



Research Article

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## Accountability in Public Administration: A Case Study of Public Administration to the Poor People in Social Department of Makassar, Indonesia

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### Abstract

Accountability in providing public administration to the poor people in the Social Department of Makassar. This study was qualitative case study approach, while the instruments were the researchers themselves. This study showed that the accountability in providing public administration to the poor people had not run optimally. There were various approaches and alleviation programs for poverty that had not been able to change significantly. There was no continuous program during the official turnover. If the official was changed, then the policy would be changed, thus the programs were ineffective to minimize the poverty in Makassar. The policies and the supports were necessary from all the elements of construction and the involvement of entrepreneurs like stakeholders and community leaders. The government is necessary to take a role in uniting and bridging these issues. In addition, the strategic planning was necessary to involve society, not only as objects of development but also to be involved as the subject of development to alleviate the poverty in Makassar.

**Keywords:** Development, poverty, policy, support, funds

## 1. Introduction

### 1.1 Background

Accountability is requirements to create a good, democratic and trustworthy government. Accountable government institutions mean that the institutions would continue to account all the activities entrusted by the people. Similarly, the people would have a great sense of responsibility for the common interest. The accountability is not just for the benefit of the group or class only.

The responsibility of public to control the government institutions is a manifestation of community participation. It is crucial to get public concern, because accountability itself is not only necessary for the government but also for the public. Accountability in public administration to the public should be accompanied by accessible means for all communities to control the government.

Accountability in a government agency means that the agency had been determined and had obvious vision, mission, goals and objectives to the work program that has been, is being, or will be implemented. Accountability was also able to measure how the agency established and maintained (holding) the responsibilities towards the achievement of results.

Then, the problem was to realize an accountable government in this republic. It apparently remains a never-ending story. There were many factors might cause the problems like corruption, collusion and nepotism. When the law was not obeyed, there would be weak enforcement, immoderate authorities, and weak control of leaders' mental like officials and the executives of government bureaucracy.

Makassar is one of the big cities in Indonesia that cannot be separated from social problems. Makassar as a destination city of the urbanization, social inequalities and the proliferation of homeless and beggars become a difficult problem to solve. Social Department that should resolve this problem could not do their responsibility properly. Besides, the lack of the alleviation concept and the excellent reasons of budgetary constraints become a pretext that was often exchanged. The first question was how the Social Department of Makassar in initiating and implementing programs to alleviate social problems, to resolve a number of social problems in Makassar. The other question was what Social Department of Makassar does.

Makassar is the capital of South Sulawesi Province which is one of the major cities in Indonesia. Makassar area was 175.77 km<sup>2</sup> and the population was approximately 1.25 million. In the development of Makassar, there were still some social welfare issues; one of the problems was poverty.

Social Department of Makassar is the largest department that responsible for the alleviation of poverty in Makassar. Social Department has the main task to formulate, develop and control the policies in social field that covers social welfare, social rehabilitation, social support and welfare, and also the guidance of social organization.

Based on the explanation above, the Social Department of Makassar has a strategic role in improving the livelihoods of the poor people. Therefore, all aspects that support duties and functions of the Social Department in Makassar should be qualified and professional. One of them is human resource that has competence, good quality, good integrity and dedication to the welfare of society.

Referring to the Constitution 1945 in article 34, government / state of Indonesia gives a clear signal to all leaders and government officials both at regional and at the center of the city that the responsibility to alleviate the poor is absolutely a matter for the government. It means that the government's role is to make agendas and focus on poverty alleviation in each region. The deputy mayor of Makassar, Syamsu Rizal exposes that related coordination team for poverty reduction (TKPK) is formed in accordance with the decision of the mayor of Makassar number 050.05 / 657 / Kep / III / 2014. One of the performances by TKPK Makassar is preparing a strategic document for poverty reduction in Makassar in 2012-2017, to improve social protection programs, improving access to basic services, empowerment of the poor and creating an inclusive development. In Makassar, there are 70.160 heads of low-income families in 2006, 68.356 in 2007, and 49.556 in 2013. While the reduction budget in 2011 is about 105 billion, 117 billion in 2012, 156 billion in 2013 and 164 billion in 2014. TKPK of Makassar forge partnerships with LSM / NGO among YKPM (Foundation of Research and Community Empowerment) , Tifa Foundation in cooperation with the local government to conduct social audit, and SAPA (Strategic Alliance for poverty Alleviation) to increase the capacity of TKPKD to develop innovative and cross-sectoral coordination at the national and regional levels to make poverty reduction programs more responsive. It also helps prepare the database infrastructure poverty resulting from the conditions of poverty are easily detectable down to the community level. Besides TKPKD, Syamsu Rizal as the couple of Danny Pomanto is also introducing vision and mission of Makassar city. "The vision of Makassar is to realize a world city which is convenient for all and international city hall. The mission is to reconstruct the fate of the people into a prosperous society world-class, reforming the urban spatial become a prosperous world-class city, reforming governance becomes a world-class public services without corruption through eight ways to the future," he said.

