

# Accountability in Public Services

## *A Case Study of Immigration Services in Makassar, Indonesia*

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**Abstract**—This study aims to analyze and describe the accountability of the public service in the Immigration Office of Makassar. The problem in this research is how Public Service Accountability in Passport Making Service at Class I Immigration Office of Makassar is reviewed from the relation with whom to be responsible for what should be accounted for in case of errors that cause the level of accountability is still low. This research type is a descriptive research using qualitative approach with case study method. This qualitative research uses data collection techniques through in-depth interviews, with various informants, direct observation on the research location. Collecting information through interviews with the service user community and key informants from service providers. The result of the research shows that the accountability of the service of passport application in the First Class Immigration Office of Makassar has not been fully accountable in providing services. The phenomenon in the Class I Makassar Immigration Office is associated with who should be responsible for what should be accounted for in case of errors that cause the performance is still low, included in the Category Type III Scenario, where the Type III Scenario promotes the idea of accountability when an officer is responsible but he is not guilty empirically.

**Keywords:** *accountability; responsibility, public service*

### I. INTRODUCTION

Public service in Indonesia has an important and even vital role in all aspects of life. Public service is one of the most important elements in improving the quality of social life in any society. Ideally, the government's primary purpose is to serve the public. However, accountability of public services in Indonesia to date is generally still not good. Poor public accountability leads to a crisis of public confidence in the public bureaucracy. The crisis of trust is demonstrated by the emergence of various forms of protest and demonstration to the bureaucracy both at the central and regional levels. [1].

Accountability is a requirement for the creation of good governance, democratic and trust (good governance). Institutional government with public accountability means the institution is always willing to account for all activities that are observed by the people. Similarly, the community in control has a great sense of responsibility for the common good. Not just for the benefit of any group or class [2].

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Everyone wants service that is received and perceived as expected. In general, people want the same service from the government apparatus, because citizens have the same position in the law entitled to get the same service [3]. Service is the implementation of the rights and obligations between state / government and society that must be realized equally in the provision of service delivery by the state apparatus / government [4].

Accountability is a complex concept and has several instruments for measuring it, namely indicators such as: a) legitimacy for policymakers; b) the existence of adequate moral quality; d) sensitivity; e) openness; f) optimal utilization of resources; and g) efforts to improve efficiency and effectiveness [5].

Good Public Service Accountability is required today, including in Passport Application Services. In this era of globalization, the dynamics of society is very high, especially in traveling abroad. With the current globalization which is getting stronger and the increase of the flow of overseas travel traffic at this time become more increasing the demand in the Application of someone's identity while abroad such as Travel Letters of the Republic of Indonesia (Passport), Residence Permit, Immigration Status and so forth.

First Class Immigration Office Makassar is Immigration Unit in Makassar which is one of its duty to issue passport for the community. The main task and function of the First Class Office of Makassar Immigration is to perform some tasks and Functions of the Head of Regional Office of the Department of Law and Human Rights of South Sulawesi in Immigration in South Sulawesi Province.

For the handling of passports at the Class I Makassar Immigration Office in 2010 reached 22,628 men and 25,220 women. And in 2011, 27,955 men and 29,625 women from the data obtained at the First Class Immigration Office of Makassar. From the above data shows that the high number of applications for the SPRI or passport services continues to increase from year to year. But so far, the quality of services provided by the Immigration Office in providing services is still not maximized. The widespread practices of corruption, collusion and nepotism in the life of the public bureaucracy further tarnished the public image of the public bureaucracy

[6]. The condition of public service delivery is still faced with the system of government that has not been effective and efficient and the quality of human resources of the apparatus is not yet adequate [7].

The results of research conducted by Al-Iman, in Turen District Office of Malang Regency that accountability implementation still not meet the standards, and research [8] conducted by Mukhilda, that Accountability in Licensing Service Office and Dinas Tata Ruang Gedung Makassar not yet fully accountable [9]. So from our explanation above that the purpose of this study is to analyze and describe the Public Service Accountability of Making Passports at the First Class Immigration Office of Makassar.

