

Strategies For Accountability Of Building Approval Services In Gowa Regency

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Abstract:

Background: DPMPTSP of Gowa Regency encountered permit issues with the Building Permit (IMB) system. About 20.7% buildings did not have the IMB and the completion process took 1-2 months. These problems suggest that DPMPTSP has not effectively ensured the public demand for accountability in public services. On the other hand, many people are unaware of the mechanism for applying for PBG as DPMPTSP of Gowa Regency has not provided any public education on the matter. Instead, the providers of the PBG services are divided into two agencies: DPMPTSP, which deals solely with PBG registrations, and PUPR of Gowa Regency, which handles PBG measurement, surveys, and issuance. This situation greatly complicates PBG services and the information about the Standard Operational Procedures exhibited by DPMPTSP and PUPR of Gowa Regency becomes unclear.

Methods: This is a qualitative study with a phenomenological approach aimed at developing strategies for accountability in building approval (PBG) services in Gowa Regency. The participants were selected through purposive sampling technique and the data were collected through interviews, observations, and documentation. The analysis of data was performed using the Miles and Huberman interactive model.

Results: The results of the study showed that the strategies for accountability of public services in PBG in Gowa Regency are as follows. (1) One Stop Integrated Service Office (DPMPTSP) provides socialization to the public about the PBG procedures and requirements. (2) The applicant registers through the website <https://simbg.pu.go.id/> or by visiting the registration counter. (3) The applicant fills out the form and collects the necessary documents for PBG. (4) The officer examines or verifies the documents. (5) The team from the Ministry of Public Works and Housing (PUPR) surveys the building's location. (6) The retribution fee is determined by the technical team on the basis of regional law. The full amount charged to the applicant is listed in SKRD. (7) PBG is issued once the applicant submits the proof of retribution payment from the bank.

Key Word: Accountabilit;, Service; Building Construction Approval.

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I. Introduction

Accountability is a process manifested in providing effective, responsive, and cost-effective public services. However, establishing an accountable government in Indonesia remains a constant challenge. Some of the contributing factors include corruption, collusion, and nepotism (CCN), non-compliance with the law and poor law enforcement, abuse of power, as well as lack of self-control among leaders, officials, and bureaucrats. The increasing prevalence of CCN in public sector tarnishes the reputation of public institutions in the eyes of society. It is acknowledged that the provision of public services in Indonesia is hampered by an ineffective and inefficient government system and poor quality of human resources. It is evident from numerous complaints received from the society both directly and indirectly through mass media, regarding complicated procedures, lack of clarity about completion timelines, costly fees, nontransparent requirements, and unresponsive officials, resulting in a poor image of the government.

One of the public sectors that often receives attention is the public sector that provides permitting services. It is still a concern that public services related to permits, including the process of building approval (also known as or PBG), have not been satisfactory. Of all types of permitting services, PBG has the highest number of applicants. In Gowa Regency, there were approximately 1,268 applications from both individuals and housing developers (Buku Profil Perizinan BPPT Kabupaten Gowa, 2020). PBG plays a critical role in building constructions with PBG, the regency government has a controlling role in managing the physical data of the city, which is crucial for planning, monitoring, and maintaining the buildings in regencies, especially in Gowa Regency.

In Article 1 Point 17 PP 16/2021, it is stated that building approval, or PBG for short, is a permit granted to the owners of the buildings to construct new, refurbish, extend, downsize, and/or maintain the buildings in compliance with the technical standards of the buildings. PBG is a permit that regulates the construction of buildings. This shows that buildings must meet the pre-established technical standards. The technical standards regulate the planning, designing, construction, monitoring, and use of the buildings. PBG requires that the building is planned and designed based on its layout, reliability, and prototype. The same rules apply to the demolition of the building. To apply for PBG, individuals must register via the SIMBG website.

Government agencies that implement public accountability must always be able to be called to account for their activities to the public. In practice, the One Stop Integrated Service Office (DPMPTSP) of Gowa Regency only began to implement PBG in 2022 despite the establishment of the PBG system in 2021. Currently, the implementation is still considered ineffective and inefficient, including the compliance with the procedures. Many people construct the building first and arrange the permit later, indicating that the PBG services provided by DPMPTSP have not yet demonstrated excellence-oriented bureaucratic performance.