One of the eight ways to the future is to reconstruct the fate of the people by green living with

garden cities manufacture, green garden productive vertically in the halls throughout the city, "To support green garden, the government took the self-employed, such as Indomaret to make room for communities to market the vertical garden," he said.

In 2013, the number of poor households in Makassar is dropped to 43.696 inhabitants. This figure is down compared to the number of poor households in 2011 is about 62.192 and 46.355 inhabitants in 2012. According to Aziz Paturungi, poverty levels cannot be separated from the increased budgetary allocations for poverty in Makassar Government.

In 2011, every poor household got budget allocation about 1.7 million. This number increased in 2012 to 2.5 million, and increase at last year to 3.7 million rupiah for each poor household. Since 2009, Aziz said that the biggest percentage of budget allocation for poverty reduction in Makassar city was in the Department of Health and Regional Hospital, and then followed by the Department of Education and Public Works.

In 2009 to 2010, the largest percentage was in the Health Department. But in 2011 and 2013, the largest percentage is in the Department of Education. In the budget for poverty alleviation recapitulation of Makassar in 2013, the Department of Education of Makassar prepared a budget about Rp 93.2 billion, the Department of Health and Regional Hospital spent Rp. 56.4 billion and the Department of Public Works in Makassar City spent Rp 9.4 billion.

Urban phenomenon, including the problem of urbanization has become a social problem that every time can become a threat. It also became the foundation to develop a more strategic regulation. Free policy from birth to death were initiated by the former mayor of Makassar, Ilham Arif Sirajuddin as far as is reasonably strategic in helping our society in the fulfillment of basic needs, particularly poor people, so it deserves to be maintained by the present government. Makassar is elected as sample in poverty programs and it should be appreciated by all parties.

Although the figures that the poverty level has decreased, but the fact in the field shows that almost in all areas of Makassar, poverty is looked everywhere. It can be seen from the shabby house standing, criminal behavior as a result of the circumstances of the economic and social that they do not get, and the purchasing power of people who are unable to purchase the necessities of quality life. The concept of poverty is more comprehensible than the outer aspect like rundown looks and uninhabitable house. While, poverty in the wider sense can be the lack of human resources, people still think quantity than quality, and the nutrition that has not been well.

Based on the explanation above, the Social Department of Makassar has a strategic role in improving the livelihoods of the poor people. Therefore all aspects that support duties and functions of the Social Department in Makassar should be qualified and professional. One of them is human resource that has competence, good quality, good integrity and dedication to the welfare of society.

## 1.2 The Formulation of the problem

How do the implementation accountability in public administration to the poor people in terms of simplicity, clarity and access to information as well as faith and initiatives at Social Department of Makassar?

## 2. Literature Review

### 2.1 The Development of Public Administration

The implementation of public administration is basically to achieve goals effectively and efficiently. Therefore, any activity in the administration strived for the achievement of objectives as planned and contains the best ratio between the input and the output. Public administration is the study of cooperation, while the cooperation itself presents in all levels of society in every aspect of life. Thus, the public administration is wider than other social science studies. The logical consequence of the breadth of this administrative review is the difficulty to determine an appropriate range of what the

public administration is actually.

From the various definitions of administration, according to experts, there are three kinds, namely (Aneta, 2012):

1. Administration is given meaning as a process or activity.

The experts are:

a) The Liang Gie (Gie, 1992):

Administration is a whole series of actions in organizing every business by cooperation group of people to achieve certain goals.

2. Administration is given meaning as clerical

The expert is:

Munawardi Reksohadi (Reksohadi, 2014):

In a narrow sense, the administration means the clerical that includes neat and systematic arrangement and also determination of the facts in written form, with the aim of obtaining an overall view and the mutual relationship between one fact and other facts.

3. Administration is given meaning as the government or the state administration.

The expert is:

J. Wajong (Wajong, 1975):

State administration is the activities undertaken to control the efforts of government agencies in order to achieve its objectives.

The development of public administration as a discipline is inseparable from the human nature as an inquisitive creature who always thinks to look for and find the truth from time to time, from cradle to cradle, the human tried to find a new truth. Therefore, the figure of public administration becomes very dynamic in line with the efforts and the discovery of the new truths.

In the long time ago, the public administration is seen as normative science that emphasizes "what should be." But in the recent development, there is demystification in the point of view. The experts see the public administration as policy science that combines the question "what should be" with "what is" in the form of the question "what is probable" (Marlon, 2009 in Darwis, 2019).

## 2.2 Theory of Accountability

Accountability is the provision of information and disclosure of the obligations to account successfulness and failure of the implementation of the organization's mission. It consists of various components that constitute a unity, namely strategic planning, performance planning, performance measurement, and reporting of performance.