## II. RESEARCH METHOD

The research design used is the Conclusive Design. This research uses descriptive research method through qualitative approach. Mulyana, revealed that qualitative research is an interpretative research (using interpretation) which involves many methods in studying research problems [10]. The description in this research is obtained through in-depth interview to informants who can provide description and the foundation of problem solving research, especially the accountability of public services in the passports at the First-Class Immigration Office of Makassar.

In this research, conducted the process of interviewing 5 informants is the Head Office of Immigration Class I Makassar, the basic consideration because the Head Office is the dominant decision makers, as well as to easily enter the natural setting of the organization in addition to 4 people Head of Office Immigration Class I Makassar and community informants incidentally done in the field attended by 15 people.

Primary data in this research are opinions, information, assessment, and perception obtained from informants either directly or indirectly related to Public Service Accountability in the Making of Passport. While secondary data in this research in the form of documents, reports and records contained in the Office of Class I Immigration Makassar. Data collection techniques in the study are observation, documentation and in-depth interviews conducted with people who are considered mastering the field, or who have the information needed by researchers, especially regarding Public Service Accountability in the Making of passports at the First Class Immigration Office Makassar. The stages / steps of data analysis conducted in this study using data analysis model that is data collection, data reduction, Presentation of data, drawing conclusions / verification of the data that have presented. The meanings emerging from the data must be observed,

tested for the truth of its robustness and its compatibility which is its validity [11].

## III. RESULT AND DISCUSSION

The Improvement of services to the public through excellent service which is oriented to community satisfaction is the purpose of the Class I Makassar Immigration office. Therefore, prioritizing public satisfaction has a top priority for the services provided. All duties and obligations concerning service to the public are the responsibility of every employee of the First-Class Immigration Office of Makassar.

Based on the results of interviews from year to year, there is an increase in the application of passports in the office of Class I Immigration Makassar which increased significantly. This is due to the high mobility of people who will go abroad, especially during the holiday season and hajj season. To satisfy the people who make passports, Accountability in the provision of services for passports is required, as well as the improvement of services through accountable, transparent, uncomplicated, and also customer-friendly performance in this case the applicant society of passport application.

In addition to improving services through coordinated employee performance and through accountable service excellence, another purpose of the Class I Makassar Immigration Office is the creation of information on existing data at the Class I Makassar Immigration Office based on management information in each field. Given the enormous duties and responsibilities it receives, it is only natural that the Government agencies at this level undertake and are required to carry out accountability to the public. Because the tasks carried by this Agency is a task that concerns the life / interest of the nation, state and society.

Based on the results of interviews another reason for accountability to the public is to maintain the trust given by public to this Agency. Thus the main reason of the Class I Office of Makassar Immigration in carrying out accountability in the provision of services is for the creation of work processes in accordance with existing rules. Since the service concerns the interests of the nation, state and society, the reason for the First Class Office of Makassar Immigration performs accountability on the performance of its employees is very appropriate, where the scope of accountability is given not only to the informal within the scope of the organization but also to the external organization that is to the community and other parties who are interested.

The Implementation of Passport Making Service in Makassar is held by the First Class Immigration

Office of Makassar. Legally, the implementation of the service of Passport Application in Makassar City is set nationally in Act No. 6 of 2011 on Immigration and the cost of the provisions is regulated in Government Regulation Number 38 Year 2009 regarding Types and Tariffs of Non-Tax State Revenue Applicable to the Law Department and Human Rights.

As has been stated previously that to know the accountability of public services that occurred in the city of Makassar, especially in the service of Passport Application, which is included in the category of accountability processes associated with the procedures used in carrying out the task is good enough. This can be realized through the provision of fast service; responsive; and cheap cost.