A number of current issues concerning PBG in Gowa Regency can be attributed to the poor credibility of the bureaucracy; one of which is the lack of accountability to the public regarding the delivery of PBG services. According to Jaharuddin (in Akhmad and Hadar Akib, 2014), DPMPTSP of Gowa Regency encountered permit issues with the Building Permit (IMB) system. About 20.7% buildings did not have the IMB and the completion process took 1-2 months. These problems suggest that DPMPTSP has not effectively ensured the public demand for accountability in public services. On the other hand, many people are unaware of the mechanism for applying for PBG as DPMPTSP of Gowa Regency has not provided any public education on the matter. Instead, the providers of the PBG services are divided into two agencies: DPMPTSP, which deals solely with PBG registrations, and PUPR of Gowa Regency, which handles PBG measurement, surveys, and issuance. This situation greatly complicates PBG services and the information about the Standard Operational Procedures exhibited by DPMPTSP and PUPR of Gowa Regency becomes unclear.

In addition to the results of observations presented above, there is secondary data on the accountability of the IMB services for the 2018-2020 period. The data showed that DPMPTSP of Gowa Regency provided a suggestion box. The submitted suggestions and criticisms were related to the types of services offered for the IMB application, such as the procedures, requirements, service hours, fees, facilities, officials' competency, and their gestures when providing the services. In 2018, the majority of suggestions and criticisms were related to service fees, service procedures, and the conduct of officials. In 2019, most feedback was about the fees, followed by the completion time. In 2020, however, the majority of feedback was concerning the conduct of officials, followed by time completion. This data indicates that citizens consistently critique the same types of services, with only the percentages changing every year.

The lack of accountability of DPMPTSP in providing PBG services in Gowa Regency is also caused by the weak capacity of the government officials to monitor the internal personnel. The implemented procedures and mechanisms of services often lack efficiency and neglect public interest. Good services should be demonstrated through punctuality, diligent work during working hours, and adherence to Standard Operating Procedures. However, many government officials fail to meet these expectations. Thus, the public often emphasizes the importance of government accountability in providing services. According to Sanderson (2010, in Wijaya, 2007), there are supporting and inhibiting factors in government policies that determine the success or failure of service activities. The process and implementation of the policy are the most crucial stages.

The study conducted by Afriani and Wahid (2009) discovered that implementing government accountability can improve public judgment regarding the principles of good governance, which include concern for the stakeholders, effectiveness and efficiency, public participation, accountability, and transparency. Despite government accountability as a rational solution for DPMPTSP of Gowa Regency, accountability for good services remains difficult to achieve. In addition, the more efficient streamlining of service procedures, such as PBG, requires the involvement of various agencies with stricter regulations. If it is implemented, the general public will benefit significantly.

Although DPMPTSP of Gowa Regency uses two doors to provide PBG services, problems persist when regional regulations on PBG services are implemented. Not rarely, the agreed rules are violated by the staff on duty. The staff is considered to be slow in delivering services and inaccurate in handling applications. Typically, normal processing takes three to four weeks, but in practice, the procedure may take longer, up to three months. Additionally, the sanctions imposed on the officers who make mistakes have not been effectively enforced. Services are of high quality if the customers they serve do not file any complaints. Tjiptono (2009) argued that every service organization defines quality based on their purpose, expectations, culture, and customer needs. In other words, a quality service is a service that meets the predefined requirements.

Another factor that may contribute to the inefficient delivery of PBG services is the employment of officers whose educational qualifications do not align with their duties and responsibilities. For example, assigning an officer with a bachelor's degree in Biology Education to the PBG registration unit would be

improper, whereas a person with a degree in Public Administration would be a more suitable fit. Therefore, to promote the efficiency of PBG services, the agency requires personnel possessing competencies aligned with the assigned responsibilities. For this reason, adjustments must be made to align employees' competencies with the assigned tasks. Competence refers to the fundamental skills and qualities required to perform work effectively (Furham, 1990, in Zubaidi et al., 2019:69). According to Aruan (2003, in Zubaidi et al., 2019:69), regional government apparatuses must possess competencies in knowledge, skills, attitudes, and behaviors.

