

Explaining In-migration Using Measures of Accountability and Responsiveness of Local Governments

Devi Yulianti^{1,*} Peerasit Kamnuansilpa² Intan Fitri Meutia³,

^{1,3} *Public Administration Department, Social and Political Sciences Faculty, Universitas Lampung*

² *College of Local Administration, Khon Kaen University*

**Corresponding author. Email: devy.yulianti@fisip.unila.ac.id*

ABSTRACT

Human mobility, known as migration, is as old as human history. In modern times, with the development of more effective means of transport and communication, the velocity and the volume of migration have been more rapid and increasing in numbers. One classical demography theory explains this movement through the lens of push and pull factors, considering the pressing conditions at the places of origin and opportunities at the destinations. A phenomenon of human mobility in Indonesia is in-migration to Lampung Province from Jawa Barat. Lampung was the first region in Sumatera Island to move people outside Java supported by the history of the out-migration from Java and Bali Islands to other regions in Indonesia since Dutch Colonization Era. Nowadays, we can find many people from Jawa Barat in society from students to practitioners who have been residing in this province for many years. We explore the reasons for their migration to Lampung Province using FGD to explain the ways the local government could respond and account for people' interests. From FGD report, they migrated to Lampung province because of education, family, and work. We suggest that the local government shall coordinate with related official governments at the local level and collaborate with public and private sectors to provide public goods and services for the fulfillment of public interests.

Keywords: *Urban Accountability, Responsiveness, Local Government, In-migration, Local Governance, Public Administration*

1. INTRODUCTION

Population studies in Indonesia, especially on the issue of migration, have garnered less attention among researchers, although they have a strategic meaning and are closely related to development issues. Migration as part of demographic components has caused changes in the demographic structure and in people's lives. The population issue is an attempt to understand the social reality that exists in society as part of the cycle of human life. Throughout history, wherever and whenever there has been a process of change by the births, deaths, and migration of populations. Non-demographic factors also cause the demographic component to change. Therefore, continuous efforts to conduct population research are a must [1].

The research on migration patterns between regions has shown the differences in economic growth and

development [2]. The regions that have better economic and job opportunities [3] are centers of economic activity [4] [5] and become destinations [6]. One of the causes of population migration is the low standard of living in the area of origin while at the same time a hope of better welfare with higher wages and a better quality of life and basic services in the destination [7]. Based on the research on migration, our study will explore the attitudes and opinions of people who moved from Jawa Barat to Lampung Province, both in Indonesia, by documentary research using governmental statistical information from the Intercensal Population Survey of 2015. The statistical information shows that Jawa Barat had the highest net migration to Lampung Province. This data is supported by the history of out-migration since the Dutch Colonization Era, with Lampung as the first region in Sumatera Island to move people outside Java and Bali Islands to other regions in Indonesia [8].

In the decentralization period, internal migration in Indonesia has shown a different pattern in response to economic conditions and regional development. Many non-demographic factors influence migration patterns. For example, people tend to choose to live in areas that have government policies that suit their preferences; regions with higher government spending and adequate provision of basic services will be more densely populated; better provision of basic services has led to increased migration to the area. [9].

The decentralization demands require a reassessment of the role of government to citizens, ensuring the accountability of government. Citizen participation involves focusing on the ways of influencing and controlling the government decision making that affects the accountability of public institutions to citizens [10]. The spread of democracy has transformed the role of the state in development. The legitimacy of democracies is a response to local needs to the government's agenda. The Indonesian government has introduced various initiatives to encourage accountability from local governments. Local government accountability has attracted attention since the issuance of Presidential Instruction Number 7/1999. In practice, this accountability was not well implemented. One factor of the failure of the accountability implementation program is the obligation to describe and justify the behavior of the accountability actors. The result of the study shows that conflict in the accountability requirement has a significant impact on the work context, with negative perception at different levels, but it does not have any significant impact on the work performance of those subject to the accountability [11]. The accountability of governmental institutions has become more complex and has attracted considerable interest from the public since government institutions are considered agents of the public with a duty of ensuring the proper functioning of governmental organizations [12]. This study will attempt to explain the reasons for in-migration to Lampung Province from Jawa Barat using the concepts of accountability and responsiveness of local government in service delivery to the local needs by formulating some research questions: (1) What are the reasons of in-migration of people from Jawa Barat to Lampung Province? (2) How could the local government respond to people's interests? and (3) Why the local government could account for people's interests?