Based on this, the author used the theory of Accountability regarding In relation to who should be responsible for what should be accounted for in case of errors that cause performance is still low, they suggest four scenarios described as follows: a) Scenario Type I: reflects the cultural level that requires official accountable only when it is felt that it is formally responsible as well as guilty empirically, in such circumstances the responsible individual must occupy a position in which he is formally responsible for action and there is empirical evidence linking the individual with the end result; b) Scenario Type II : still allow an officer who can not formally be categorically accountable even if there is sufficient evidence hence causing performance to fail. Under such circumstances, even though a supervisor from a government unit is not explicitly responsible for corruption, low performance, or even mistakes of his subordinates, can still be punished for his weakness in carrying out supervisory or subordinate training tasks that may lead to reprimands or dismissal; c) Scenario Type III: promotes the idea of accountability when an official is accountable but he is not guilty empirically, for example an official may be free of major sanctions (eg dismissal) provided he is not guilty of negligence or subordinate offenses; and d) Scenario Type IV : where accountability puts a person or group in charge even if his or her misconduct and formal responsibilities are lacking, where the individual or group is obliged to take responsibility even if it is not the cause or he is not formally responsible.

The phenomenon that occurs is that the existence of unclear information about the cost that should be removed by the service user so that there are illegal charges made by the elements. In addition, the researchers did not find any information boards containing not in wearing the cost of application for the application of passports, but only the requirements; the administrative cost of making passports according to Government Regulation Number 38 Year 2009 on Types and Tariffs of Non-

Tax State Revenues Applicable to the Department of Law and Human Rights; and Passport Making procedures.

Based on the results of interviews to some sources, the authors found the existence of costs incurred by the community of service users outside of the provisions, namely administrative costs in the form of form retrieval. Clarity about the costs required for each service and how and where the payment is very important to be known by the public. Given the transparency of such information will provide assurance to the public about the certainty of services to be received, especially about the certainty of the costs incurred to obtain a service.

The second phenomenon is about the unpredictability of time required in the Application of passports. In the existing rules, it is clear that in the processing of the application for the passport Application has determined that the process of Making Passport is 6 (six) working days. Six days starting from the application of passport until the issuance of the passport.

From direct observation and interview conducted by the writer, indicating that in the process of passport application is seen both in terms of requirements and in terms of procedure is sufficiently clear and in accordance with the rules established by Act No. 6 of 2011 and Government Regulation No. 38 Year 2009 Types and Tariffs of Non-Tax State Revenues Applicable to Departments of Law and Human Rights. However, in terms of time of handling or completion of passports there is often a delay in the sense of not timely.

Uncertainty of service time makes some service users prefer to use the services of insiders that he knew to simplify and accelerate the processing of the passport.

Based on the results of the interview found the lack of clarity of information about the time required in the application of passports that became a separate complaint for service users causing unrest in the use of services, researchers did not find any information board that contains the provisions of the time required by the customer in making passport. To cope this such conditions, the Class I Office of Makassar Immigration needs to be more transparent and active in terms of informing the public about the procedures and deadlines required in making passports in accordance with existing regulations.

This study shows that the Accountability of Passport Building Service at the Class I Makassar Immigration Office is reviewed by Barbara Romzek and Dubnick Theory in regard to who should be responsible for what should be accounted for in case of errors that cause the performance is still low, and is divided into four Scenarios Type. The phenomenon occurring in the First Class Makassar Immigration Office goes into the Category III Type Scenario,

where the Type III Scenario promotes the idea of accountability when a responsible official is empirically innocent, for example an official may be free of major sanctions (eg dismissal) with notes he was not guilty of negligence or subordinate offenses.

The scenario reflects the principle of Accountability service that must be done by the bureaucracy if there is bureaucratic apparatus that is not accountable in providing services to the service user community. The action taken by the bureaucratic apparatus if there is a community of service users who do not meet the specified requirements; and in performing service duties, how far the interests of service users get priority from the bureaucratic apparatus.

