ADMINISTRATIVE ACCOUNTABILITY IN THE PREVENTION OF CORRUPTION AT THE LOCAL LEVEL
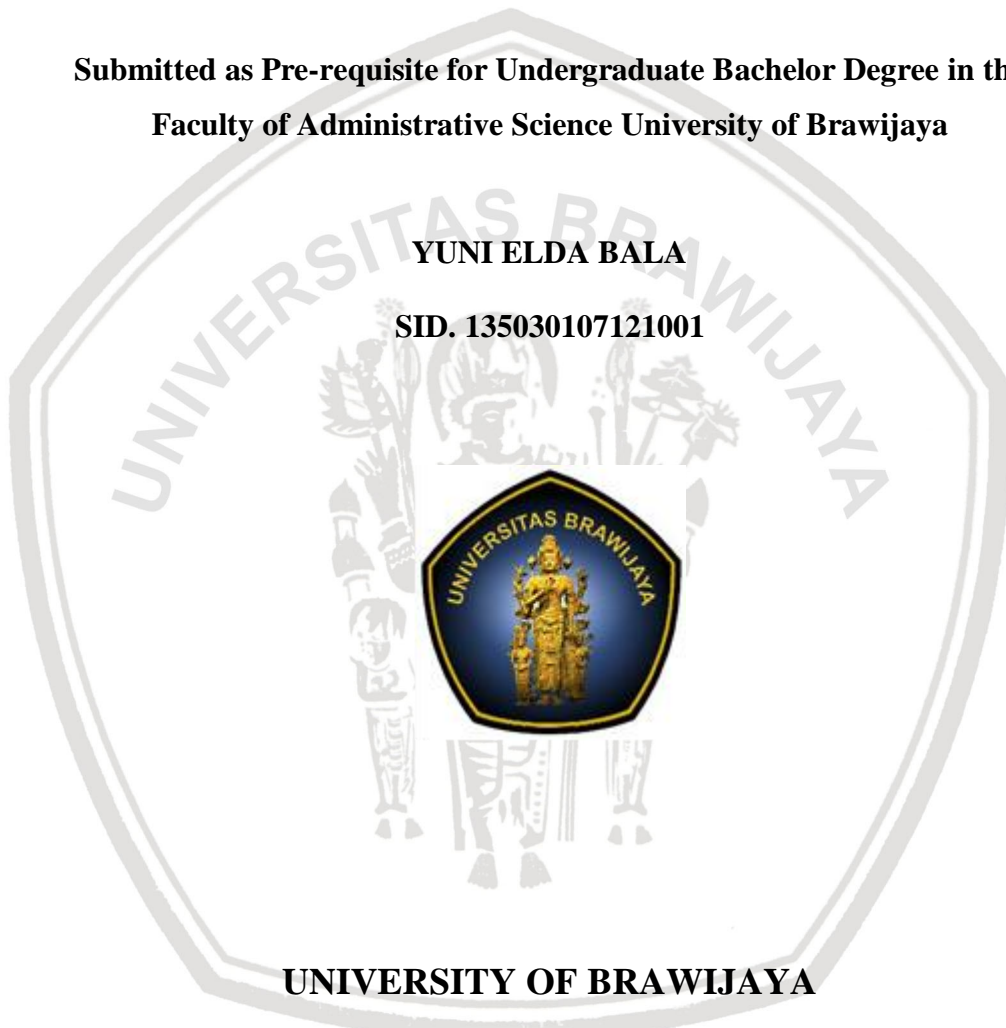
(Study at Planning, Research, and Development Agency of Malang City)

UNDERGRADUATE THESIS

Submitted as Pre-requisite for Undergraduate Bachelor Degree in the Faculty of Administrative Science University of Brawijaya

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FACULTY OF ADMINISTRATIVE SCIENCE

PUBLIC ADMINISTRATION DEPARTMENT

MALANG

2017

MOTTO

"Woman is prettiest when she works hard"

~KTY~

"When they go low, we go high"

~Michelle Obama~

"What heights of love, what depths of peace, when
fears are stilled, when strivings cease"

~in Christ alone~

APPROVAL SHEET OF UNDERGRADUATE THESIS

Title : Administrative Accountability in the Prevention of Corruption at the Local Level (Study at Planning, Research and Development Agency of Malang City)

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Study Program : Public Administration

Concentration : -

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ENDORSEMENT SHEET OF UNDERGRADUATE THESIS

It has been maintained in front of the panel of examiners of undergraduate thesis in Faculty of Administrative Science, University of Brawijaya, at:

Day   : Tuesday

Date   : August, 8th 2017

Time   : 10.00 a.m.