2. LITERATURE REVIEW

2.1. Migration Studies in Indonesia

The majority of migration studies in Indonesia adopted three approaches: behavioral, economic, and structural. The behavioral and structural approaches by Wolpert and Todaro [13] [14] show the process of migration decision-making of individuals as a response

to stresses from the environments or as the different perceptions on current and expected wage earnings. This focus is similar to the theory from Lee [15] in the push and pulls factors of migration. He defines migration as a result of the interplay of stimulating and inhibiting factors to move from place of origin to destination with intervening obstacles and personal characteristics of the migrants. The negative (*push*) and positive (*pull*) factors are the basis of decisions to stay or move.

Geographically, Indonesia is a fragmented country with varying demographic and socio-economic conditions. The patterns of regional migration have changed in response to demographic conditions, levels of socio-economic developments, and the structures of governance (policy). Some provinces and districts are in the earlier and later stages of mobility transitions. Jakarta, as the example of the most populous city in Indonesia, leads to higher levels of development and migration. [16].

The studies by Hugo [17] and Deshingkar [18] documented a short-distance and inter-district level mobility in Indonesia from lifetime and recent migrations data. There is an increase in circular migration, where workers leave their families for works in other regions from weeks to years. Other circular migrations in Indonesia, motivated by the improvements means of transportation, communications, and technologies.

2.2. Accountability

Accountability is a complex concept made operational in relations between individuals and organizations [19]. It also involves accurate, relevant, and timely information to the appropriate stakeholders [20] [21]. Accountability is the stakeholder's receiving clarity and attention from a person or an organization. It is one of the aspects of good governance by persons or organizations. It is essential in the public sector, especially in a local government organization, for gaining support and trust from its stakeholders. In the concept of agency theory by Jansen and Mackling [22], accountability posits two participants in an organization: the contracting authority (the mandating) called principals and the contract recipient (the mandated) called agents. In local governments, the public becomes the mandating and local government is the mandated. The mandate referred to in the context of the public sector organization of local government includes broad areas covering activities of local governments in the forms of managerial accountability and public accountability [23]. Figures 1 and 2 show the model of accountability by Gray.

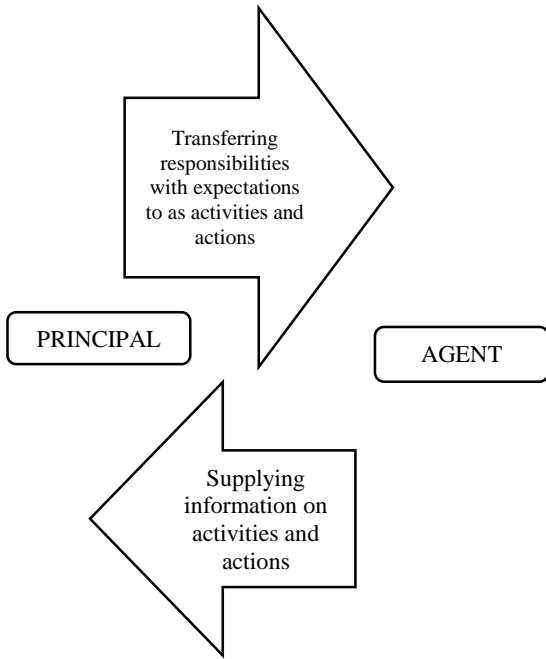


Figure 1. Model of Accountability *Source: Gray (1996).*

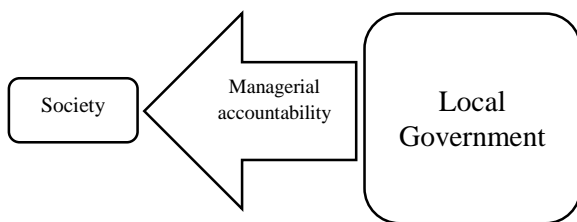


Figure 2. Model of Local Government Accountability *Source: Gray (1996)*

Accountability includes organizational and structural characteristics, short- and long-term strategies, actions, legal, and reporting frameworks that ensure public organizations are doing the government’s work in terms of their obligations to the public. The structures and processes of public institutions must be built to be accountable. Tun et al. [19] stated that to be accountable, public officials were bound by and should act according to the requirements of structures and processes. On the local level, accountability means that a public organization can be held responsible for their actions in utilizing public resources and making decisions that affect its jurisdictions. Accountability in the public sector cannot be implemented by a single institution, but must be embraced as an inter-sectoral endeavor that involves the public, the business community, non-governmental actors, and the media. These inter-sectoral interests monitor the extent to which public services are designed and operated to

achieve their objectives for the benefit of stakeholders [25].

