

“FRAUD” IN THE MANAGEMENT OF FUNCTIONAL LITERACY PROGRAM

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Abstract; The aim of this research is to identify the pattern of fraud in the management of functional literacy program. This is a descriptive qualitative research. This research employed primary data with interview, institutional document analysis, and observation as the method of data collection. The findings of this research suggest that there are some fraud patterns found in the management of functional literacy program i.e. (1) the proposal creation as an administrative formality (2) the reduction of the learning duration (3) the reduction of the tutor's transportation fees (4) the reduction of the stationery procurement budget.

Abstrak; Tujuan dari penelitian ini adalah untuk mengetahui bagaimanakah bentuk pola *fraud* yang terjadi pada pengelolaan program keaksaraan fungsional. Penelitian ini merupakan jenis penelitian kualitatif deskriptif. Data yang digunakan merupakan data primer dengan teknik pengumpulan data menggunakan wawancara, analisis dokumen lembaga dan observasi. Hasil pengamatan peneliti menunjukkan bahwa terdapat beberapa bentuk *fraud* yang terjadi pada program pengelolaan keaksaraan fungsional yaitu (1) pembuatan proposal sebagai formalitas administrasi (2) pemangkasan waktu belajar (3) pemangkasan uang transport tutor (4) pemangkasan uang pengadaan ATK (alat tulis kantor)

INTRODUCTION

The massive number of the illiterates is becoming a national problem which is not fully solved until now. East Java occupies on the top position as the Province with the highest number of illiterates in Indonesia. In 2012, the number of the illiterates in East Java is 1,2 millions, and in 2014, it was recorded that 596.144 people in East Java were illiterate (www.encycity.co.id).

According to BPS (Central Bureau of Statistics) data in 2010, the number of the illiterates in Madura region is 97.110 in Bangkalan district; 142.850 in Sampang district; 86.247 in Pamekasan district, and 169.747 in Sumenep district. However, those numbers were a little bit decreasing as the functional literacy program was conducted annually. The illiterates commonly live in rural areas/rural inhabitants such as: farmers, labors, fishermen, and there are also a group of poor urban inhabitants such as low-income labors and unemployed inhabitants (Hawadi et.al, 2013:1).

The functional literacy program has been conducted by the government since 1960's, however the number of the illiterates is still excessive till now. Nowadays, the number of the illiterates in Indonesia is reaching around 3,6 millions people according to the census conducted by BPS in 2013. Meanwhile in East Java itself, the number of the illiterates is around 1,2 millions according to the census conducted by BPS in 2012.

In an attempt to solve that kind of problem in 1997/1998, a tryout of Illiteracy Eradication Program was conducted with the functional literacy approach. This program was designated to increase the internal motivation of the learning participants. Functional literacy is an approach or way to develop someone's Three Rs (reading, writing, and arithmetic) skills which is based on daily needs, interests, life experiences, and also by utilizing the surrounding potentials.

The government's strategy in order to achieve the literate society through the management of functional literacy program has been becoming the main concern for the central government, provincial governments, and also the local governments. The government's concern for functional literacy program is in line with the social grant provided for this program. The nominal of the grant refers to the Juknis (Technical Guidelines) from Kemendikbud (Ministry of Education and Culture) Ditjen PAUD dan Dikmas (Directorate General of Early Childhood Education and Community Education) fiscal year 2016 which states that the amount of the nominal for ten learning participants (in one group) is four millions and five hundred thousand rupiahs (Rp. 4.500.000) if the grant is derived from APBN (Indonesian State Budget), however, if the grant was originated from the provincial offices and the local government, the grant will be adjusted accordingly to the APBD (Regional Government Budget) in each regions.

The reality on the field shows that the management of functional literacy program has not yet been optimized for the careless management in terms of recruiting the learning participants and also in managing the grant of the program which is often being manipulated in its BFARs (Budget and Financial Accountability Reports), whereas all the managers have their each and clear job descriptions written in the SOP (Standard Operation Procedure) which has already been set by the government in order to reduce the illiterates. The conduct of functional literacy needs adequate personnel resources and the involvement of professional and technical experts such various learning media, workshop, infrastructure, tutors, and supervisors. Functional literacy will not last long in a fragile psychological environment (Marzuki,2012:123).