An Undergraduate Thesis

On behalf of : YUNI ELDA BALA

Title   : Administrative Accountability in the Prevention of Corruption at the Local Level (Study at Planning, Research and Development Agency of Malang City)

And declare **TO HAVE PASSED**
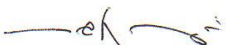
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DECLARATION OF ORIGINALITY UNDERGRADUATE THESIS

I declare with truth that all my knowledge, in this undergraduate thesis there is no scientific papers that have been asked by others to get the work or opinion which ever written or published by others, except for the written quotes in this script, it referred and mentioned in the source of references.

If evidently in this undergraduate thesis, may be proven are elements of plagiarism, I am willing for this thesis being disqualified and academic degree I have gained for Bachelor Degree (S-1) is canceled, then will be processed in accordance with the Law in force (UU) No. 20 of 2003, Article 25 of Paragraph 2 or in the article 70.

Malang, 17 Juli 2017

Yuni Elda Bala
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SUMMARY

Yuni Elda Bala. 2017. **Administrative Accountability in the Prevention of Corruption at the Local Level** (Study at Planning, Research and Development Agency of Malang City). Thesis. 1) Prof. Dr. Sjamsiar Sjamsuddin, 149 Pages + xv

This research was conducted in order to show how the accountability that happened in government, to be specific about the administrative accountability, in simply the up-ward ones. This issue came because the concern of development towards something better but the thing is there are always those things that inhibit it. One of them is corruption. This pathology is not a new comer, even for developing country like Indonesia, it's something popular.

Many ways have been designed to eradicate and prevent this corruption to be happened in government sector. For example is good governance. This concept is about how to make the government clean and good. UNDP has proposed the concept by listing 9 principles that need to be done in order to achieve that. Like one of nine is accountability. Accountability in simply is required or expected to give an explanation for one's action.

This research was about how the government did the administrative accountability. This type of accountability is considered as the up-ward ones from the subordinate level to superior level. For the scope of development planning, one of the documents is Regional Government Work Plan or known as *Rencana Kerja Pemerintah Daerah* which is regulated in Republic of Indonesia Regulation of Ministry of Home Affairs Number 54 of 2010 in Chapter VII.

This research used the qualitative type with descriptive approach. The site of research was in Planning, Research and Development Agency in Malang City. The research conducted by doing some interview and processing document. The technique of data analysis used 3 (three) phases that is data condensation, data display, and conclusion.

The result of this research showed that impelementation of administrative accountability in composing the Regional Government Work Plan document was running by basic operational procedures. Result of data obtained are there are still several characteristics that have not been fulfilled with the characteristics of the way of administrative accountability should be done.

Keywords: Administrative Accountability, Regional Government Work Plan Document

DEDICATION

This thesis is dedicated to the memory of my dear Father (Alm) **Mr. Elias Bala** who has already finished his journey home and would have been happy to see me follow his steps in government sector, to my dear Mother **Mrs. Damaris Rembon** that I love the most that always gives her constant, unconditional love and support, to my dear Brother, **Oktafianus Bala, S.AP**, that I adore and respect the most;

And to **Faculty of Administrative Science**

My Alma mater, **University of Brawijaya**, My Choice, My Pride

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Firstly, the author wants to deliver her great thanks to God for His bless and kindness that make it possible to complete this research in order to fulfill the requirement of Bachelor Degree in Public Administration Program, Public Administration Department, Faculty of Administrative Science University of Brawijaya.

Praise God Almighty for the presence of plenty of mercy and His grace, so that the author has completed the undergraduate thesis entitled "Administrative Accountability in the Prevention of Corruption at the Local Level Study at Planning, Research and Development Agency of Malang City"

This undergraduate thesis is the final task proposed to qualify in obtaining a bachelor degree of Public Administration at the Faculty of Administrative Science University of Brawijaya.