2.3. Responsiveness

Responsiveness in the provision of public goods and services must adapt to the diverse needs of citizens. Public institutions and their service providers must execute strategies based upon the citizens’ needs. Citizens’ needs and desires for public services are identified through citizen input concerning service production and delivery. Responsiveness means that public goods and services are developed for the needs of all stakeholders in the community in effective and timely ways. Consideration of the service delivery time frame as a responsiveness indicator increases public confidence in public service capability organization [26].

Vigoda Gadot [27] stated that responsive public officials must be attuned to recognizing and responding to citizens’ needs and opinions, because the demands and needs of a society are diverse and dynamic. He explained that responsiveness was a product of a sound social contract between stakeholders and public institutions. Responsiveness includes the commitment to the development of public policies, programs, strategies, and activities that takes into consideration public expectations [26].

2.4. Local Government in Indonesia

Indonesia is a democratic country with three tiers of government: central government; provincial government; and local government. The central government administration resides in Jakarta as the capital city of Indonesia. At the lower level, there are 34 provinces and 514 local governments. There are two types of local governments in Indonesia: Kabupaten (district) and Kota (city). Government policies and programs are determined by the central government as a result. Head of the Province and Head of the District/City are responsible for the implementation of the policies and programs issued by the Central Government. Figure 3 is the structure of the Indonesian Government:

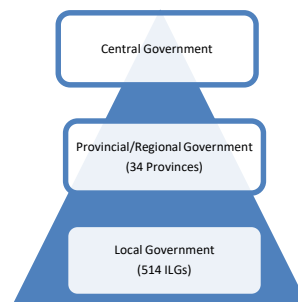


Figure 3. Structure of Indonesian Government *Source: Mardiasmo, 2002. [28]*

Government Act No. 32/2004 stipulated that local government will consist of an executive body and a local parliament. The executive body consists of a Head of the Region and local apparatus, namely local secretariat government agencies and a technical unit. These offices and technical units differ between regions in Indonesia depending on the different needs of each region. In Indonesia, the local government has authority for all development sectors in the regions. The local parliament as the legislative body has the authority to establish local regulations, local revenue, and expenditure budgets to conduct the investigation and to express opinions and considerations, as well as to facilitate and follow up the desires of citizens.

With the new centralizations laws from 2004, the central government retains authority over six functional areas, including international politics, justice, monetary, fiscal, defense, national security, and religion. Local government in Indonesia is not a subunit or under the direct command of the national government and the central government departments. The structure of local government follows the pattern of the national government, which is divided into provincial and district or city levels of government. Both provincial and district/city levels have been granted autonomy, and each level has its government system and legislative body. Change occurred in many aspects of local government management following the laws related to decentralization, when local government gained more autonomous power in managing its affairs and resources. Autonomous power is required to provide better service quality to the local people as the main stakeholders in local government [28]. The illustration of local governments in Indonesia is shown in Figure 4.

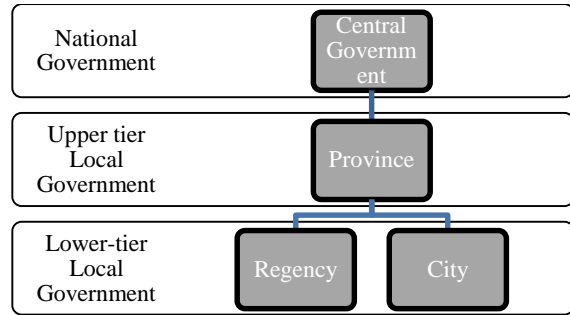


Figure 4. Indonesian Government Tiers Source: Khairul Muluk & Dinar (2021) [29]

3. METHOD

We conducted a literature review of related documents from 1965 to 2021 to identify publications and reports that addressed migration studies, accountability, responsiveness, and local government in Indonesia. Secondary data was acquired from organizational archival records and online and print media sources from the Intercensal Population Survey of 2015 issued by Central Bureau of Statistics. Besides the literature review, the method used to collect data in this research is Focus Group Discussion (FGD). FGD is a rapid assessment, semi-structured data gathering with purposive participants to discuss issues based on key themes drawn by the researcher. These FGDs were conducted several times in September of 2021. It was attended by groups consisting of university students and practitioners to explore the reasons for migration from Jawa Barat to Lampung Province. Participants were scheduled in advance and they were reminded about the FGD one day before the session. The choice of participants depended on the topic and the target population. In light of the pandemic, the FGDs were held via Zoom.

