

## **The Implementation of Administrative Accountability in Public Service at the Population and Civil Registration Agency Of Minnehaha Regency**

Verry Herry Paat<sup>1</sup>, Manan Sailan<sup>2</sup>, Jasruddin<sup>3</sup>

<sup>1</sup>(Doctoral students at Universitas Negeri Makassar, Indonesia)

<sup>2</sup>(Lecturer at Universitas Negeri Makassar, Indonesia)

<sup>3</sup>(Lecturer at Universitas Negeri Makassar, Indonesia)

Corresponding Author: Verry Herry Paat

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**Abstract :** This research is a qualitative descriptive research, aiming to investigate the application of principles and determinant factors of administrative accountability and prototype model of accountability in public service. The research data was collected from informants covering the head, secretary, population administration information division, population data and document section, population administration information section, electronic data management division, and data service and archiving section of the Population and Civil Registration Agency of Minahasa Regency through interviews, observation and documentation. The results of this research indicate that: (1) the implementation of administrative accountability at the Population and Civil Registration Agency of Minahasa Regency has been in accordance with the legislation, and there is an additional period of service time, (2) the determinant factor includes the use of manual system service and e-government by the civil servants and freelancers; and (3) the service of the Population and Civil Registration Agency of Minahasa Regency is based on the legislation, Law number 24 of 2013 regarding the amendment to Law number 23 of 2006 on Population Administration.

**Keywords:** Administrative accountability, public service

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### **I. INTRODUCTION**

Administrative accountability is an accountability that requires a clear hierarchy between the responsibility centers and the units below them. Accountability refers to the hierarchical and legal locus of responsibility. This hierarchical relationship is usually clearly established either in the form of organizational rules that are formally set or in the form of informal relationships.

Accountability lies with superiors and then subordinates, and supervision is done intensively to keep the apparatus obedient to the orders given. (Rakhmat, 2009: 45)[1].

Romzek, 1988 and Dubnick, 1987; accountability in government is necessary, but there is little consensus, where mechanisms must exist at all times. The result is "a network of double and overlapping accountability relationships" in which officials must work (Romzek, 1998) [2].

Population administration service is considered very important to be delivered as one form of registration of residents in Minahasa Regency. In addition, as a public service provider, the Population and Civil Registration Agency of Minahasa Regency is expected to provide excellent public service, and **in reality** the Leadership and Staff of the Population and Civil Registration Agency of Minahasa Regency deliver public service every working day.

The Law of the Republic of Indonesia Number 25 of 2009[3] on Public Service in Chapter I paragraph I explains that public service is an activity or series of activities carried out in order to fulfill the need of service in accordance with laws and regulations for every citizen and resident for goods, services, and/or administrative services by public service providers. This law should be the basis for every public bureaucracy in Indonesia, especially for the Population and Civil Registration Agencies to improve public service performance.

The implementation of administrative accountability in public service at the Population and Civil Registration Agency of Minahasa Regency is based on the Law of the Republic of Indonesia Number 24 of 2013 concerning population administration for the completeness of the public administration of the Population and Civil Registration Agency (Disdukcapil) of Minahasa Regency which has opened at least ten service counters. The opening of the service counters is in accordance with the Law Number 24 of 2013 on population

administration. This is done in order to meet the need of the community to complete family administration. In delivering administrative service, Disdukcapil does not charge fees for the service for the purpose of improving the effectiveness of population administration service to the community by ensuring the accuracy of the data and the validity of the national identity number (NIK).

In fact, with regard to service, the community expects service personnel to be there when needed, friendly, quick, and responsive in delivering services. Such behaviors are expected to be implemented with sincerity so as to give satisfaction to the community. It is interesting to note that administrative accountability must exist in every aspect, whether it is in the top-middle position or in the lower position within the government bureaucracy, which are basically not only responsible for the existence of accountability itself, but also responsible for the existence of obligations and causes.

Adherence to rules and procedures is the dominant performance indicator so that the courage to take initiative and develop creativity in responding to changes in society is very low.

Based on the above background, the researcher was interested to study the implementation of administrative accountability in public service at the Population and Civil Registration Agency of Minahasa Regency.

## **II. METHODS**

The primary data was obtained directly from the informants in the form of interview transcripts and findings during the process of the research. The informants include the head, secretary, population administration information division, population data and document section, population administration information section, electronic data management division, and data service and archiving section of the Population and Civil Registration Agency of Minahasa Regency. The data obtained is related to the main issue of the implementation of administrative accountability in public service at the population and civil registration agency in Minahasa Regency. Meanwhile, the secondary data was obtained from books, annual reports, and other documents relating to the research problems. The validity of the data obtained was tested by using data sources triangulation technique; comparing and rechecking the confidence level of the information obtained through different time and tools in a qualitative research. The technique of data analysis used is Miles' (1992)[4] interactive model that includes: Data reduction, Data display, Conclusion drawing/verification and Data collection.