The author has realized that in the process of writing this undergraduate thesis would never be realized without the help and encouragement from various parties. Therefore, on this occasion the author expressed her gratitude to the honorable

1. My beloved parents, my Father, (Alm) Mr. Elias Bala, that already finished his long way journey home, and my wonderful Mother, Mrs. Damaris Rembon, who always loves and stands by me, provide support in any kind form

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5. Dr.Choirul Saleh, M.Si as Head of Department of Public Administration

6. Dr. Lely Indah Mindarti, M.Si, as Head of Study Program of Public Administration

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11. Mr. Yogi Handoyo W, S.Sos, M.Si as Head of Planning Sub-Division of Planning, Research and Development Agency of Malang City
12. Mr. Siswanto, as Head of Reporting Sub-Division of Planning, Research and Development Agency of Malang City
13. Mr. Prasetyo P, as Staff of Planning and Reporting Division of Planning, Research and Development Agency of Malang City
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The final word, the author realized that in the writing of this undergraduate thesis is still far away from perfection. Therefore, the author invokes suggestions and criticisms which is for the sake of perfection and may be useful for all of us.

Malang, July 18th 2017

The Author

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CHAPTER I

INTRODUCTION

A. **Background**

> "In a democracy, the well-being, individuality and happiness of every citizen is important for the overall prosperity, peace and happiness of the nation (A. P. J. Abdul Kalam, Wings of Fire)"

Development is the dream of all nations. A term used for change to a better one. There's such no country that does not want a good change. For a nation with a democratic system this is an absolute thing that should be done for people prosperity. Many efforts done by countries to change for the better. One of them is with improvement, starting from sector of government, private, and also society. So does Indonesia even the Founding Father of Indonesia once said about his hope "To Build the World a New" that was delivered at the 15th United Nations General Assembly in September 30th 1960 about how to build this world again, a solid and healthy one, make a world where all nations live in a peace and brotherhood, a world that fits the dreams and ideals of mankind by eliminating the problems that are perceived as pathology and inhibiting the development of the world.

Indonesia is now in the 72nd (seventy-two) year in the era of independence. Every President in every period of government continues to be given the duty, mandate, and task to build Indonesia for the better considering the more the year, the more change and the greater the challenges faced globally for the welfare of the people. This welfare pursuit for people was not coming from out of nowhere, it is just exactly like what have been written in Preamble of the 1945 Constitution of the Republic of Indonesia (*Pembukaan Undang-Undang Dasar Negara*

Republik Indonesia 1945) and Chapter XIV Article 33 and 34 (*Bab XIV Pasal 33 dan 34*) which further be regulated in Law Number 40 of 2004 on National Social Security System (*Undang-Undang Nomor 40 tahun 2004 tentang Sistem Jaminan Sosial Nasional*).

For the more changes and greater the challenges faced in this leadership era of the seventh president of Indonesia, one of the challenges still and most difficult to conquer is criminal act of corruption. Corruption is a problem all over the world and is one of the main issues and not a new matter in Indonesia, even according to Soedarso (2009) in his book when the book was compiled in 1968, corruption was a much-discussed issue, mentioned that for several years and almost every day there was news of corruption in Indonesian newspapers.

Based on data from Corruption Perceptions Index 2016, Indonesia is ranked 90th out of 176 countries with score of 37/100, one point of score better and gone down two ranks from the previous year. However, the result seems promising but still far from satisfactory considering the Global Average Score is 43.

CORRUPTION PERCEPTIONS INDEX 2016

2016 Rank	Country	2016 Score	2015 Score	2014 Score	2013 Score	2012 Score	Region
83	Jamaica	39	41	38	38	38	Americas
83	Lesotho	39	44	49	49	45	Sub Saharan Africa
87	Mongolia	38	39	39	38	36	Asia Pacific
87	Panama	38	39	37	35	38	Americas
87	Zambia	38	38	38	38	37	Sub Saharan Africa
90	Colombia	37	37	37	36	36	Americas
90	Indonesia	37	36	34	32	32	Asia Pacific
90	Liberia	37	37	37	38	41	Sub Saharan Africa
90	Morocco	37	36	39	37	37	Middle East and North Africa
90	The FYR of Macedonia	37	42	45	44	43	Europe and Central Asia
95	Argentina	36	32	34	34	35	Americas
95	Benin	36	37	39	36	36	Sub Saharan Africa
95	El Salvador	36	39	39	38	38	Americas
95	Kosovo	36	33	33	33	34	Europe and Central Asia