The management of functional literacy is believed to be susceptible to fraud. This can be seen from the many cases which stick out to the public, one of them is the fraud of the functional literacy in West Java. Besides that, the diversion grants case of functional literacy program also occurred in Sumenep district, in which the realization of 2015 functional literacy program in Sumenep, Madura was not right on target for some learning participants of the program which were being recruited were already able to read and had a diploma, and surprisingly, some of them were college graduates.

Several studies on the management of functional literacy program have already been conducted before, such as its relation to social economic impact (Hartini, et. al 2012); the conduct of basic functional literacy through local-language-based mother tongue in mastering the learning participants' literacy in Depok village (Sa'dah, et. al

2015); and the factors influencing the tutors' performance (Sudjarti, 2015). Based on the explanation above, writer is attracted to conduct a research about the occurrence of fraud in the management and the accountability of functional literacy program, especially on the patterns of the fraud occurred.

LITERATURE REVIEW

Functional Literacy

Functional Literacy is an approach or a way to develop someone's ability in reading, writing, arithmetic, and ability to observe and analyze which is experience-oriented and also by utilizing the surrounding potentials. Basic functional literacy program is an attempt to develop the literacy of the adult society with the low literacy skills or the illiterate society from age 15-59 onwards in order to have the attitude, knowledge, and skills in using the ability to listen, speak, read, write, and calculate in order to be able to communicate written/spoken texts by using letters and numbers in Bahasa Indonesia to support their daily activity in the family and the society (*Petunjuk Teknis Program Pendidikan Keaksaraan Dasar* tahun 2014). This program aims to: (1) give educational service to society from age 15 onwards with the priority on 15-59 years old who are not able to write, read, calculate and/or to communicate in Bahasa Indonesia. (2) teach the basic skills to write, read, calculate and/or to communicate in Bahasa Indonesia, and also to teach the basic skills which can be utilized in the daily life to the participants. (3) accelerate the illiterates eradication in Indonesia.

Any institutions which want to organize the functional literacy program by using the APBD II, APBD I, and APBN, are required to have an operational permit from the Education Offices. If the institution has already met the requirements, the institution must have a Budget and Financial Accountability Report (BFARs) from the beginning till the end of the program.

The technical guidelines in managing the grant of the functional literacy program from Kemendikbud Ditjen PAUD dan Dikmas. According to the technical guidelines, fiscal year 2016 was increasing by the hopes that the management of the functional literacy program is effectively conducted. The proportion of the grant utilization of basic functional literacy program in 2016 is displayed in table 1.

Table1. The proportion of the grant utilization of basic functional literacy program in 2016 (Cost Component)

No	Funded Component	Details	Price/Unit
1	Participants identifications (Max. 2,22%)	The data of the illiterate villagers based on BPS	Rp. 10.000
2	Stationeries for 10 participants (Max. 6,22%)	Pencils, pens, erasers, books, white/blackboard, board marker, chalk etc	Rp. 280.000
3	Motivational supports for 10 participants (Max 11,11%)	Stimulus (aids) to increase the learning motivation	Rp. 500.000
4	Literacy education for 10 participants (Min. 13,34%)	The arrangement/purchase of learning materials or practical materials	Rp. 600.000
5	Assessment conduct for 10 participants (Max. 2,22%)	Copy of question sheet, grading management, tabulation of the grading result and issuing Adult Literacy Certificate	Rp. 100.000
6	Transportation fee of 1 tutor (for 10 participants) (Min. 44,44%)	Transportation fee of 1 tutor during the program	Rp.2.000.000
7	The management of the program (Maks 20,45%)	Transportation fee for the organizer, program monitor, documentation and report.	Rp. 920.000

One learning group consists of 10 learning participants = Rp 4.500.000,-

Source : *Petunjuk Juknis Pengajuan, Penyaluran Dan Pengelolaan Bantuan Program Keaksaraan Dasar* tahun 2016,

RESEARCH METHOD

This research employs qualitative descriptive method. Descriptive research is chosen for the format of a descriptive research is very suitable if it is used for analyzing issues which require deep analyzes, such as the issue of the consumer behavior towards a product, the effect of media toward the audience's perspective, the issue of the implementation of some policies in society etc. (Bugin, 2007).

