed some bureaucrat, regional legislatures, judicial officers, NGO, society leaders, etc. The findings show that the governance in Semarang City tend to show the corruptive behavior to bureaucrats and politician. This study shows that there was a tendency of corrupt behavior in the Semarang City government administration especially bureaucrats and politicians with various kinds of method that commonly applied in taking society's right to fulfill their personal or group interests. Those showed moduses which were not only happened in Semarang City, but also pretended in various region because of the same systems and frailties that easily misused.

Keywords: Corruption, Corruptive Behavior, Local Government.

Article History

Article Received: 19 November 2019

Revised: 27 January 2020

Accepted: 24 February 2020

Publication: 18 May 2020

I. INTRODUCTION

Corruption behavior has become a chronic disease of the nation and increasingly rampant in all joints of government administration. Reform lasted nearly 22 years but has not yet reached the desired expectations, as indicated by:

1. Government administration is still loaded with KKN.
2. Law enforcement tends to be selective.
3. Cases of corruption that are increasingly massive, systematic and structured.
4. Half-hearted implementation of regional autonomy, and

5. Corruption behavior that has been decentralized to the regions [1].

Highlighting the rampant corruption cases that occurred in the area, Semarang City Government that is the capital of Central Java Province is not free from the bureaucratic disease. In tracing data, various corruption cases have surfaced with the Semarang City Government, such cases as:

1. Fictitious insurance in the 2003 regional budget which involved the Chair and Deputy Chair of the DPRD [2];
2. Double the budget in the 1999-2004 regional budget, dragging 11 DPRD members [3];
3. Fictitious scholarships in the 2003 regional budget, involving the Head of the Education Office of Semarang City [4];
4. Darkening of official vehicles involving the Secretary of BPPT in 2010 [5];
5. Embezzlement of Direct Aid for Development Projects [6];
6. Urban Districts (P2KP) by BKM management elements in 2011 [7];
7. Bribery/extortion case in the endorsement of the 2012 Regional Budget involving the Mayor, Secretary and 2 members of Semarang City DPRD [8];
8. The Case of Corruption of Regional Cash Funds by Ka. Semarang City UPTD 2014-2016 with state losses of Rp. 22 Billion [9]; and
9. Alleged corruption case of IMI Semarang City in the use of APBD grant funds amounting to Rp. 18 Billion for the implementation of the 2018 MXGP [10].

The results of the Transparency International Indonesia (TII) survey in 2008 ranked Semarang 21st out of 50 cities in Indonesia in the Corruption Perception Index, the 2010 survey slipped to 25th.[11]. From Central Java KP2KKN released the survey data in 2009, placing Kota Semarang ranked first in the Central Java in the disclosure of corruption cases with a total of 23 cases and state losses amounting to 20.5 billion [12].

Furthermore, the results of the 2017 TII survey still put the city of Semarang at the bottom position as revealed by TII Research Manager Wawan Heru Suyatmiko, who said that "Besides North Jakarta and Medan, other cities namely Pontianak 66.5; Pekanbaru 65.5; Balikpapan 64, 3; Banjarmasin 63.7; Padang 63.1; Manado 62.8; Surabaya 61.4; Semarang 58.9; Bandung 57.9; Makassar 53.4 Each city average data based on consideration of the distribution of the scale of companies and sectors domestic and gross national industries,"said Wawan [13].

In the Kompas daily (9/2/2012) contains information that around 70% of the Regional Head (City/District.) In Central Java is suspected of being involved in corruption cases, including Semarang Mayor Soemarmo HS. [14]. The results of the KPK survey on Indonesian Public Sector Integration or the Central Integration Index (IIP) for several central and regional agencies, place the Semarang City Government to have the fourth lowest index value (3.61) after the Serang, Depok, and Lampung City Governments [15].

Semarang City Government has made various efforts to prevent and control corrupt behavior in the administration of government such as; cooperating with the KPK in forming the Integrity Zone, involving BPK and BPKP in evaluating budget management, and increasing the role of the Regional Inspectorate, but the level of various irregularities and corruption cases is still quite high.[16]. This is in accordance with the opinion of Ajip Rosidi (2009: 29) who said that, "During the reform period, corruption was not reduced, but spread to the regions" [17]. Teten Masduki also added in HCB Dharmawan and Al Soni BL de Rosari (2004: 69) who stated that, "corruption is more evenly distributed with more actors as well. Not only in the center, but also in the regions, because the power is also spread to the regions. On the other hand, civil society in the regions is not too strong to control the behavior of power" [18]. Data from the Indonesia Corruption Time (ICW), which reported cases and money corrupted in semester I /

2010, doubled, compared to the previous period and was the most vulnerable in regional finance [19]. Likewise, the results of research conducted by the Anti-Corruption Study Center (PUKAT) at the Faculty of Law, Gajah Mada University stated that, "corruption of regional officials ranks first", [20].