In addition to the incompatibility between competencies and assigned tasks, the lack of accountability within the DPMPTSP personnel of Gowa Regency can also result from disagreements and unresponsiveness. These employees should be able to show professionalism in serving the community and to implement the Standard Operating Procedures in the workplace. Hadi and Tarwan (2018, in Razak et al., 2022) argued that agencies must exhibit responsiveness and agreement in serving stakeholders. The agreement between public organization services and expectations will enhance the performance of the organization.

Numerous reviews on quality services from the experts should be noted by DPMPTSP of Gowa Regency. The incorporation of a responsible service system is a means of ensuring the accountability in the administration of each PBG service process offered to the public. Although DPMPTSP of Gowa Regency has made significant efforts to provide accountable PBG services, the public satisfaction rate for PBG services in 2021 remained low in terms of the procedures, employees' attitudes and appearances, employees' competencies, and the facility availability.

Based on the information gathered from the officers and the secondary data, there were 33 PBG applicants in 2022, meaning that there were three PBG applicants each month. In 2023, the number of PBG applicants has increased significantly. There were 38 applicants from January to May 2023, meaning that there were eight applicants per month. However, the data from PUPR may be different because they do not count the number of applicants, but the number approved building units. For example, a developer submits the applications for 50 units, PUPR will count 50 PBG applicants, but in DPMPTSP only one applicant will be counted. Based on the information from PUPR, the number of building units proposed in 2020 was 442, while in 2023 until August, there have been 483 building units. The data of PUPR has also increased significantly.

Based on the secondary data, the public has not yet been satisfied with PBG services at DPMPTSP and PUPR of Gowa Regency since 2022. This data shows that the implemented PBG services are still lacking of accountability.

Further explanation is needed regarding the provision of quality and accountable services. Quality and accountable services are services that are free from depravity, which can generate satisfied customers (Moenir, 2006). Public services have always been an interesting focus in the field of Public Administration. This is due to the fact that government-provided services are still inadequate. Dwiyanto (2012) conducted surveys in 20 provinces in Indonesia about public service performance. The results of the surveys showed that the adoption of regional autonomy did not exacerbate the quality of public services. However, there was a lack of implementation of the good governance principles. Parasuraman et al., (in Pasolong, 2008) proposed five dimensions that can serve as the basis for measuring the service quality that people perceive. First, tangibility is a factor that encompasses physical facilities, equipment, performance, and communication facilities. Second, reliability refers to the organization's ability to provide accurate and trusted services' Third, responsiveness can be seen from the policies intended to assist and provide quick and responsive services to customers. Fourth, assurance is the employees' knowledge and friendliness, as well as the flexibility to perform tasks that guarantee good performance and generate trust and confidence.

The main focus of DPMPTSP and PUPR of Gowa Regency is on the utilization of accountability, which is a prerequisite for the implementation of good governance. Government agencies with public accountability consistently provide justification for all of their activities. Likewise, the community in exercising control should have a great sense of responsibility for the common interest, not only for the benefit of a group/class. The responsibility of the community for exercising control over government agencies is a form of community participation. It is crucial to establish joint attention as accountability is necessary not only for the government, but also for the community. Community accountability should be accompanied with equal access to the facilities for all the community members to exercise control over the government.

Based on the aforementioned explanation, the research problem that this study aims to answer is what are the strategies for accountability in building services in Gowa Regency. This study aims to analyze and describe the strategies for accountability in building approval services in Gowa Regency.

II. Methods

This study is a qualitative research aiming to systematically describe the factual and actual conditions of PBG. Written descriptive data from information from the officer and applicant of PGB, events, and human behavior observed in DPMPTSP and PUPR was expected to be generated.

Phenomenological approach was used in this study to create systematic, factual and actual description of PBG application process. This approach is applicable for imperative study which shows experiences, observations, and information from object as is.

There were two sources of data, which are (a) primary data source in which the source of the data gave it directly to the data collector and (b) secondary data source in which the data was given indirectly. Informants for the primary data source were chosen through purposive sampling technique with certain consideration and purpose. The informants were believed to understand the object of this research. There were 3 clusters created from the data collection technique, which are (a) community members as users, (b) entrepreneurs (developer) as users, and local government (PTSP office) and PUPR office. The PTSP officers were acted as key informants while the PUPR office was the service provider and policy maker.