This research aims to identify the patterns of fraud done by the functional literacy program manager on field and also to reveal the facts on how the grant of the program were managed and organized.

The method of data collection of qualitative research consists of 6 types, those are: document archival records, interview, direct observation, participant observation, and physical artifacts. Writer employs interview, institutional document analyzes and observation to collect the data. The primary informants in this research were the organizers, tutors, and the learning participants of the functional literacy program such as: NGO, Community Learning Center, Foundation, Officials who were responsible for functional literacy program, and other community organizations which truly manage the functional literacy program. In order to determine the informant of this research, some criteria were picked by writer. Those criteria were picked by the intention to get as much information as possible from many various sources.

FINDINGS AND DISCUSSION

"Fraud" on Functional Literacy Program Proposals

In proposing a functional literacy program, institutions are required to make a proposal to Education Offices in accordance with the technical guidelines issued by Ministry of Education and Culture in 2016. In making a proposal to organize a functional literacy program, the institution should attach its valid institutional legality along with the residence ID card of the illiterates in accordance with the data in BPS by requesting recommendation from sub-district UPTD (Regional Technical Implementation Unit), or the head of the district Education Offices on the condition that the participants of the program are 15-59 years old, and participants age 45 years onwards becomes the priority.

Before determining the functional literacy program grant-manager, the district Education Office makes some appraisal on the proposal by the following purpose: (1) to know the eligibility of the proposal proposed by the institution, (2) to know and to map the candidate institution to manage the program. However in its practices, writer finds the occurrence of fraud in the proposal of functional literacy program, following are the statements of Mr. MB as the head of an NGO which manages functional literacy program.

"Our institution gets the program annually from APBN, APBD I, and APBD II grant for our institution has already been trusted by the Education Offices. If there is available quota remains, the Head Offices always informs me to make a coordination meeting".

Based on Mr. MB's statements above, the institution which is managed for the functional literacy program always gets the program from grant provided by APBN, APBD I or APBD II in one fiscal year and it depends on the amount of the quota of the project which is determined by the government. It was because the institution managed by Mr. MB is very professional in conducting functional literacy program. From the statements of Mr. MB as the head of the NGO, it is also strengthen by Mr. BR who was a head of an NGO as well. Following is the statements of Mr. BR as a head of NGO which organizes functional literacy program.

"The involvement of all organizations/institutions in escorting the government program should be proactive, so that the function of the organization may work properly. Every year I always ask the Education Offices about the functional literacy program and for us it was reasonable as the organization runs and the most important thing is that we have self

awareness, it is because the staffs on the Education Offices are mostly honorary, so we share even our smallest fortune”.

From Mr. BR's statements as a head of NGO, he explains that the involvement of all organizations/institutions in escorting the government program should be proactive for it is in line with the major role and function of an organization, so that the organization may work properly. He also explains that on the behalf of his organization/institution, he requested the functional literacy program to the Education Offices and that thing was considered very reasonable for that still related to the function of organization/institution in which he is in charged for, he also adds that if there is some fortune remains from management of functional literacy program, he always share it with the staffs of the Education Offices for the majority staffs in district X were honorary, that means the staff are not paid by the government. Fraudsters are apparently very different from the other criminals. Commonly fraudsters are those who have good and better educational background, more religious, have no previous criminal records, they don't drink and don't use drugs (Albrecht *et al.* 2009: 33). Fraudster seems to have a good psychological health as well, full of optimism and self esteem, highly motivated, and they come from the happy family. Besides that, most of them are having a good character (kindness), good self control, warm social relations and empathy.