Regional autonomy with a lot of decentralized authority opens up opportunities for corruption; The seriousness of efforts to eradicate corruption by the Semarang City Government has not been maximized so that there is still a chance of corruption. The purposes of this study are to obtain real and detailed information about the phenomenon and process of corrupt behavior in the region, especially at the Semarang City Government.

II. LITERATURE REVIEW

Robert Klitgaard (2001:31) states that corruption is a behavior that deviates from the official duties of a state office because of status benefits or money that concerns a person (individual, close family, own group); or violates the rules for implementing some personal behavior [21]. Furthermore Klitgaard (2005:29), also formulated that corruption occurs because of monopoly power (M) plus discretion by officials (D) [authority of officials] minus accountability (A) [accountability] [22].

While Kaffah & Asyiq (2003:96) says that corruption is the use of public power (public power) for personal gain or political benefit [23]. Then according to A. Hamzah (1985:3) revealed that the word corruption from the Latin "corruption" means

rotten, bad, dishonest, can be bribed, immoral, deviating from holiness, words or utterances that are insulting or defaming [24].

Then H. A. Brasz in Ervyn and Moh. Asyiq (2003:4) describes the elements of the definition of corruption as follows: first, the power transferred (derived power); second, the power transferred is used based on inherent authority; third, the power transferred is used to harm the objectives of the original power holder; fourth, the power transferred is used to benefit or harm outsiders; fifth, the hidden use of formal authority and power under the pretext according to law [25]. From these various opinions it can be summarized that corruption is an attitude of dishonesty, decay, and various forms of distortion of public trust, duties and power for personal gain, others, groups and so on which generally occur due to discretionary acts of authority and monopoly of power which actions have weak accountability.

III. METHOD

In this study the method used is a qualitative approach. The qualitative approach was chosen because this research examines social phenomena that cannot be quantified (Arikunto, 1993) [26]. In addition, qualitative research is considered aimed at revealing what happens in empirical questions and this research observes more and explores the behavior of the objects under study so that it is impossible to draw a causal relationship from the results of this study, (Garna, 2009) [27]. Data collection techniques used in this research are observation, interview and documentation study. The following framework is in this research:

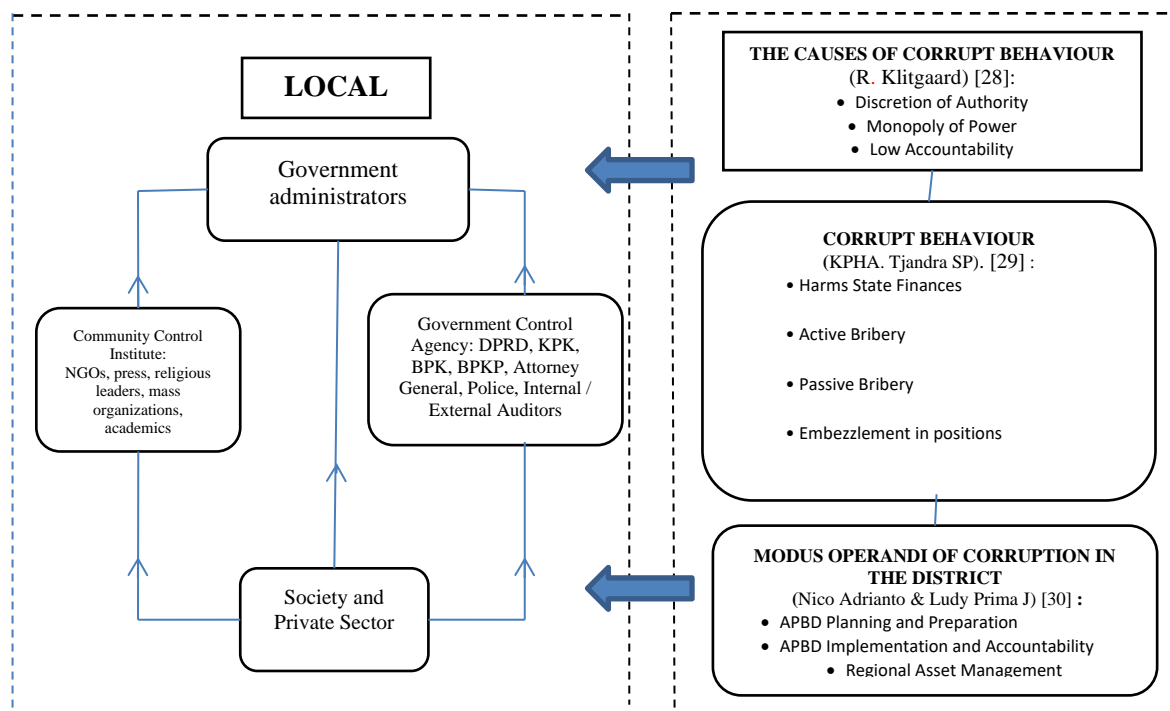


Figure 1 Conceptual Framework

IV. RESULT AND DISCUSSION

Trends in Corruption Behavior in Semarang City Government

The findings of the corruption case in Semarang City as described previously, have undergone a transformation from the previous mode or method into a form that is increasingly difficult to detect. So many findings indicated by the corruption cases that are now sticking out raises a public perception that in the administration of government in the city of Semarang, the involvement of politicians in the legislature and bureaucrats is clearly very dominant. This dominance is caused by the power to control the management of activities and finances in the regional budget, Girsang (2012) [31]. This authority to manage finances presents its own challenges because the temptation to misuse is enormous, along with the increasing number of

interests, weak internal control, and control from the public.