Basically public accountability associated with justification and explanation of what is done. Accountability refers to diverse and open sources of knowledge about how services performed by government agencies are functioning in an actual way and the idea of how they should work. In addition, public accountability requires open disclosure of facts and open debate between communities and service providers [12]. The concept of public accountability, based on the idea of democratic responsibility, is essential to running the government through an accountable and representative public service of the will of society [13].

Based on the conclusions of interviews conducted to some sources and observations in the field, the authors found the cost to be incurred by the community of service users outside of the provisions. The above phenomenon shows the weak supervision made by the leadership to his subordinates where the leadership is less observant to see the illegal levies made by his subordinates in providing services of Passport Application. To overcome such conditions, the Class I Makassar Class Immigration Office needs to be transparent in terms of informing the public about all the costs required in making passports in accordance with existing regulations.

From the above phenomena in accordance with the theory of Accountability of Barbara Romzek and Melvin J. Dubnick in relation to who should be responsible for what should be accounted for in case of errors that cause the performance is still low in the category of Type III Scenario of Accountability Theory Barbara Romzek and Melvin J Dubnick where under such circumstances when an official is accountable but he is not guilty of empirically which leads to low performance and accountability in service delivery is lacking.

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Based on the findings at the research location, the length of the process of making the passport is more due to incomplete technical requirements in the form of a problematic family card or applicant's ID card that is no longer valid and also usually a copy of the paid family card can not be read by the scan tool owned by First Class Immigration Office of Makassar. In addition, the number of applicants making passports in the city of Makassar who come in every day to make the file can not be completed on time.

Considering the phenomenon, the lack of clarity of information about the time required in the application of passports that became a separate complaint for service users causing unrest in the use of these services In addition, researchers did not find any information board that contains the provisions of the time required by the customer to passport application. This phenomenon indicates that the lack of attention or motivation made by the leadership to his subordinates where the leadership is less motivation or encouragement to subordinates to increase their motivation in providing services Passport Application. So the complaints of people about the delay of their passports can be reduced little by little, even if it can disappear.

Seeing the above phenomenon in accordance with the theory of Accountability of Barbara Romzek and Melvin J. Dubnick in relation to who should be responsible for what should be accountable in case of errors that cause performance is still low in the category of Type III Scenario of Accountability Theory Barbara Romzek and Melvin J. Dubnick where under such circumstances an official is accountable but he is not guilty of empirically which leads to low performance as well as accountability in service delivery is lacking.

Another phenomenon is the still high number of brokers in terms of handling the Application of passports. Although in this case there is already a law that regulates so that every service agency can reinforce and follow up the existence of brokers, but on the other hand the situation of the existing conditions can not support the implementation of the regulation.

The presence of these brokers does not reflect unaccountable and democratic services at the First Class I Office of Makassar because the public using brokers in the management of passport Application is incompatible with the procedure.

To cope these conditions, the Class I Office of Makassar Immigration should close the gaps which may result in the practice of brokering by, for

example, not opening opportunities to persons acting as brokers Passport making, cracking down on employees involved in brokering, and intensify socialization to people who want to make passports in order not to use the services of brokers in the process of making passports. In this case required assertiveness Head of Class I Office of Makassar Immigration to close the gaps of this brokering.

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#### IV. CONCLUSION

Based on the results of the discussion in the previous chapter, it can be concluded that the accountability of the implementation of the service of passport Application at the First Class Immigration Office Makassar has not been fully accountable in providing services. The phenomenon in the Class I Makassar Immigration Office is associated with who should be responsible for what should be accounted for in case of errors that cause the performance is still low, included in the Category Type III Scenario, where the Type III Scenario promotes the idea of accountability when an officer is responsible but he is not guilty empirically. In the Application of passports at the First Class I Office of Makassar, the community should follow the existing procedures and avoid using the services of brokers and avoid the provision of grease money and so on in the Application of passports.

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