Fraud on Functional Literacy Program Management

In managing the functional literacy program – as it is written in the Technical Guidelines of functional literacy program, the government expects that the institutions as the organizers of the program will: (a) not conduct any communications which lead to corruption, collusion, and nepotism, (b) not undertake corruption, collusion, and nepotism, (c) not give anything related to the grant transfer which is categorized as bribe and/or gratification.

However in its practices, just like what has been observed by the writer, the management of the functional literacy program in district X is not free from fraud practices. Here, the writer observed the proposal of functional literacy program proposed to the Education Offices as the institution which plays an important role in eradicating illiteracy. Following are the statements of Mr. MB as the head of the institution which organizes the functional literacy program.

“Institutions get the program without making the proposal first, however we firstly ask (verbally) to the Education Offices the amount of the target project in accordance with the project quota in accordance with the fiscal year, then after that we make our proposals.”

From Mr. MB's explanations above, he explains that institutions get the functional literacy program without firstly making the proposal to the Education Offices, however the institutions firstly ask (verbally) the amount of the quota of the project that will be undertaken by the Education Offices, and then the institutions make their proposals to the Education Offices after that. This is in line with what has been stated by Mr. EP as the inspector of PNFI (Non-Formal and In-Formal Education) in district X, following are the statements given by Mr. EP:

“The Institutions which get the functional literacy program firstly ask the number of the project to the Education Offices as the authorized institutions of the program after the Education Offices has validated the eligibility of the institutions, that was done by the Education Offices in order to look for the institutions which are truly able and want to manage the program. If it is not on that way, the quota of the project will not be absorbed properly”.

In this case the writer suggests that, the Education Offices, as the authorized institutions for making the policy to validate the proposals of functional literacy program propose by the management institution, should firstly publish the project quota of the fiscal year to the media. By doing so, every institution will be able to compete in getting the management program in accordance with their domicile. Every institution which was domiciled in the project area of the functional literacy program will get the shares for the effectiveness of the program. The functions of the organization

are to plan, conduct, monitor, control, and to evaluate in order to maintain and develop the quality of basic functional literacy program (Iskandar et.al, 2016:4).

In conducting this program, a tutor i.e. the one who teaches non-formal education is needed, even though the tutor was the one who teach a formal education. The success of the functional literacy program is really determined by the tutor's role in the teaching-learning process, for the tutor's role in the program consists of several basic aspects relating to the participants Three Rs basic skills in understanding letters, constructing words, constructing sentences, reading with fluency without no one's help, writing skills, writing the information according to their thought without no one's help, and arithmetic skills. Besides that, the tutor's role is very important in issuing the Literacy Certificate for it implicitly becomes the tutor's absolute responsibility to give the marks on the certificate, even though explicitly, the one who assigned the Literacy Certificate is the head of the organizer.

According to the writer's observation, in the teaching-learning process, it is found that the number of the tutor is not comparable with the number of the learning participants of the program, which means one tutor teaches more than one learning group consists of ten learning participants, whereas according to the Technical Guidelines one tutor is responsible for one learning group consist of ten learning participants. Following is the explanations from Mr. ABH as a tutor in functional literacy program.

"I have been becoming a tutor of functional literacy program for long, I get used to handle the teaching-learning process with a huge number of learning participants".

From Mr. ABH's explanations as a tutor in functional literacy program, he states that he has been becoming a tutor of the program for a long time and that he has already got used to handle the teaching-learning processes with 20-30 learning participants in one learning group. Besides that, he also teaches in other groups from the same institutions and also from the other institutions under the condition that the teaching schedule is not overlapping. Mr. ABH's statement is strengthened by the statements of Mr. Mb as the head organizer of functional literacy program. Following is the statements of Mr. MB relating to the teaching-learning processes:

"The teaching-learning process of functional literacy program is based on the Technical Guidelines of functional literacy program management by the standard of one tutor for 10 learning participants – by allocating 144 hours face-to-face learning within 6 months time span with 2-3 face-to-face learning per week. I only use 1 tutor for 20-30 learning participants, we necessarily need to do that because the grant of the program is very minimum, while the grant of the place which is used for the learning process is not provided in the Technical Guidelines. Let say that we live in someone's house, so we should pay a rent to the land lord and the local community leaders. That's the eastern culture (*kulo nuwun*), that was reasonable".