The tendency of corrupt behavior in the city of Semarang is actualized through the attitude of public officials and local politicians who deviate from the rules in carrying out their duties, authority, and public authority they carry, in order to enrich themselves, others, and groups. Various cases of corruption handled by the judiciary, both those that emerged in the mass media, as well as those that were less exposed and the following sanctions, did not seem to have a deterrent effect on the bureaucrats or the regional legislature. The tendency of corrupt behavior that has been proven from the data of corruption cases that have been or are being handled by law enforcement officials in the past few years, are shown in the table as follows:

Table 1 Data on Corruption Cases Treated in the Public Prosecutor's Office

in Semarang City 2015-2019

No.	Year	Number of Cases	Information
1	2015	165	-
2	2016	148	-
3	2017	110	-
4	2018	98	112 suspects
5	2019	95	111 suspects
Total		616	

Source: GMPK Semarang Data 2020 [32]

The rise of the findings of corruption cases in the city of Semarang as described above raises a public opinion that in the administration of government in the city of Semarang has not fulfilled the sense of justice so far in carrying out the tasks entrusted because the reality is still far from the values of accountability. The involvement of leaders of public officials and politicians in legislative bodies in various corruption cases has increasingly given confidence to the public that the administration of government in the city of Semarang is full of manipulation, lies, and fraud, so it needs to be monitored more intensely.

Regarding this matter of authority in managing finances that led to allegations that bureaucrats tended to behave in a corrupt manner, an informant from one of the head of division in Bappeda Kota Semarang, actually denied saying that:... the one who corrupts the most is from the legislature ... can't be blamed by the civil servants one hundred percent ... because maybe there are people who think like this ... you know, I've already deposited there (DPRD), my own cog can't get anything? even though it is clear that the risk is in my hands because it is my responsibility ... so I take it even a little ... even if the dossier, the employee is clearly not going to be assisted by members of the DPRD (unscrupulous) .. they say the most, yeah that's your business. so just pray a lot so that the BPK or KPK is not exposed [33].

Judging from the statements and experiences of the informants, it gives an argument that corrupt environmental conditions tend to spread corruption viruses indirectly. Maybe someone initially did not want to make a deviation, but because it was also done by all colleagues, superiors, and subordinates

in the institution, then gradually his idealism was eroded by the culture or habits that were misleading.

In understanding psychology, people will tend to change more quickly if they often see, want to emulate, face pressure or pressure and so on, Anwary (2012).[34]. Just as described by the informant above, where the person in charge might not want or not think about misusing the budget, but because he was asked by a member of the regional legislative especially accompanied by intimidation, the deviation was then carried out and instead undermined.

Likewise, a statement from one of the head of division officials in the Semarang City Government DPKAD revealed that: the existence of various urgent life needs, especially with a small salary under current conditions in my opinion .. indirectly became one of the drivers of the emergence of corrupt behavior among employees .. this can be seen in plain view, that where the community gives a sense Respect for people who have wealth .. honest employees only become a matter of pride for a moment .. social relations at this time are very concerned about the material .. starting small things like, using what kind of cell phone? is there a car or not? the house is big or not? and so on ... all of which contributed to fostering our desire to make deviations when there is an opportunity ... so it is not surprising that the current corruption cases are rife [35].

It was also recognized by former member of the Presidential Advisory Council, Ryaas Rasyid, who revealed that, "the problem of corruption that now arises is political corruption, not bureaucratic corruption as happened in the New Order era.

Bureaucratic corruption is bureaucratic corruption. Political corruption is corruption committed by politicians for political purposes. Political corruption is very dangerous because it openly undermines state money” [36]. This reality is supported by the statement of Ade Irawan from ICW who explained that: The current pattern of corruption does not only involve businessmen and executives, but also politicians in the DPR. Even politicians are very powerful, the power of the DPR is manifested in their involvement in preparing the budget to the level of determining the type of goods purchased and the area where the construction is carried out. On the other hand, public control over the process is very minimal. Politicians in the Budget Agency are also experiencing great pressure from the party, they are required to seek funding for the party. As a result, the party will desperately protect politicians if indicated corruption [37].

The two expert statements illustrate that the current condition is distorted with authority and interests. If in the past because of the bureaucrat's authority was very large, then corruption was centered in the scope of the bureaucrat. But now it is changing when the legislature is given a large amount of power, so corruption has also shifted to the legislative institution, so that it is now evenly divided and no longer dominated by the executive. Likewise the judiciary is not free from corrupt behavior with many cases that ensnare as in the case of bribery and gratification.