Validation on the researcher itself to be prepared in conducting the research was needed. Validation on the researcher as an instrument includes validation of method and qualitative research approach understanding, knowledge on the research object, and readiness to examine the research object. Research instruments of this research were: (a) Interview Guide and (b) Observation Guide. Those two instruments were validated by an expert, Prof. Dr. rer. nat. Muharram, M. Si. and Dr. H. Muhammad Guntur, M. Si.

The research was done in some stages, which are: (a) conducting colloquium to discuss the draft of research proposal and doing promoter panel to get input and suggestion to refine the proposal, (b) applying for research permits in DPMPTSP of Gowa and in PUPR and before conducting the research, research permits from Secretariat Regional of Gowa Regency need to be obtained, (c) collecting data and information in research location with grand tour question towards the institutional chief of DPMPTSP of Gowa Regency, (d) exploring the research location by listen to the chosen informants regarding to their understanding and perception on accountability policy of IMB service, (e) conducting member check followed with data classification and categorization based on the questions which later written in the form of a report, (f) writing research report while also conducting credibility test of the results.

Based on the formulation of the problem, this study focused on the accountability of PBG service to examine the procedural and satisfying service of PBG application.

Data collection techniques used in this study were interview, observation, and documentation.

- a. The interview was conducted with the chosen informants. It was conducted on some informants so it was expected to give accurate and correlated data. When there was an informant giving shallow and inaccurate information, the interview went on to the next informant who can understand the system of PBG application service. The next informant was decided during the interview with the previous one. It means that the next informant was recommended by the previous one based on its understanding and knowledge of the research subject.
- b. The observation was made based on the indicators of PBG application service accountability.
- c. The documentation technique involved literature study on some documents on policies about PBG issuance, PBG issuance report in 2022, and some other documents such as report, recording, video, and pictures of activities during PBG issuance service.

The data testing of this qualitative study was focused on validity and reliability since the primary criteria of the data in a qualitative research are valid, reliable, objective. There were three data testing techniques implemented in this research, which included: Data testing by using the source of data, method, investigator, and theory. Triangulation with the data source was conducted by comparing the methods of data collection of this study, which were interview, observation and related documentation, regarding research condition and someone's perspective on several opinions.

regarding research condition and someone's perspective on several opinions. The triangulation with the theory was done by analyzing the pattern, relationship, and reasons to find out a comparison explanation.

Data analysis in this study used interactive model from Miles dan Huberman (Miles, Huberman and Saldana, 2014). The analysis of qualitative data was conducted interactively and continuously until it completely finished to generate saturated data. The interactive model is showed in Figure 1.

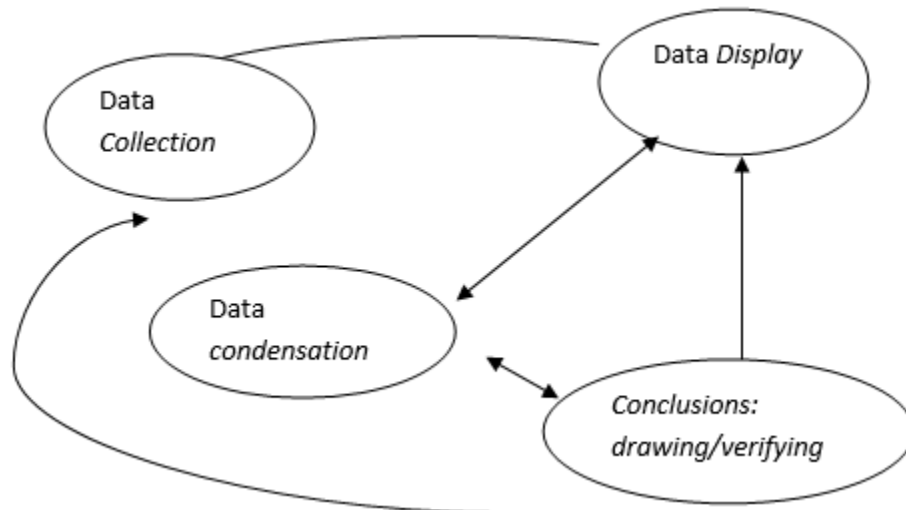


Figure 1. Component of Data Analysis with Interactive Model from Miles and Huberman (Miles, Huberman dan Saldana, 2014).