Based on Mr. MB's statements above, he explains that in the teaching-learning processes we should refer to the Technical Guidelines, however, due to the minimum grant provided for the management, the institutions make their own management style. That was necessarily needed to be done for there is some grant which is not being provided in the Technical Guidelines, such as the grant to pay the rent of the place used for the teaching-learning processes, and also the expense that we need for the operational permit to the local leaders etc.

Apart from the things which are being discussed above, there is one thing that the writer got from analyzing the Technical Guidelines of the proposals, distributions and the managements of the grant of literacy program on fiscal year 2016. There is amount of transportation's fee as much as two millions rupiahs for the tutor, and also the motivational supports for the learning participants as much as five hundred thousand rupiahs for ten learning participants. On the reality, the amount of the transportation's fee which is given to the tutor and the learning participants does not correspond to what it has been provided in the Technical Guidelines. This kind of fact certainly disadvantages the tutors which will possibly affect their commitment as a tutor.

The last component which the writer can explain is that the issue of the stationeries procurement of the functional literacy program. The cost of the stationery for the functional literacy program is two hundred thousand rupiahs for ten learning participants according to the Technical Guidelines issued by the Ministry of Education year 2016. Based on writer's observation on the field about the issues of the stationeries procurement, it is found that the cost of stationeries is below the standard cost which is written in the Technical Guidelines.

Based on the writer's observation, after analyzing the stationery costs spent by the organizer for the learning participants is approximately four thousand rupiahs for two note books, @ 1 exemplar of one note book costs two thousand rupiahs, one thousand rupiahs for one pen, eight hundred rupiahs for one pencil, one thousand rupiahs for one pencil sharpener, five hundred rupiahs for one eraser, the total approximate cost of the stationery spent by the institutions for the learning participants is thirty-seven thousand rupiahs, if we refer to the Technical Guidelines issued by the Ministry of Education and Culture the amount of the grant provided for the stationery procurement is eighty thousand rupiahs for one learning participant, it is two hundred thousand rupiahs for one learning group which consists of ten learning participants including the grant for 1 whiteboard, 10 board markers and one board eraser. If the approximate cost of one whiteboard is fifty thousand rupiahs, one board marker costs four thousand rupiahs then it would be forty thousand rupiahs for ten board markers, and one eraser costs one thousand and five hundred rupiahs, the total costs would be ninety-one thousand and five hundred rupiahs.

CONCLUSION

Based on the discussions above, it can be concluded that the patterns of fraud in the management of functional literacy program are: the existence of collusion in the proposals and appointment of the manager, discrepancy between the program and the regulation of the literacy management with what has been required and also the existence of manipulation in the conduct and the report of the program. From the fraud pattern occurred on the management of functional literacy program, some actions which have been done are the creation of proposals as an administrative formality, the reduction of the learning duration, the reduction of the tutor's transportations fee, and the reduction of the stationery procurements fee. Whereas the frauds in terms of the accountability are in form manipulation on tutor's salary, purchasing receipt, attendance list, and counterfeiting purchasing receipt. This occurrence of fraud in the management of functional literacy program is involving many parties such as Offices, the appointed institutions to manage the program, and the literacy participants.

In order to minimize the occurrence of fraud, in the management of functional literacy program, several actions can be taken such as the implementation of internal control starting from the proposals, the conduct and the accountability of the program. By this internal control, the critical spots which enable the occurrence of fraud can be minimized by the system and controller device. The thing which is also really important in reducing the occurrence of fraud in the management of functional literacy program is the commitment of all the parties involved in the program, such as the manager of SKKD (Standard and Basic Competence) program of Education Offices, the tutor, and the participants of functional literacy program.

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