Based on the fact that the emergence of corrupt behavioral tendencies that occur as previously stated, then the patterns of corruptive behavior that have been proven or are still under investigation in the city of Semarang, among others, by:

1. Officials and entrepreneurs carry out administrative engineering and fictitious reports for profit, then the profits are shared; This mode occurred in the 2003 fictitious scholarship case in which the Head of the Education Office and the Deputy Head of the Semarang City Education Office conspired with the PDIP party management to fabricate a

report on the distribution of scholarships. They manipulate the personal data of students who receive scholarships where the data is actually only fictitious, but the funds go into their pockets.[38];

2. Entrepreneurs intervene in the process of procuring goods/services in the framework of winning certain entrepreneurs/partners and raising the price or value of the contract, and the intended entrepreneur/partner provides an amount of money to the relevant officials.[39];
3. Public officials conspire with legislators in the budget preparation process by promising a certain amount of budget fees; example of a bribery case in the preparation of the Semarang City Regional Budget 2012. [40];
4. Misuse of authority of public officials to enrich groups or groups; example of a double budget APBD Kota Semarang T.A. 1999-2004 and alleged corruption case of Semarang City APBD communication fund T.A. 2004, [41];
5. Public officials conspire with employers to make fictitious contracts to apply for loans to banks; example of a case of burglary money from the Bank of Central Java, [42];
6. Procurement committee makes specifications of goods that lead to certain brands or products in order to win certain partners and mark up prices or contracts; an example of a case of allegedly inflating funds for the procurement of medical devices in the Semarang City Regional General Hospital (RSUD) in 2009[43];
7. Public officials ask for fees (upfront) to the winning bidder before implementing the project; example of the 2012 On-line Network Information System procurement case, [44];
8. Public officials and entrepreneurs make fictitious reports on the assessment of goods resulting from procurement that are not in accordance with the specified technical specifications; example of a mark up case in

- the procurement of a mud-suction car with the convicted Head of the Semarang City PSDA-ESDM Service, [45];
9. Public officials and entrepreneurs conspire to carry out fictitious projects and make fictitious reports; examples of cases of the implementation of natural disaster relief in 2009, the case of the procurement of the UN On-line Network Information System 2012;
 10. Embezzlement of local cash levies examples of cases of abuse of authority from the Village Chief of Pleburan Kec. South Semarang an. Slamet, SIP., MM who did not deposit street vendor levies to the Semarang City Regional Cash (2009)[46];
 11. Darkening of Regional Assets; example of an embezzlement of an official vehicle owned by the Semarang City Integrated Service and Licensing Agency (BPPT) carried out by the Secretary of the Semarang City BPPT, [47];
 12. Misappropriation of social assistance funds sourced from the regional budget; an example of a corruption case of embezzlement of the Independent Direct Assistance Fund for the Urban Subdistrict Development Project (P2KP) from the Semarang City Government by the BKM management "Bangun Sejahtera" [48];
 13. Falsification of land data in the process of land acquisition by officials who handle land acquisition; examples of land acquisition cases in the context of widening Jalan Tlogosari;
 14. Public officials conspire with third parties to appoint certain projects with certain rewards; an example of a case of alleged corruption in the inflation of land acquisition compensation funds in the construction of a retention pond in Exod. Panggung Lor - North Semarang by using the budget of the City of Semarang T.A. 2009, [49];
 15. Entrepreneurs intervene in the process of procurement of goods/services in the framework of winning certain entrepreneurs/partners and raising the price or value of the contract, and the intended entrepreneur/partner provides an amount of money to the relevant officials; an example of a case of allegedly inflating funds for the procurement of medical devices in the Semarang City Regional General Hospital (RSUD) in 2009;
 16. Public officials conspire with legislators in the budget preparation process by promising a certain amount of budget fees; an example of a bribery case in preparing the 2012 Semarang City Budget [50].
- The various modes of corruption disclosed above show that there are various ways commonly used by corrupt individuals in Semarang City in taking people's rights to fulfill their personal or group interests. The modes shown are not only happening in Semarang City, but are believed to be generally accepted in various regions because they have the same system and weaknesses that are easily distorted. The examples and modes of cases that occurred in the city of Semarang have similarities with the mode of summary results from the Corruption Eradication Commission (KPK) in Leden Marpaung (2009), which announced the existence of 8 modus operandi of corruption that is common in the regions, including:
1. The entrepreneur uses the influence of the central official to persuade the Regional Head/regional official to intervene in the procurement process in order to win certain entrepreneurs/partners and raise the price or contract value, and the intended entrepreneur/partner gives some money to the central and regional officials;
 2. The entrepreneur influences the Regional Head/regional official to intervene in the procurement process so that certain partners are won in a tender or appointed directly and the