Accountability is defined as "justifiable". The definition of accountability and responsibility are often synonymous though the meaning is of course very different. Some experts explain that in relation to bureaucracy, responsibility is the authority given to employers to implement a policy. While, accountability is an obligation to explain how the authority is realized.

In connection with the terms of accountability, it is understood that the accountability of the sides of the attitude and character of human life which includes internal and external accountability of someone. It means that accountability with regard to the implementation of the evaluation (assessment) of standards implementation (Riantiarno & Azlina, 2011)

Accountability can be defined as the obligations of individuals or authorities entrusted to manage public resources and are concerned with the matters concerning accountability as an instrument for control activities, especially in achieving results in the public service.

According Benston, accountability is a consequence of the responsibility (Gedeona, 2010). According to Chambers accountability is (1) an obligation to give any calculation to someone, (2) the responsibility to provide a formal financial report (Chambers, 1996).

In terms of accounting, accountability is a situation where the financial statements that is reported to the information users can be accounted for its truth.

In connection with the meaning of accountability to the public, (Caiden, 1982) classified them

in three concepts, namely: responsibility, liability, and accountability. Responsibility usually refers to the authority to act, the freedom to make decisions, the power to supervise and others. Liabilities are often assumed as a duty to correct, indemnify, recompense, and so on, as a result of any errors or poverty impact assessment policy. While accountability is the obligation to account for, report, explaining, reasoning, answering, assume responsibility, and obligation to provide calculation and obey to the judgment from outside.

### 2.3 Interpretation of UUD 1945, Article 34 about the Poor People

UUD 1945, article 34, paragraph (1) affirmed that the poor and abandoned children are reared by the state. The paragraph is followed by three verses later that regulate social welfare. The paragraph also means that the significant responsibility by the government is to make a maximum effort for the well-being of society.

Based on the provisions above and subsequent legislation that was passed by Parliament, such as constitution No. 11 of 2005 about Ratification of the International Covenant on Economic, Social and Cultural Rights (International Covenant on Economic, Social and Cultural Rights) and the Law No. 12 of 2005 about Ratification of the International Covenant on civil and Political rights (International Covenant on civil and Political rights), thus the state recognizes the economic, social, cultural, civil and political of the poor people. Despite the poor criteria can evolve with the times, but a change of these criteria should not make obstacles for the government to preserve the rights of the poor.

Based on these considerations, the poor should be maintained of their rights by the state (represented by the state government). It is included in the rights to get any justice. Practically, the poor people or termed as the poor is still difficult to get access for justice. Such access is the road traversed by the public to seek redress outside and inside the court.

The government should also reflect on what should be done so that the poor get their rights. From the previous experience, various community development projects have been carried out by the government. Within the framework of justice outside the court, the government has long program for health and education field. Secondly, it is a resource for poor people to empower themselves. Therefore, it is important to initiate development programs in each village like health centers and 9-year compulsory education program in the new order, but over time, the poverty rate continues to rise.

### 2.4 Policies in Poverty Alleviation

Public policy (poverty alleviation) is a rule made by the government and as a part of political decision to address the various problems and issues that exist and develop in society. Public policy is also a decision made by the government to perform certain actions in choice, not to do something or to do a certain act of.

In the jurisdiction of a country often occur various problems. Country holds full responsibility on the lives of the people and should be able to resolve these issues. Public policy is made and released by the state to be a solution. Public policy is a decision that is intended for the purpose of overcoming the problems that arise in a particular activity which is carried out by government agencies in the framework of governance.

Carl Friedrich explained that the policy is a series of actions or activities proposed by a person, group, or government in a particular environment where there are obstacles (difficulties) and possibilities (opportunities) where the policy is offered to overcome and to achieve their intended objectives.

Furthermore, Friedrich added that the policies that is related to the settlement of some of the intent or purpose. Although the intent or purpose of government activity is not always easy to see, but the idea that the policy involves the purpose is an essential part of the policy definition. However,

the policy should indicate what is actually done from that was proposed in a number of activities on a problem (Mariana, 2010).

### 3. Methodology

This study was a qualitative case study approach. Sources of data in this study were primary and secondary data. Data validation techniques were credibility, transferability, dependability, and confirmability. Data Analysis Techniques through several stages were obtained through observation and then were analyzed in depth over the entire observation and direct testimony in the form of vision. Data obtained through interviews with informants was analyzed based on the issues and research purposes. The data collection was to obtain propositions, statements or resume as the research findings to be applied generally. Data reduction for the sake of simplification data in order to further refine the data required. Data was categorized based on the formulation of research problems. Data was interpreted to explore the information that was given by the informant. Data display was organized systematically to form integrated components.