This study is based on the qualitative approach in which data are gathered through literature sources and FGDs. Qualitative methods are particularly useful in the theory development process because they can provide a detailed description of a phenomenon as it occurs in context. Qualitative methods are also the primary means of acquiring data elements of qualitative rigor adapted from Creswell & Poth [30] as shown in Table 1.

Table 1. Elements of Qualitative Rigor

Phase	Strategy
Data Collection	Prolong engagement with the setting and collect data in phases
Analysis	Map findings across different data sources
Reporting	Describe the research context in report or article

Source: Adapted from Creswell & Poth, 2018; Morse, 2015.

3. RESULT AND ANALYSIS

We conducted the FGDs on the 22nd and 23rd of September 2021 via Zoom to explore the reasons for the in-migration to Lampung. The participants had migrated to Lampung province because of opportunities for education, work, or to be with family. They came from various regions of Jawa Barat: Bandung, Bogor, Bekasi, Cilenyi, Indramayu, and Magelang. They moved to Lampung in 1984, 1986, 2012, 2017, and 2018 to various districts in Lampung: Bandar Lampung, Lampung Selatan, Metro, and Tanggamus. When they tried to access the public services, it was difficult to because of the administrative requirements. The government could not provide public goods and services in some areas where they lived, especially to access health care. Clean water and sanitation were difficult in some areas. The poor public infrastructure was still found in the regions where they lived. For some participants, it was difficult to access their political rights in Bandar Lampung. Some considered returning to Jawa Barat after some years for better work opportunities, but others preferred to stay in Lampung province because of family.

From the FGD reports, they discussed various reasons for migration depend on age, level of education, occupation, status, and interests. This discussion describes people's interests in local government. The administrative requirements are important for access to government facilities and to use their political rights. For some people, infrastructure is essential to support their activities. All citizens ought to be given the same right to fulfill their needs, and it should be relatively easy to participate in social, economic, and political activities. The role of local government in Lampung Province must realize people's interests by providing public goods and services which can be accessed easily. Good local governance involves the links between local governments and their people in the fulfillment of public interests. It is important to make use of economic, political, and administrative authority to manage public affairs at every level of government. Governance includes all the mechanisms, processes, and government institutions through which citizens can express their interests, exercise their and be served inclusively. Realizing good governance in local government is challenging the way local government works to be accountable and capable of creating a new system that works inclusively.

The government's role to provide public services should involve both public and private sectors. At the local level, public services are supposed to be carried out by local government officials by involving public corporations in the regions as well as the private sector

to serve the public. The discussion related to the migration interests among the groups described the inaccessibility of certain facilities in Lampung Province. Aside from the discussion, we made analytical framework as the structure for the explanation:

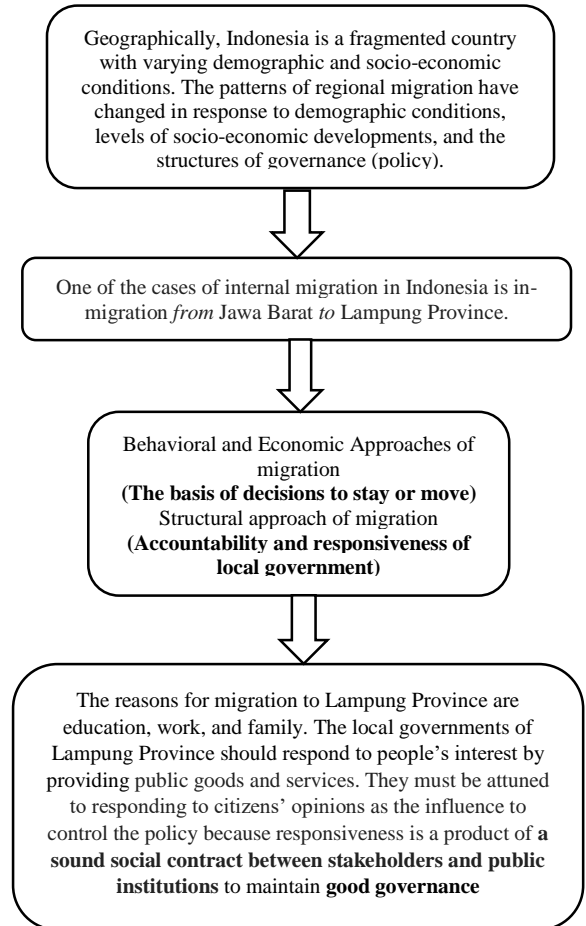


Figure 5. Analytical Framework

4. CONCLUSION

FGDs show that the reasons for migration from Jawa Barat to Lampung Province are education, work, and family. The local governments of Lampung Province should respond to people's interests by providing public goods and services, and the service providers should execute strategies based upon the citizens' needs. The service production and delivery must be attuned to responding to citizens' needs and opinions because responsiveness is a product of a sound social contract between stakeholders and public institutions, and it includes the commitment to the development of public policies, programs, strategies, and activities into public expectations.