- price of goods/services is raised (marked up). Then the difference is distributed;
3. The procurement committee makes specifications of goods that lead to certain brands or products in order to win certain partners and mark up prices or contracts;
 4. The Regional Head/regional official orders his subordinates to disburse and use budget funds that are not in accordance with their designation. Then the expenditures are accounted for by using evidence that is not true or fictitious;
 5. The Regional Head/regional official orders his subordinates to use regional funds/money for the personal interests of their colleagues or for the personal interests of the relevant regional official or certain group then to account for the expenditure referred to using fictitious evidence;
 6. The Regional Head issues Regional Regulations as the basis for granting wages or honorariums using the basis of higher laws and regulations that are no longer valid;
 7. Entrepreneurs, executive officers, and regional legislative officials agree to conduct a ruislag on the assets of the Regional Government and mark up the replacement assets of the entrepreneurs/partners;
 8. The Regional Heads ask for fees (upfront) to the winning bidder before implementing the project;
 9. The Regional Head receives a sum of money from partners by promising to be given a procurement project;
 10. The Regional Head opens an account in the name of the regional treasury, with personal specimens (not appointed officials and treasurers) intended to facilitate the disbursement of funds without going through procedures;
 11. The Regional Head requests or receives demand deposits (savings from government funds) placed in banks;
 12. The Regional Head gives permission for the management of natural resources to entrepreneurs who do not have the ability and financial interests for their personal or group interests;
 13. The Regional Head receives money/goods related to the licensing process that he issued;
 14. The Regional Head/family/group buys the goods at a low price, then resells them to the agency at the marked up price;
 15. The Regional Head asks his subordinates to repay their personal belongings using the regional budget;
 16. The Regional Head gives funds to certain officials with a budget burden on the grounds of administering DAU/DAK;
 17. The Regional Head gives funds to the DPRD in the process of preparing the RAPBD;
 18. The Regional Head issues funds for private cases at the expense of the regional budget [51].
- The modes of corruption described above show a variety of ways commonly practiced by corrupt individuals in the region in extracting people's money to fulfill their interests or their groups. These methods are commonly carried out and are identified to have spread to other areas in accordance with the mode desired by the perpetrators of corruption. Some modes may have been abandoned because the KPK and the auditor body have sniffed and succeeded in closing this opportunity to implement the method.
- Likewise, regulations or regulations on financial management have tightened the use of money, making this mode difficult to operate again. But like a criminal theory where the perpetrators of crime are always one step ahead in carrying out their actions to avoid arrest for their actions. The

perpetrators who indicated corruption were always trying to find ways or methods that were as smooth and neat as possible to complicate the disclosure and arrest of the authorities.

Modes of corruption are now growing along with the changes made by trying other ways that are difficult to monitor. There is also another model that is by making rules (Perda or Perwal) that provide convenience and leeway which are then used as a legal umbrella in carrying out these actions. So from the various methods and methods that will be tried or even carried out by these corruption activists, now all that remains is to expect the seriousness of law enforcement and oversight from the public, the press, NGOs, and so forth.

It is also the spotlight that is due to the high cost of political costs provides a necessity for political cadres and political party members to find sources of funding to support their political parties. However, due to the difficulty in obtaining these (legal) sources of income, the development budget and the administration of the government which were the main targets were crushed and dredged in a crowd. Moreover, conditions are supported by weak supervision, lack of understanding, and control from the community.

So that from this series of phenomena there was a kind of political corruption cycle in which politicians corrupted the people's money because it was understood that the cost to get sympathizers from the community was very large. While the public also has a tendency to elect legislative members who dare to pour large amounts of money, although it is not known exactly where the money or funds are from. Because the thought was only for a moment, the important thing was to have enjoyed his help even though it wasn't much. Receiving the money was also based on confusion because many legislative candidates or regional head candidates took part in the election, while all promised good things. As a result of this confusion, they accepted and chose the one who gave the

envelope. The results obtained clearly have a negative effect on the community because they should increase their welfare, but due to the lack of understanding of the consequences of the allure of money in politics, it is directly or indirectly clear that the destruction will be received and further away from the welfare conditions that are desirable.

Reflecting on this problem, socialization and understanding to the public is needed to be selective in choosing legislators because the pros and cons of legislative candidates determine the direction of development in their regions over the next 5 years. Another thing is to raise public awareness that the mode of money politics will only provide small and momentary benefits and is clearly very detrimental to the development of the region for 5 years.

It is known that in the development of state life in this country, one of the most highlighted elements in the creation of corruption is the existence of very expensive political costs, this is the beginning of financial irregularities in the region and it was acknowledged by an informant from a member of the Semarang City DPRD who say that:... salary as a member of the board practically used to pay fees and various details about party needs .. besides that it also fulfills various costs or social needs of constituents ... so far, I live on income as a teacher and give lectures at various seminars ... other income for example from some work activities such as meeting fees, work visits, and various other legal benefits [52].

Based on the results of interviews with informants from the DPRD members above, it is known that the level of expenditure of a legislative member is quite large because besides fulfilling the necessities of life for his family, he must also finance the social needs of his constituents and contributions to his political party. Of the many expenses like this in addition to maintaining the prestige and appearance in the eyes of the general public, indirectly requires additional funds that are not small. Especially now that lifestyle, style, and a variety of sparkling materials seem to be needed to boost prestige and

authority in the social interaction environment. So as if it becomes an indirect booster and driver in increasing income or income for the needs and demands of life in a fast and practical way.