## **III. RESULTS AND DISCUSSION**

The Population and Civil Registration Agency of Minahasa Regency is a work unit dealing with population administration (a series of activities of organizing and controlling in the issuance of population documents and data through population registration, civil registration, management of population administration information, and the utilization of the results for public service). For those who want to manage their population documents, they are served in the Population and Civil Registration Agency of Minahasa Regency through the service counters that have been prepared. This is done for the sake of smoothness, quickness, accuracy, and especially the satisfaction of the people who want to manage their population administration.

On the other hand, accountability mechanisms are required. Romzek and Dubnick (1998)[2] describe three types of accountability, namely direction-based accountability, performance-based accountability, and procedure-based accountability. Public officials, both executives and public managers plan the strategic direction of each organization and state the specifications of the target to be achieved (direction-based accountability). The government's accountability report is one form of accountability in realizing good governance (Widodo, J. 2002)[5]. This is reinforced by the Government Regulation Number 11 of 2001[6] on Regional Financial Information System that opening balance becomes something that every local government should possess. Accountability is also an instrument for control activities especially in achieving optimal results in terms of public service (Mohammad, et al, 2004)[9].

Wahyudi (2005)[10] views accountability as a measure indicating whether public bureaucracy or service performed by the government is in conformity with the norms and values held by the community, and whether the public service is able to accommodate the actual needs of the community. Thus, the accountability of bureaucracy is related to the philosophy that government executive institutions of which main task is to deliver public service must be accountable directly or indirectly to the community.

Administrative accountability in the Population and Civil Registration Agency of Minahasa Regency is performed based on the procedure of providing service to the public/community by following the existing rules so that the process of delivering service is expected to be easily understood by the community as the service users in fulfilling their obligations as the residents of Minahasa Regency.

In the service of population data management through population documents such as the registration of Identity Card (KTP), Family Card (KK), data updating is done based on the following stages:

- 1) Regular data updating is done through population and civil registration service in accordance with the Presidential Decree Number 25 of 2008 regarding Requirements and Procedures for Population and Civil Registration.
- 2) Massive data updating is done by the Population and Civil Registration Agency together with apparatus of Sub-district Government, Village/Urban Village Government, and Village Heads.

The update of population data uses two factors: something you know, such as mother's name and that of other family members, and something you have, such as a Family Card (KK) and Birth Certificate (AK). Data updating takes quite a long time because the process must reach the optimal validity level and be in accordance with existing conditions as Minahasa Regency is a region with a very large population. Administrative accountability at the Population and Civil Registration Agency of Minahasa Regency includes: delivering service to the community members who come to the Population and Civil Registration Agency of Minahasa Regency intending to register population administration by making population documents; applicants who have received a recommendation letter from the Village/Urban Village Government known by the Sub-district Head (Camat) bring their documents to the Population and Civil Registration Agency of Minahasa Regency, which are then submitted to the officer at the service counter to be processed and verified; after the officer has finished checking the documents and ensuring their validity, the documents are taken to the division head to be initialed and taken to the head of the agency to be signed; after being signed, the documents are taken to the operator known by the section head; documents that have been signed by the head of the agency and stamped are taken to the counter 10 for submission of the documents.

The aforementioned matters are based on the Law No. 24 of 2013 on the amendment to Law No. 23 of 2006<sup>[11]</sup> concerning the Population Administration. Service activities related to population administration documents were implemented in accordance with the legislation.

From the aspect of service activities, there is an additional period of service time. In this case, service activities should be carried out from Monday to Friday, but due to public demand, the holy matrimony service is provided on Saturdays and Sundays because in Minahasa Regency the holy matrimony is mostly done on Saturdays or Sundays, and the service time depends on demand.

In principle, administrative accountability in public service at the Population and Civil Registration Agency of Minahasa Regency is based on the legislation, namely law number 24 of 2013 on the amendment to law number 23 of 2006 concerning the population administration. To improve the quality of public service in the context of the implementation of measurable administrative accountability, the Population and Civil Registration Agency of Minahasa Regency uses "Standard Operating Procedure" (SOP) which regulates: Work Mechanism and public service timeframe as a process of administrative accountability at the Population and Civil Registration Agency of Minahasa Regency. The Standard Operating Procedure (SOP) of the Population and Civil Registration Agency of Minahasa Regency is stipulated in the Regulation of the Minahasa Regent No. 20 of 2012. This SOP enables the service provider's performance to be clear and to provide assurance to the service users, which are in this case the people of Minahasa Regency.