On the local level, the government should openly account for public resources. Accountability in the public sector cannot be implemented by a single

institution. The local government should coordinate with related governments at the local level and collaborate with the public and private sectors to provide goods and services for the fulfillment of the public interest.

AUTHORS' CONTRIBUTIONS

Devi Yulianti is the first and corresponding author who has the initiative to create independent research for further study for a doctoral program. Professor Kamnuansilpa is the Dean of the College of Local Administration (COLA) of Khon Kaen University, Thailand who is the supervisor for the doctoral program and provides input and reviews on migration studies and public administration. Intan Fitri Meutia is an alumna of Kanazawa University, Japan who serves as an assistant professor at the public administration department and reviewed the writing of the article.

ACKNOWLEDGMENTS

We would like to thank the international chair of the conference of Faculty of Social and Political Sciences, Universitas Lampung, for accepting this article as one of the articles presented and published in IICIS 2021. We also would like to express our gratitude to some students for being the field researchers and FGD participants who contributed to the success of this research.

REFERENCES

- [1] S. Bandiyono, "Relevansi karya penelitian migrasi dalam pembangunan," *Jurnal Kependudukan Indonesia*, vol. 3, no. 1, pp. 21-36, 2008. DOI: <https://ejurnal.kependudukan.lipi.go.id/index.php/jki/article/view/161/193>
- [2] L. Hao, D. Houser, L. Mao and M. C. Villeval, "Migrations, risks, and uncertainty: A field Experiment in China," *Journal of Economic Behavior & Organization*, vol. 13, no. A, pp. 126-140, 2016. DOI: <https://doi.org/10.1016/j.jebo.2016.08.008>
- [3] Y. Liu and J. Shen, "Spatial patterns and determinants of skilled internal migration in China," *Papers in REGIONAL sCIENCE*, vol. 93, no. 4, pp. 749-771, 2014. DOI: <https://doi.org/10.1111/pirs.12014>
- [4] Mitze and T. D. Schmidt, "Internal migration, regional labor markets and the role of agglomeration economies," *The Annals of Regional Science*, vol. 55, no. 1, 2015. DOI: <https://doi.org/10.1007/s00168-015-0683-z>
- [5] J. V. Lottum and D. Marks, "The determinants of internal migration in a developing country: quantitative evidence for Indonesia, 1930–2000," *Applied Economics*, vol. 44, no. 34, pp. 4485-4494, 2012. DOI: <https://doi.org/10.1080/00036846.2011.591735>
- [6] N. Wadji, L. Wissen and C. Mulder, "Interegional Migration Flows in Indonesia," *Journal of Social Issues in Southeast Asia*, vol. 30, no. 2, pp. 371-422, 2015.
- [7] N. Wadji, C. H. Mulder and S. M. Adioetomo, "Inter-regional migration in Indonesia: a micro approach," *Journal of Population Research*, vol. 34, pp. 253-277, 2017. DOI: <http://www.jstor.org/stable/24779959>
- [8] G. J. Hugo, "Circular Migration in Indonesia," *Population and Development REview*, vol. 8, no. 1, pp. 59-83, 1982.
- [9] D. Sartika and V. Adrison, "Apakah Pemilihan Kepala Daerah Memengaruhi Pola Migrasi Keluar? Bukti Empiris di Indonesia," *Jurnal Ekonomi & Kebijakan Publik*, vol. 12, no. 1, pp. 219-237, 2021. DOI: <https://dx.doi.org/10.22212/jekp.v11i1.1767>
- [10] D. P. Naraya, S. Raj and R. Kai, Voice of the poor? Can anyone hear us, Washington D.C: World Bank Group, 2000.
- [11] M. W. Nisriani Manafe, "Accountability and Performance; Evidence from Local Government," *Journal of Indonesian Economy & Business*, vol. 29, no. 1, 2014.
- [12] A. S. N. Hasan Basria, "Accountability of Local Government: The Case of Aceh Province, Indonesia," *Asia Pacific Journal of Accounting and Finance*, vol. 3, no. 1, pp. 1-14, 2014.
- [13] J. Wolper, "Behavioral Aspect of the Decision to Migrate.," *Papers of the Regional Science Association*, vol. 15, pp. 159-169, 1965. DOI: <https://doi.org/10.1007/BF01947871>
- [14] M. P. Todaro, "Internal Migration in Developing Countries: A Survey," in *Population and Economic Change in Developing Countries*, Chicago, University of Chicago Press, 1980, pp. 361-402.
- [15] E. S. Lee, "A Theory of Migration," *Demography*, vol. 3, no. 1, pp. 47-57, 1966. DOI: <https://doi.org/10.2307/2060063>
- [16] S. Muhidin, "Migration Patterns : People on the Move," in *Regional Dynamics in a Decentralized Indonesia*, Singapore, ISEAS, 2014, pp. 303-333. DOI: <https://doi.org/10.1355/9789814519175-020>