### 4. Results and Discussion

#### 4.1 *The Implementation of Accountability in public administration to the Poor in Makassar*

##### 4.1.1 *Simplicity*

In handling the problems above, a clear poverty reduction strategy is required. The Indonesian government particularly in Makassar and other related parties have good performance on the various efforts that have been implemented in the form of poverty reduction strategies. The first thing to do for the new administration is to complete and to adapt the design of poverty reduction strategies that have been run. Then it can be followed by a phase of implementation in poverty alleviation programs. It should be based on the public or any program needs to be adjusted to conditions and culture of the society and what is most needed. The assistance is just given to complete work program mandated by the government of Makassar. A variety of programs should have a follow-up to the poverty they actually were able to be pressed in such a way.

##### 4.1.2 *Information Access*

The development of Indonesia especially in Makassar experiencing rapid economic growth, but the level of public health, especially women and children are still very low. The referral system in Indonesia is a huge obstacle to economic development because under such conditions the population cannot access health services and programs with appropriate assistance in a timely manner and according to the needs.

The impact of such a situation is very harmful for families who are forced to pay for health care and poverty alleviation programs are undertaken by the Makassar government, thereby reducing expenditure on food and education. Besides, the delay in getting proper health care means the working days are taken up more and more and threatened the loss of revenue. Women in particular are very affected by this because they generally contribute to household income and also play a major role at the same time. They take care of the logistics needs of the household and take care of welfare of family members. During this time, the Makassar government has not supplied the attentive data of deployment marginalized communities. Sometimes, the poor people are not recorded properly; it is compounded because the marginal also lived from one place to another place so there is a suddenly number of poor rises (increases). During the administration, the number of needy people differs from one another because many agencies also records like from village, district, social services, BPS and NGOs who collect data. It is required an accurate measurement to assess poverty holistically and

partially in order to be used as decision tools in a professional manner.

#### 4.1.3 Clarity

Transparency in the form of public accountability plays an important role; it is caused by the publication of any program that runs can inspire the elements of society and government officials to contribute ideas so that the problem of poverty can be minimized. In the transparency of public accountability of social department of Makassar, not all people can access it due to various things. There are still many communities that have not been able to access information through internet media. Curiosity in governance development is still very low and the quality of science is still minimal. While, the publication of the activity report has not been exposed in printed and electronic media, so only certain circles who can access this information

#### 4.1.4 Faith and Initiatives

The main task of government agencies in Makassar city is providing services or organizing public services in order to realize prosperity for the people (public welfare). According to Zeithaml, Bitner, & Gremler (2006) the service is "Economic activities whose output is not a physical product or construction, is generally consumed at the time it is produced, and provides added value in forms (such as convenience, amusement, timeliness, comfort, or health) that are essentially intangible concerns of its first purchaser).

As described at the sense of public administration and understanding above, then in practice, the public administration is very varied and depends on the development and capabilities. The terms of public and administration provide a basic understanding of public administration.

If we look at the performance accountability of Social Department of Makassar, the percentage of the implementation of poverty alleviation programs ranges from 95% in average. We can see the achievement is very significant, but in terms of output, the program has not shown significant results. It means that after the program is finished poverty still increases, it is because of the social department only implementing the program not as a policy maker. The programs are not sustainable implemented, it means that the competent authorities will also change programs at the agency, so this has implications for program failure and raises the level of poverty which tend to increase.

Basically, Makassar government has made efforts to produce a faster, proper, humane, inexpensive, non-discriminatory and transparent service. In addition, the government also drew up a draft law on public service content and will load a minimum service of standards. However, the efforts that have been taken by the Makassar government seem not optimal.

One indicator that can be seen from this phenomenon is the public administration functions which are well known for the bureaucratic character and a lot of complaints from the public because they do not consider the interests of the user community. Then, the manager of public services tends to be more directives that only pay attention / priority to the interests of the leadership / organization only.

Society as such users do not have any ability to be creative, like or dislike, will or not, they should be subject to the organizer. Supposedly, the public administration is managed with supportive paradigm where the focus more on the interests of the community, service managers must be able to be a servant-conscious to serve and not be served.

Meanwhile, on the institutional side, the main drawback showed in the design of organizations that is not specifically designed in order to award public service. Hierarchies make the services are convoluted (bureaucratic), and uncoordinated. The tendency to perform two functions at the same time, the regulatory function and the function of the organization, is still very effective conducted by the government, which also led to inefficient public services. Thus, various public services are provided by the government still cause problems.

## 5. Conclusion

Accountability in public administration to the poor in Makassar city did not run effectively. There were various problems that indicated the poverty as crucial problem. There were various programs in poverty alleviation by Social Department of Makassar that showed a significant change. The program did not reach the gross root and the empowerment was not continued. The government has not been planning appropriate strategy, thus cooperation from the society is necessary in solving the poverty problem.

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