SOP of the Population and Civil Registration service aims to empower service personnel to keep performing consistently, to ensure the integrity of the service process, as well as to serve a tool for assessing service personnel. The SOP is implemented for:

- a. The Population and Civil Registration Agency of Minahasa Regency
  - b. Officers of the Population Registration Service in Sub-districts, and in
  - c. Village/Urban Village
- Types of Population and Civil Registration Services include:
- a. Family Card (KK);
  - b. Identity Card (KTP);
  - c. Service of transfer of residence letter between urban villages in the same sub-district
  - d. Service of transfer of residence letter between sub-districts in the same city/regency
  - e. Service of transfer of residence letter between cities/regencies in the same or different province
  - f. Report of new residents in Minahasa Regency
  - g. Birth Registration
  - h. Marriage registration
  - I. Cancellation of Marriage Registration
  - J. Death certificate registration
  - K. Divorce registration
  - l. Cancellation of divorce registration
  - m. Child acknowledgement registration
  - n. Adoption registration

The period of Population Administration and Civil Registration service time is explained as follows:

- (1) Family Card service is delivered for 5 (five) working days, with details as follows:
  - a the process in Urban Villages/Villages takes 2 (two) working days; and
  - b the process in the Agency takes 3 (three) working days
  
- (2) Identity Card service is delivered for 5 (five) working days, with details as follows:
  - a the process in Urban Villages/Villages takes 2 (two) working days; and
  - b the process in the Agency takes 3 (three) working days
  
- (3) Service time of transfer of residence letter:
  - a. Service of transfer of residence letter between urban villages in the same sub-district is delivered for 3 (three) working days, with details as follows:
    - 1) the process in Urban Villages/Villages takes 1 (one) working day; and
    - 2) the process in Sub-districts takes 2 (two) working days.
  - b. Service of transfer of residence letter between sub-districts in the same city/regency is delivered for 5 (five) working days, with details as follows:
    1. the process in Urban Villages takes 2 (two) working days;
    2. the process in Sub-districts takes 2 (two) working days;
    3. the process in the Agency takes 1 (one) working day
  - c. Service of transfer of residence letter between cities/regencies in the same or different province is delivered for 5 (five) working days, with details as follows:
    1. the process in Urban Villages takes 2 (two) working days;
    2. the process in Sub-districts takes 2 (two) working days; and
    3. the process in the Agency takes 1 (one) working day.
  - d. Service of report of new residents in Minahasa Regency is delivered for 5 (five) working days, with details as follows:
    1. The process in Urban Villages takes 2 (two) working days
    2. The process in Sub-districts takes 2 (two) working days; and
    3. The process in the Agency takes 1 (one) working day.

Civil Registration;

The period of civil registration service time is presented below;

- a. Birth registration service is delivered for 5 (five) working days, with details as follows:
  1. The process in Urban Villages takes 2 (two) working days; and
  2. The process in the Agency takes 3 (three) working days.
- b. Marriage registration service, both in the Agency and outside the Agency, is delivered for 3 (three) working days;
- c. Cancellation of marriage registration service, both in the Agency and outside the Agency, is delivered for 3 (three) working days;
- d. Death certificate registration service in the Agency is delivered for 3 (three) working days;
- e. Divorce registration service in the Agency is delivered for 3 (three) working days;
- f. Cancellation of divorce registration service in the Agency is delivered for 3 (three) working days
- g. Child acknowledgement registration service in the Agency is delivered for 3 (three) working days; and
- h. Adoption registration service in the Agency is delivered for 3 (three) working days

Technical matters that have not been adequately regulated in this regent regulation will be further regulated in the Regent's Decree. The determinant factor in implementing administrative accountability at the Population and Civil Registration Agency of Minahasa Regency is that the Population and Civil Registration Agency of Minahasa Regency is supported by twenty five civil servants and eight freelancers.

Based on its main tasks and functions, the Population and Civil Registration Agency of Minahasa Regency provides service related to the population and civil registration which is not only delivered manually but also by utilizing the Information Technology (e-Government). The use of information technology either hardware, software or network connection is to improve the quality of service. To support the smoothness of public service, the Population and Civil Registration Agency of Minahasa Regency has attempted to provide office tools and equipment, and facilities and infrastructure for the service are supported by Electronic Government system, thereby improving the quality of service to the public/community who visits the Population and Civil Registration Agency of Minahasa Regency. These facilities and infrastructure include; Office building, including public service joint building for service delivered by the Population and Civil Registration Agency, Electricity Network, Telephone Network, Generator Set, Wireless network, CCTV, Website.

This is supported by Guy (2007) [12] who states that the principles of accountability are used to create an effective control system based on the distribution of shareholder, directors and commissioners power. The

principles of accountability require 2 (two) things, namely: (a) ability to answer, and (b) consequence. The first component (the term derived from responsibility) is related to the demand for the apparatus to periodically respond to any problems related to the use of their authority, resources than have been used, and what has been achieved after using those resources. In the context of government bureaucracy, accountability is a term used to describe and embody the accomplishment of the predetermined mission (Benveniste, 2001) [13]. According to Widodo (2002) [14], government organizations are made by the public and for the public interest so they have to account for their actions and policies to the public.