TRANSPARENCY INTERNATIONAL
the global coalition against corruption

Table 1. Corruption Perceptions Index 2016
Source: Transparency International, January 2017

The criminal act of corruption that occurred in Indonesia not only happened in the private sector but also penetrated almost to every sector, including the government bureaucracy. According to Hardjowiyono (2006) 77% of corruption cases were related to the procurement of goods and services. This further proves that the criminal act of corruption is bureaucratic corruption and just like what Mahmood (2005) said it's a corruption in the civil administration.

This happens in all levels of government, not only in the central but also in the local. Since the enactment of Regional Autonomy (*Otonomi Daerah*) based on Law Number 22 of 1999 (*Undang-Undang No. 22 tahun 1999*) on Local Government (*Pemerintahan Daerah*), in 2001 there had been a steeply increasing incidence of corruption in the local government (in Rinaldi et al., 2007). Anti-Corruption Clearing House (ACCH) with the recapitulation report of criminal act

of corruption based on institution (*Tindak Pidana Korupsi Berdasarkan Instansi*) released the handling of corruption cases that occurred in Indonesia in 2004-2016.

INSTANSI	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016
DPR dan DPRD	0	0	0	0	7	10	7	2	6	2	2	3	15
Kementerian/Lembaga	1	5	10	12	13	13	16	23	18	46	26	21	39
BUMN/BUMD	0	4	0	0	2	5	7	3	1	0	0	5	11
Komisi	0	9	4	2	2	0	2	1	0	0	0	0	0
Pemerintah Provinsi	1	1	9	2	5	4	0	3	13	4	11	18	13
Pemkab/Pemkot	0	0	4	8	18	5	8	7	10	18	19	10	21
Jumlah	**2**	**19**	**27**	**24**	**47**	**37**	**40**	**39**	**48**	**70**	**58**	**57**	**99**
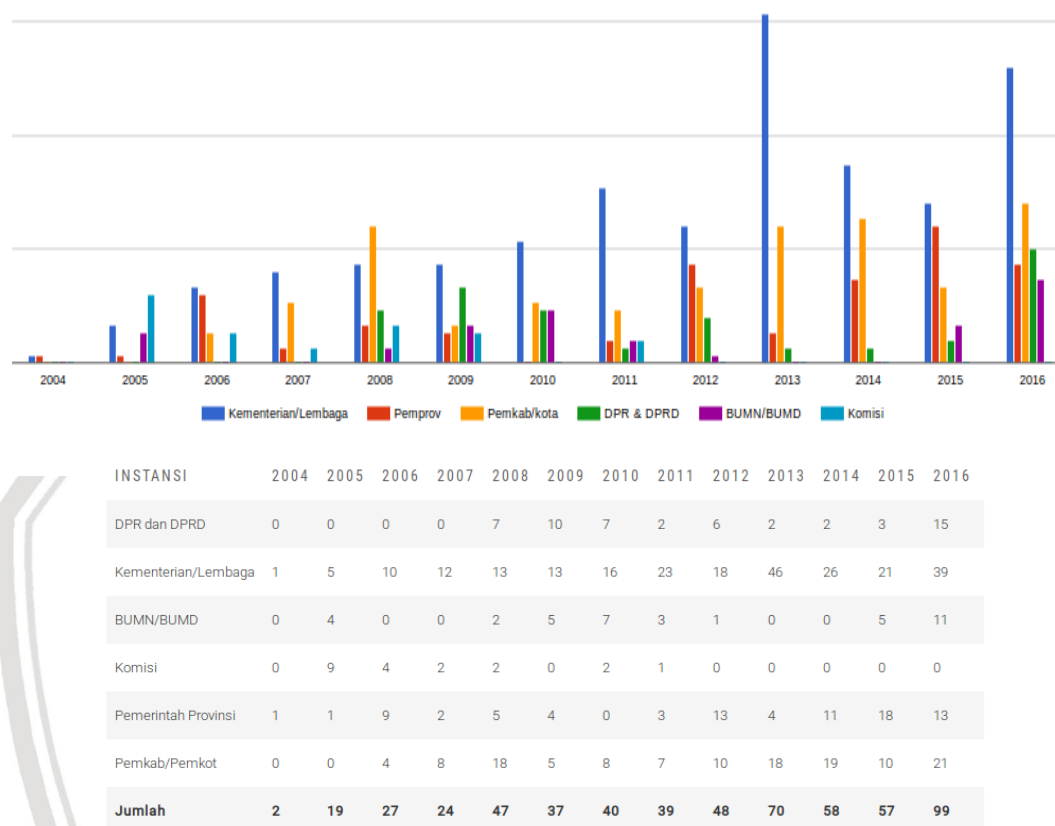
Figure 1. *Tindak Pidana Korupsi Berdasarkan Instansi tahun* 2004-2016
Source: Anti-Corruption Clearing House, *Statistik Tindak Pidana Korupsi*, December 2016.