But this does not necessarily only hit members of the legislature, the bureaucrats do not differ much. For the sake of increasing the dignity and values in the eyes of colleagues and in the community, the officials who incidentally earn little have a consumptive style with a variety of facilities such as large houses, cars (even with a rental system of course), expensive mobile phones, clothing collections, hobbies sports, food tastes, and so on. If you have a legacy and a successful side business is certainly not a problem, but often this hedonic style is held to show the prestige and great impression of colleagues and their environment.

From these observations in the bureaucrat's environment, it is not difficult to find officials whose salaries are severely cut off by various kinds of credit, installments, installments, and so on. In fact, he dared to owe a lot to several of his colleagues in order to maintain the prestige, the impression was great, and various dignity and dignity. Very afraid to be known as someone who is still poor, cool, and has nothing. More proud of the variety of camouflage that wraps itself and ultimately his confidence is maintained. From this phenomenon, there is no doubt that some politicians and bureaucrats are involved in various cases of corruption because of these lifestyle demands and community evaluations that still tend to respect material abundance and luxury. The existence of a very large need but not balanced with a large (legal/legal) income also makes corrupt behavior the only misguided solution carried out with all the risks.

In the recognition of the aforementioned informants, the financial condition of the members of the legislature was also seen which was far from the general estimate. Being a member of the legislature especially at the central level (DPR), the direct shadow of people on the luxury and

abundance of facilities and various other needs are sufficient. But what was conveyed by the informant above made us pondered for a moment pondering the true or not depth of what was explained. However, after cross-checking with several sources, it was believed that not all members of the legislature had an abundance of income, not a few of them were from the beginning of life and mediocre income and not too large. Likewise, not all members of the council have rotten morals that only accumulate wealth from the results of dredging the development budget, selling off promises, manipulating, and so on. There are also some people who remain and still have integrity, dedication, morality, and a high sense of responsibility for what is entrusted to him. Likewise from the results of the conversation with one of the informants from other members of the legislature also revealed that: a lot of social costs of constituents that have to be spent such as helping with education, marriage, medical expenses and providing travel expenses when the constituents are traveling .. any pressure like this, if not impatient will bring up the thought to increase revenue in a short time, among others by playing a budget, to become a project broker, blackmail, and so on ... the pressure is even stronger if you receive a number of proposals for medium-term activities [53].

Based on the explanation, it shows that the community is actually indirectly "forcing" legislators to commit irregularities because if so many of these requests are accommodated by the members of the council then it gives an opportunity to do corruption. Because it is not possible for a member of the legislature to give money or funds from salary income or other legal benefits that may have been directly used for the needs of his family. With so many insistence on the needs of constituents with various reasons and needs to encourage members of the council to look for other income that may be corrupt as stated above, for example, playing a budget, becoming a development project scalper, collusion with

entrepreneurs, becoming a middle-man for bureaucrats, pressing apparatus, and so on.

There is also a tendency in the minds of the public or constituents that the income as a member of the legislative body is so abundant and abundant that even if asked, it has no effect. This public perception by seeing so much additional income as a member of the council outside the salary such as; some allowances, meeting fees, difference in SPPD, pocket money, recess fees, being a speaker, and so forth. Likewise, the constituent's request arose because of a desire or demand for repayment during the battle in the last election.

However, not all requests are purely from constituents or the public, from interviews it is acknowledged that there are also some that are the initiative of legislators who want to provide feedback on assistance that was provided and also to improve relations with their constituents to maintain opportunities in the next election. So that the interdependence and symbiotic relationship of mutualism like this gives an understanding that both parties must always work together in synergy for the sake of achieving their respective interests.

Next from one of the results of an interview with a board member who revealed the following: ... throughout 2018, I have received about 40 proposals from various purposes such as; construction of places of worship, road repairs, drainage, schools, to sports facilities ... I usually proceed with proposals for sports activities to private companies, while for infrastructure development I send them to several SOEs/Ds because generally they have partnership programs and community development [54].

Based on the above disclosures shows so many requests from constituents. This is of course if no diversion is made or other assistance may be difficult to realize. Therefore, the members of the council involve other agencies such as BUMN/BUMD so that the demands of the community or constituents can be accommodated. The accumulation of such requests may be an

indication that the implementation of development in the regions does not touch the needs of the community. It could be that the government has implemented various other development agendas that are macro in nature and have a large budget allocation. Likewise, the large number of community needs with limited budget allocations certainly cannot accommodate all of these needs and needs. So that one of the community's efforts is to collect legislative members' promises.

Based on the description of all disclosures from the Semarang City bureaucrat and the legislative members, it shows that there is a phenomenon of how the drive and interest to make deviations in the form of corrupt behavior can be realized. The existence of the urgency of the necessities of life, increased prestige in society, intimidation or pressure from other parties, and future political interests, become an argument for carrying out the tendency of corrupt behavior in the administration of government especially in local governments. Likewise, weak commitments, less strict regulations, minimal income, and suboptimal control are the main drivers of the emergence of interest and tendency to commit deviations.