III. Results and Discussion

Based on the results of the study, the strategies of accountability for PBG services are presented as follows: To encourage investments and business, basic permitting requirements, such as PBG and Functional Certificate, need to be streamlined. A building is a physical form created by construction work, integrated with its location, partially or wholly on and/or in the ground and/or in water, which functions for human activities, whether for housing or residence, religious activities, business activities, as well as social, cultural, and special activities.

Each building has a building function and classification. The building function must be used in compliance with RTDR concerning the allotment of the location and is stated in PBG. The construction of a building is carried out through the planning, executing, and monitoring stages. The construction is executed after PBG is granted. PBG is granted after the regional government issues the statement of compliance with the building technical standards.

DPMPTSP of Gowa Regency adopts the standards set by the Ministry of Public Works and Public Housing for the provision of PBG services. Each applicant must submit all required documents based on the type of building proposed. In the provision of PBG services, DPMPTSP and PUPR collaborate to design a service flow that aims to facilitate the community, making the process faster, more accurate, and measurable, as shown in Figure 2.

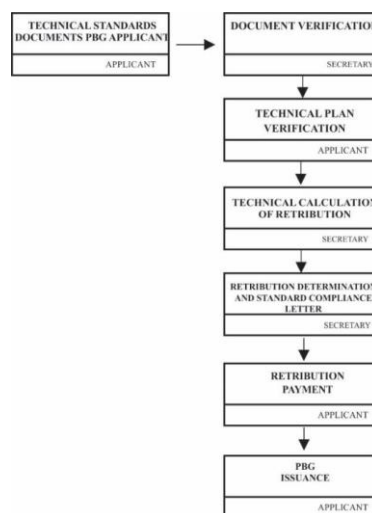


Figure 2. The Flow of PBG Services in Gowa Regency in 2023

Buildings with Special Functions must be in compliance with the planning and design standards. In addition, it also must meet the standards for special technical planning and design. The security standards for a

building with a special function are determined by the relevant institution or agency. Special technical planning and design standards prescribed by relevant authorities or institutions include: the regulation on selecting the location by considering for natural disasters in accordance with regional spatial plans, detailed spatial plans, or building and environmental plans; the regulation on selecting the location by considering the radius of the safety boundary for community dwellings, maintenance of environmental sustainability; the regulation on managing special function buildings; and the specifications of Buildings with Special Functions determined by relevant institutions or agencies.

To ensure that the procedures used to perform duties are effective, public services should be provided in a procedural, prompt, inexpensive, and responsive manner. It can be applied to the requirements, mechanisms, time, and costs needed to implement public services.

Procedures in public services refer to a series of service activities, from the time an applicant receives a form until the time a permit is issued. All of these permitting processes are handled in one place, DPMPTSP of Gowa Regency. The procedures of PBG services are not complicated because it is already clear that all the requirements to be fulfilled are specified in the Standard Operating Procedure and Service Standards. Efforts have been made to ensure that information about service procedures is properly disseminated to the community. One of the efforts made is the use of media.

Based on the results of the study, the compliance with the procedures was still low. Despite the use of SOPs for reference, compliance with the regulations, and information published on the website, many people are still confused about the procedures due to a lack of clarity and uneven public education. Thus, it would be more helpful to have a PBG application flow displayed in the room and not just posted on the website in order to make it more convenient for applicants to go through the process.

The results of the study showed that the assurance of public services was poor. The cost information displayed on the SIMPG website and provided directly by the DPMPTSP Gowa employees was unclear. However, the standard for financing PBG services already exists, based on the Gowa Regency Regulation No. 13 of 2013 on the determination of unit prices and building infrastructure and the the Regional Regulation No. 4 of 2018 on fees for certain permits and payment of fees accompanied by evidence/receipts showing the transparency in retribution fees.

Furthermore, in terms of time, the services in DPMPTSP of Gowa Regency were still not effectively implemented. This is evidenced by the dissemination of unclear information to the public about the timing of the PBG issuance. Even some of the staff and the applicants did not know about the standard timing of the services. The lack of certainty about the timeframe left the applicants with no choice but to wait for phone calls to pick up PBG letters.