As of December 31, 2016 the handling of corruption in the Ministry/Institution was 39 cases, House of Representatives and Regional House of Representatives were 15 cases, Provincial Government was 13 cases, and City Government/District Government was 21 cases. One of the main reasons for corruption at local level to be happened is because local officials are given wide discretionary power and resources without proper accountability and enforcement

mechanisms. So that's why the corruption case is like something common now, even for sure it's killing our country.

One way to prevent corruption in the government sector is by reforming the bureaucracy. Bureaucracy reform in Sedarmayanti (2009) is a form of government effort to improve performance through various ways with effectiveness, efficiency and accountability. Reform is a process of systematic, integrated and comprehensive efforts aimed at realizing good governance, supported by professional state administrators, free of corruption, collusion and nepotism and improving services to the public. Good Governance is believed to be one of the systems enabling effective and efficient state governance mechanisms by maintaining constructive synergies between government, private sector and society.

Good Governance (GG) is a system that carries how to manage a governance to be good one. The Organization for Economic Cooperation and Development (OECD) and World Bank in Sedarmayanti (2009) defined Good Governance as the implementation of solid, responsible, and consistent democratic development and market management, the avoidance of misallocation of scarce investment funds, and the prevention of political and administrative corruption, the discipline of the budget and the creation of a political and legal framework.

In Good Governance according to The United Nations Development Programme or UNDP (1997) still in Sedarmayanti (2009) there are several principles that can encourage the existence of good governance itself such as

Participation, Rule of Law, Transparency, Responsiveness, Consensus Orientation, Equity, Effectiveness and Efficiency, Accountability, and Strategic Vision. Prevention of corruption and good governance sure are relatable in this country. By using the Good Governance principles in bureaucratic reform in Indonesia is expected to reduce public mistrust of the government which is one of the reasons behind this is the rise of corruption cases that occurred in our government bureaucracy.

One of the most frequently discussed principles of Good Governance on corruption prevention topics is accountability, which is believed to be one of the main instruments in preventing corruption in the government sector. One of them is Klitgaard et al. (2002) said that corruption could be happened if monopoly of power and discretion my officials met without accountability. Same one goes to Law Number 28 in 1999 on State Administrators Clean and Free of Corruption, Collusion and Nepotism (*Penyelenggaraan Negara yang Bersih dan Bebas dari Korupsi, Kolusi, dan Nepotisme*), where accountability is included in the 7 (seven) principles in it.

This form of accountability is becoming common now that the democratic processes and practices are taking root in the project country and it's really a huge term. Simply put the notion of accountability is required or expected to give an explanation for one's action. When it comes to government sector, the one that should be explain and be responsible is the local officials for every kind of act, decision, program, and service that have been done by them. For the accountability it has several types of it. In narrow, it's up-wards accountability

and down-wards accountability. Up-wards is more to the concept of controlling and supervising in internal bureaucracy, while for the down-wards stands for the concept of participation of elected representative and civil society. Accountability can also be regarded as a viable instrument of control which can be operative to the extent that local officials understand and acknowledge their assigned responsibility for the results expected to them, and have authority commensurate with their responsibility. So that's why strengthening the accountability at local level would be the key for the success of decentralization reforms and to prevent corruption at the local level.