V. CONCLUSION

Regional autonomy by giving decentralized authority has proven to open opportunities for corruption, this can be observed in the administration of government in Semarang City, where by using Robert Klitgaard's formulation, this corruption occurs so massive, systematic and structured in various institutions, levels, with various modes that lie behind it. Corruption tends to follow the pattern of changes in anticipation that are rolled out through various rules, regulations, and provisions. Even so, the behavior of corruption has become more subtle, highly classified and prudent as a result of the active involvement of the KPK and BPK.

Seriousness in efforts to eradicate corruption by the Semarang City Government has not been maximized because it is evident from the results of studies that indicate that the efforts made tend not to touch the essence of eliminating or minimizing corruption cases that occur. The main thing that was not paid attention to was the rampant modus operandi with the old pattern of use, leadership commitment which was not yet optimal, anticipatory efforts and the effect of sanctions that had not been running as it should have so that there was still a chance of corruption.

REFERENCES

- [1] Bihamding, H. (2017). *Perspektif Korupsi dari Akar Penyebabnya*. Yogyakarta: Deepublish.
- [2] <http://infokorupsi.com/id/korupsi.php?ac=4605&1=kota-semarang-urutan-pertama-dalam-jumlah-kasus-korupsi>, accessed December 12, 2019.
- [3] <http://infokorupsi.com/id/korupsi.php?ac=8300&1=pengadilan-tipikor-semarang-mulai-tangani-dua-kasus-korupsi>, accessed December 12, 2019.
- [4] <http://infokorupsi.com/id/korupsi.php?ac=8990&1=kejari-semarang-eksekusi-empat-terpidana-korupsi-beasiswa-fiktif>, accessed December 12, 2019.
- [5] <http://infokorupsi.com/id/korupsi.php?ac=2549&1=eksekusi-11-terpidana-korupsi-apbd-kota-semarang-tunggu-instruksi-kajari>, accessed December 12, 2019.
- [6] <http://nasional.vivanews.com/news/read/244175-muladi-koruptor-tak-layak-dapat-remisi>, accessed December 12, 2019.
- [7] <http://korupsi.vivanews.com/news/read/75581-kejaksan-utang-40-kasus-korupsi-kakap>, accessed December 12, 2019.
- [8] <http://infokorupsi.com/id/korupsi.php?ac=857&1=kpk-usut-kasus-korupsi-dprd-semarang>, accessed December 7, 2019.
- [9] <http://ayosemarang.com>, accessed November 20, 2019.
- [10] <http://m.bisnis.com>, accessed November 21, 2019.
- [11] www.ti.or.id/index.php/publication/2011/12/01/corruption-perception-index-2011, accessed December 12, 2019.
- [12] <http://www.hariansemarang.net/index.php/kasus/dugaan-korupsi/918-kejati-tetapkan-2-tersangka-korupsi-pengadaan-pbb-online.html>, accessed December 12, 2019.
- [13] <https://news.detik.com/berita/d-3738045/ini-indeks-persepsi-korupsi-2017-jakut-raih-predikat-terbersih>, accessed January 17, 2019.
- [14] Messwati, E. D. (2012). *Demokrasi, Korupsi, dan Kesejahteraan*. Retrieved from <https://nasional.kompas.com/read/2012/02/09/03471623/demokrasi.korupsi.dan.kesejahteraan.?page=all>.
- [15] www.ti.or.id/index.php/publication/2011/12/01/corruption-perception-index-2011, accessed December 12, 2019.
- [16] <http://infokorupsi.com/id/korupsi.php?ac=8255&1=korupsi-proyek-kolam-retensi-semarang>, accessed December 12, 2019.
- [17] Rosidi, A. (2009). *Korupsi dan Kebudayaan*. Jakarta: Dunia Pustaka Jaya.
- [18] Dharmawan, H. C. B., & Al Soni, B. L. (2004). *Surga Para Koruptor*. Jakarta: Penerbit Buku Kompas.
- [19] Jawa Pos. (2011). Modus Kolusi Pemda-DPRD.
- [20] Harahap, K. (2009). *Pemberantasan Korupsi di Indonesia Jalan Tiada Ujung*. Bandung: Grafitri.
- [21] Klitgaard, R. (2011). *Membasmi Korupsi*. Terjemahan: Hermoyo. Jakarta: Yayasan Obor Indonesia.
- [22] Klitgaard, R. (2005). *Penuntun Pemberantasan Korupsi dalam Pemerintah Daerah*. Jakarta: Yayasan Obor Indonesia.
- [23] Kaffah, E., & Amrollah, M. A. (2003). *Fight Korupsi: Amanah Vs Kekuasaan*. Mataram: Solidaritas Masyarakat Transparansi NTB.
- [24] Hamzah, A. (2005). *Pemberantasan Korupsi: Melalui Hukum Pidana Nasional dan Internasional*. Jakarta: RajaGrafindo Persada.
- [25] Kaffah, E., & Amrollah, M. A. (2003). *Fight Korupsi: Amanah Vs Kekuasaan*. Mataram: Solidaritas Masyarakat Transparansi NTB.
- [26] Arikunto, S. (2007). *Prosedur Penelitian: Suatu Pendekatan Praktek*. Jakarta: Rineka Cipta.
- [27] Garna, J. K. (2009). *Metoda Penelitian Kualitatif*. Bandung: The Justira Garna Foundation dan Primaco Akademika.
- [28] Klitgaard, R. (2001). *Membasmi Korupsi*. Jakarta: Yayasan Obor Indonesia.
- [29] Prajonggo, KPHA Tjandra Sridjaja. (2010). *Sifat Melawan Hukum dalam Tindak Pidana Korupsi*. Jakarta: Indonesia Lawyer Club.
- [30] Nico, A., & Prima, J. L. (2010). *Korupsi di Daerah, Modus Operandi dan Peta Jalan Pencegahannya*. Surabaya: Putra Media Nusantara.
- [31] Girsang, J. (2012). *Abuse of Power: Penyalahgunaan Kekuasaan Aparat Penegak Hukum dalam Penanganan Tindak Pidana Korupsi*. Jakarta: JG Publishing.