The results of the study showed that the officers of the PBG services at DPMPTSP and PUPR gave good responses to the public. The community revealed that when they applied for PBG, the staff was friendly and responsive. If the documents were still incomplete, the staff gave direct instructions to complete it. Thus, the responsiveness of public services was rated as good.

These results are in agreement with those obtained by Sutedi (2010) that there are some considerations why PBG is required when constructing the building. First, the status of the land in question must be clarified before the building is constructed, so that lawsuits from other parties can be avoided after the building is constructed. The status can be known through the land documents such as certificates, plot letters, land decrees, committee A minutes, and the unoccupancy of the land by other people. Unclear ownership of the land will be detrimental to the land owner and/or the building owner. Second, cities need good, orderly, safe, and comfortable arrangements. Therefore, buildings should be arranged properly and the environment will not be negatively impacted. In urban areas, the construction of buildings must be in accordance with the city's zoning plan. Thus, before obtaining PBG, people must first acquire information about the city's map. Third, the issuance of PBG is also intended to prevent physical damage to the building. For this purpose, each building construction requires a mature development plan that is in compliance with the predefined building technical standards/normalization, which includes architecture, construction and installation, including fire installation (fire prevention and suppression system). Fourth, the technical standards/normalization of buildings are monitored through building permits in order to prevent hazards that may arise, especially during construction, for the environment, workers, surrounding communities, and potential building users. This is in line with Ismail and Hanifah's statement (2021) that the development that has been carried out can work well according to the plan. As a result, buildings can properly serve people as a place to perform their activities and buildings that are functional, reliable, identifiable, and harmonious with their environment can be realized.

Based on the results of observations and interviews, the conclusions that can be drawn about the strategies for the accountability in the provision of PBG services at DPMPTSP in Gowa Regency are as follows. (1) DPMPTSP provides education to the public about the PBG procedures and requirements. (2) The applicant registers through the website <https://simbg.pu.go.id/> People who do not know how to use the Simbg website can register directly at the registration counter. (3) The applicant fills out the form and collects the necessary

documents for PBG. (4) The officer examines or verifies the documents. If the documents are still incomplete, the applicant must complete it first. Once complete, the proposal will be processed further and the applicant comes to PUPR for factual verification regarding the building design. (5) The team surveys the building's location. (6) The retribution fee is determined by the technical team on the basis of regional law. There is no additional cost to apply for PBG. The full amount charged to the applicant is listed in SKRD. Payments are made through the bank or via online and late payment will be subject to sanctions with a fine of 2% per month of the retribution fee. (7) PBG is issued once the applicant submits the proof of retribution payment from the bank. It should be noted that the PBG services are regulated in the SOP and Service Standards to which all DPMPSTP and PUPR officers must adhere. The deadline for PBG services has also been set, which is 7 business days.

IV. Conclusion

The results of the study showed that the strategies for accountability of public services in PBG in Gowa Regency are as follows. (1) DPMPSTP provides education to the public about the PBG procedures and requirements. (2) The applicant registers through the website <https://simbg.pu.go.id/> People who do not know how to use the Simbg website can register directly at the registration counter. (3) The applicant fills out the form and collects the necessary documents for PBG. (4) The officer examines or verifies the documents. If the documents are still incomplete, the applicant must complete it first. Once complete, the proposal will be processed further and the applicant comes to PUPR for factual verification regarding the building design. (5) The team from the Ministry of Public Works and Housing (PUPR) surveys the building's location. (6) The retribution fee is determined by the technical team on the basis of regional law. There is no additional cost to apply for PBG. The full amount charged to the applicant is listed in SKRD. Payments are made through the bank or via online and late payment will be subject to sanctions with a fine of 2% per month of the retribution fee. (7) PBG is issued once the applicant submits the proof of retribution payment from the bank. It should be noted that the PBG services are regulated in the SOP and Service Standards to which all DPMPSTP and PUPR officers must adhere. The deadline for PBG services has also been set, which is 7 business days.

Based on the results of the study, it is hoped that DPMPSTP and PUPR of Gowa Regency will optimize PBG services to more accountable. Therefore, it is critical to ensure compliance with procedures, cost certainty, time standards, and responsive PBG services. All of this information can be posted on the DPMPSTP website page as the main agency for PBG applicants.

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