- [17] G. Hugo, "Migration in the Asia-Pacific Region," Ginerba: Global Commission on International Migration, Adelaide, 2005.
- [18] P. Deshingkar, "Internal Migration, Poverty, and Development in Asia," in *Asia 2015 Conference*, 2006.
- [19] A. Sinclair, "The chameleon of accountability: Forms and discourses," *Accounting, Organizations, and Society*, vol. 20, no. 2, pp. 219-237, 1995. DOI: [https://doi.org/10.1016/0361-3682\(93\)E0003-Y](https://doi.org/10.1016/0361-3682(93)E0003-Y)
- [20] W. Cameron, "Public accountability: Effectiveness, equity, ethics," *Australian Journal of Public Administration*, vol. 63, no. 4, pp. 59-67, 2004. DOI: <https://doi.org/10.1111/j.1467-8500.2004.00402.x>
- [21] A. D. Barton, "Public sector accountability and commercial-in-confidence outsourcing contracts," *Accounting & Accountability Journal*, vol. 19, no. 2, pp. 256-271, 2006.
- [22] . Jensen and W. H. Meckling, "Theory of the firm: Managerial behavior, agency costs, and ownership structure," *Journal of Financial Economics*, vol. 3, no. 4, pp. 305-360, 1976. DOI: [https://doi.org/10.1016/0304-405X\(76\)90026-X](https://doi.org/10.1016/0304-405X(76)90026-X)
- [23] R. L. Jane Broadbent, "The Role of PFI UK Government Modernization Agenda," *Financial Accountability & Management*, vol. 21, no. 1, pp. 75-97, 2005.
- [24] D. W. Brinkerhoff, "Accountability and Good Governance: Concepts and Issues," in *International Development Governance*, Boca Raton, Routledge, 2006, pp. 296-287.
- [25] L. Provost, Public sector accountability through rising concerns, Wellington: Office of The Auditor General, 2016.
- [26] S. K. Thet Tut, G. Lowatcharin, P. Kamnuansilpa and C. David, "Considering the Responsiveness, Accountability and," *Asia-Pacific Social Science Review*, vol. 21, no. 2, pp. 125-142, 2021.
- [27] E. Vigoda-Gadot and S. Mizrahi, *Managing DEMocracies in Turbulence Times*, Berlin: Springer, 2014. DOI: https://doi.org/10.1007/978-3-642-54072-1_7
- [28] Mardiasmo, *Akuntansi Sektor Publik*, Yogyakarta: Andi Offset, 2002.
- [29] M. R. Khairul Muluk and O. R. Danar, "Policy Practice Decoupling in Institutionalizing Performance Accountability of Local Government: Case Study of Malang City, Indonesia," *Local Administration Journal*, vol. 14, no. 2, pp. 103-122, 2021. DOI: <https://so04.tcithaijo.org/index.php/colakkujournal/article/view/251004>
- [30] J. W. Cresswell, *Qualitative inquiry and research design: choosing among five approaches*, United States of America: Sage publications, 2016.
- [31] S. Alatas, "Macro patterns of internal migration in Indonesia, 1971-1990," *Majalah Demografi Indonesia*, vol. 20, no. 40, pp. 21-47, 1993.
- [32] J. M. Morse, "Critical Analysis of Strategies for Determining Rigor in Qualitative Inquiry," *Qualitative Health Research*, vol. 25, no. 9, pp. 1212-1222, 2015. DOI: <https://doi.org/10.1177%2F1049732315588501>