- [32] <http://ayosemarang.com>, accessed January 7, 2020.
- [33] Interview with an informant from one of the section heads in Development Planning Agency at Sub-National Level Semarang on October 28, 2018.
- [34] Anwary, S. (2012). *Perang Melawan Korupsi di Indonesia: Studi Kasus Maraknya Tindak Pidana Korupsi, Penindakan dan Strategi Pemberantasannya*. Bogor: ISEPS.
- [35] Results of an interview with one of the section heads officials in Regional Financial and Asset Management Agency Semarang on August 26, 2019
- [36] Quoted from Kompas daily on October 24, 2011 in the Politics & Law column entitled "Declining Community Satisfaction: Eradicating Corruption is Not Satisfactory".
- [37] Published in Kompas daily on September 2, 2011 in the Corruption Eradication article with the title, "Investigate the Budgetary Body".
- [38] <http://infokorupsi.com/id/korupsi.php?ac=8990&1=kejari-semarang-eksekusi-empat-terpidana-korupsi-beasiswa-fiktif>, accessed November 20, 2019.
- [39] <http://infokorupsi.com/id/korupsi.php?ac=6597&1=kejati-siap-buka-kasus-dugaan-korupsi-walikota-semarang-sukawi-sutarip>, accessed December 20, 2019.
- [40] <http://infokorupsi.com/id/korupsi.php?ac=2549&1=eksekusi-11-terpidana-korupsi-apbd-kota-semarang-tunggu-instruksi-kajari>, accessed December 20, 2019.
- [41] <http://infokorupsi.com/id/korupsi.php?ac=857&1=kpk-usut-kasus-korupsi-dprd-semarang>, accessed December 20, 2019.
- [42] <http://www.antikorupsijateng.wordpress.com/2010/04/24/kpk-akan-sambangi-pemkot-semarang-lagi/>, accessed December 20, 2019.
- [43] <http://infokorupsi.com/id/korupsi.php?ac=9394&1=kejati-periksa-saksi-kasus-korupsi-rsud-semarang>, accessed December 20, 2019.
- [44] <http://www.hariansemarang.net/index.php/kasus/dugaan-korupsi-918-kejati-tetapkan-2-tersangka-korupsi-pengadaan-pbb-online.html>, accessed December 20, 2019.
- [45] <http://www.suaramerdeka.com/harian/0307/30/kot8.htm>, accessed December 20, 2019
- [46] <http://www.suaramerdeka.com/harian/0704/02/nas16.htm>, accessed December 20, 2019.
- [47] <http://www.antikorupsijateng.wordpress.com/2010/04/24/kpk-akan-sambangi-pemkot-semarang-lagi/>, accessed December 20, 2019.
- [48] <http://www.suaramerdeka.com/harian/0407/27/nas14.htm>, accessed December 20, 2019.
- [49] <http://infokorupsi.com/id/korupsi.php?ac=8255&1=korupsi-proyek-kolam-retensi-semarang>, accessed December 20, 2019.
- [50] <http://www.bola.kompas.com/read/2008/02/28/12303750/AMPUH.Tuntut.Kasus.Walikota.Semarang.Ditangani.KPK>, accessed December 20, 2019.
- [51] Marpaung, L. (2009). *Tindak Pidana Korupsi: Pemberantasan dan Pencegahan*. Jakarta: Djambatan.
- [52] Interview with an informant from the Semarang City regional legislature on February 20, 2019. The disclosure presented is a picture that a member of the board also has a lot of expenses including obligations to the party and its constituents
- [53] Results of interviews with informants from Semarang City DPRD members on February 23, 2019.
- [54] The results of interviews with informants from parliamentarians on February 24, 2019.