Kasim (2000) [15] adds that accountability and transparency are a prerequisite for the creation of bureaucracies and governments that are responsive to the will of the people. Affirmations of the importance of accountability and transparency to ensure the use of limited resources for various public services can provide the greatest benefit to society efficiently, effectively, and measurably. Accountable local governments of values, morals, and internals will have community-oriented thinking and action.

Prototype model of the implementation of administrative accountability in public service at the Population and Civil Registration Agency of Minahasa Regency. In principle, the service provided by the Population and Civil Registration Agency of Minahasa Regency is based on the legislation, Law Number 24 of 2013 regarding the amendment to Law No. 23 of 2006 concerning Population Administration.

Theoretically, accountability can be divided into several models or types. Chandler and Piano (1982) [16] distinguish accountability into four models, namely regularity accountability, managerial accountability, program accountability, and process accountability. In another view, accountability can be classified into three types, namely political accountability, professional accountability, and moral accountability (Islamy, 2008) [17]. To understand the accountability model, specifically Carino (1993) [18] introduces an administrative accountability model that includes traditional, managerial, program, and process accountability.

Administrative accountability is an accountability that requires a clear hierarchy between the responsibility centers and the units below them. This hierarchical relationship is usually clearly established either in the form of organizational rules that are formally set or in the form of informal relationships. Accountability lies with superiors and then subordinates, and supervision is done intensively to keep the apparatus obedient to the orders given.

Managerial accountability, efficient use of public funds, labor, and other resources are the focus of attention. This accountability requires public officials to be responsible rather than just obeying. In addition, it is input-oriented and advocates the need for continuous attention to avoid unnecessary expenditure, and encourage appropriate use of public resources. Managerial accountability encourages the program by cutting off excessive government procedures or replacing lack of funds alternative in practice. The type of program accountability is related to achieving the results of government operations and involving community, especially local community (Wahyudi, 2005) [19].

Romzek and Dubrick (1990) [20] propose four mechanisms, namely bureaucratic, legal, professional, and political accountability. An important factor that establishes a public accountability mechanism is the ability to define and control the expectations of the entire institution within or outside the organization. Another important thing is the degree of overall control of the institution of the expectations that the agents have defined. The accountability of public administration is in fact related to how public bureaucracy embodies public expectations.

According to Paul (1994) [20], legal accountability is related to the existence of legal mechanism, or specifically develops policies such as laws that can be exploited by the public to challenge bureaucratic policies and the behaviors of government officials or agents. This accountability mechanism is due to increased interaction between public and government agencies and the dysfunctional impact of secrecy in government or issues of service efficiency or effectiveness.

Professional accountability occurs when government continuously reviews complex problems and technical difficulties. Under such conditions, public officials should direct the skills and abilities of subordinates to provide the right solutions. Jabra and Dwivedi (1989) [21] explain that accountability practices differ in different professions because the criteria used to define professional accountability are strongly influenced by the professional norms or ethics approved and applied in each profession. The mechanism of political accountability centers on democratic pressures. In this accountability, employees and public agencies are accountable to political leaders. Political accountability recognizes the power of political authority to regulate and ensure compliance with the orders. Nevertheless, Corbett (1992) [22] states that public officials and agencies may be politically irresponsible unless the public is able to criticize political actors to whom public officials or agent is responsible.

Bureaucracy accountability mechanism is often used as a mechanism for managing public agencies. The function of the bureaucratic accountability mechanism involves two things, namely (1) formal and organized relationship between superiors and subordinates in accordance with provisions that cannot be disagreed with and questioned, and (2) closed supervision or standard system or clarity of established rules

(Widodo, 2002)<sup>[23]</sup>. Legal accountability involves the level of frequency of control over all public administration activities.

This two-dimensional blend produces four mechanisms of accountability. The source of internal control rests on the authority attached to formal relationships hierarchically or informal social relationship with public agencies. The source of external control reflects a similar separation. Their authority can be distinguished into an authority derived from a series of rules or the exercise of power informally by interests outside public agencies. The high degree of control reflects the ability of the controller to determine the action and depth of action that the public agencies and its members can do. In contrast, the low degree of control provides discretion in the operations of the public agencies.

#### **IV. CONCLUSION**

The implementation of administrative accountability at the Population and Civil Registration Agency of Minahasa Regency has been in accordance with the legislation, and there is an additional period of service time. Moreover, the determinant factor includes the use of manual system service and e-government by the civil servants and freelancers, and the prototype model of the implementation of administrative accountability is based on the legislation, Law number 24 of 2013 on the amendment to Law number 23 of 2006 [11] regarding Population Administration.

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