Since there are so many types of accountability, the one that will be the main point of this research is the upward ones, the accountability of administrative with bottom-up system or vertical to superior. And also, talking about the location of this research, based on the news article in Malang Government Official Website (humas.malangkota.go.id) in February 17th 2017 regarding "*Abah Anton Terima Piala WTN dan Penghargaan Sakip dari Kepala SKPD*" Malang city is known as city with predicate of BB which means good when it comes to *Sistem Akuntabilitas Kinerja Instansi Pemerintah* (SAKIP) or in English known as Government Agency Performance Accountability System. This type of accountability is classified as administrative accountability, the upward ones that will be main key for this thesis.

In Suryanto (2012) the Government Agency Performance Accountability System itself has several aspects: Performance Planning, Performance Measurement, Performance Reporting, Performance Evaluation, and Performance

Achievement. Planning is the first component of the first stage is also the component that has the largest point for the overall assessment of that is 35/100. From this it can be seen that the planning system is a crucial component similar to what is described in the Law of the Republic of Indonesia Number 25 of 2004 on National Development Planning System that Planning is a process for determining the right future action, through a sequence of options, by considering the available resources.

Also in the planning itself there are several things to do with different time periods. Law of the Republic of Indonesia Number 25 of 2004 explains that The National Development Planning System is a unity of development planning procedures to produce long-term, medium-term, and annual development plans implemented by the state and community organizational elements at the Central and Regional levels. Some work as a twenty-year work plan or known as the Long Term Development Plan (*Rencana Pembangunan Jangka Panjang* or RPJP), Medium Term Development Plan (*Rencana Pembangunan Jangka Menengah* or RPJM) for a period of five years, also there are annually Regional Annual Development Plans, herein after referred to as the Regional Government Work Plan (*Rencana Kerja Pemerintah Daerah* or RKPD). The focus for this research is the preparation of the annual work plan document at city level or known as the Regional Government Work Plan (RKPD), using a 2017 sampling, in which the guidelines for the preparation of this working document have been regulated in Republic of Indonesia Regulation of Ministry of Home Affairs Number 54 of 2010 regarding the Implementation of Government Regulation Number 8 Year

2008 Concerning Stages, Procedures for Formulating, Controlling and Evaluating of the Implementation of Regional Development Plans in Chapter VII about Regional Government Work Plan (*Rencana Kerja Pemerintah Daerah* or RKPD).

Planning, Research, and Development Agency (*Badan Perencanaan, Penelitian, dan Pengembangan or BARENLITBANG*) of Malang City as one in charge of development planning of local level, also in composing this document is part of their task or known as the leading sector. So that's why it has been decided that this agency is the site of this research.

As written from the background above, this research has attempted to provide information about the importance of administrative accountability as one of the instruments in prevention of corruption in the government from various perspectives of existing theory and researcher interested in conducting research with the title of **"Administrative Accountability in the Prevention of Corruption at the Local Level (Study at Planning, Research, and Development Agency of Malang City)".**

B. **Problem Formulation**

Based on the description of the background then the formulation of the problem to be discussed in this study are as follows:

1. How is the process of administrative accountability in the field of compiling the development planning document of Regional Government Work Plan of 2017 carried out by the Planning, Research, and Development Agency of Malang City as form of prevention of corruption?

2. What kind of factors that support and inhibit the administrative accountability in the field of compiling the development planning document of Regional Government Work Plan of 2017 carried out by the Planning, Research, and Development Agency of Malang City as form of prevention of corruption?

C. **Research Objective**

The purpose of the study is what will be addressed from the research activities to be conducted. This study aims to describe, and analyze a symptom that occurs. From the formulation of the problem as has been written above, this study aims as follows:

1. To describe and analyze the implementation of Administrative Accountability in Prevention of Corruption at the Local Level by Planning, Research, and Development Agency of Malang City in the field of compiling the development planning document of Regional Government Work Plan of 2017.

2. To describe and analyze the supporting as well as inhibiting factors in the implementation of Administrative Accountability in Prevention of Corruption at the Local Level in Planning, Research, and Development Agency of Malang City in the field of compiling the development planning document of Regional Government Work Plan of 2017.

D. **Research Contribution**

Based on the research objectives described above, the results of this study are expected to provide the following usability:

1. Practical Benefit

   a. For Government

      Providing thought contribution for the government in the implementation model of administrative accountability in preventing corruption at the local level, especially at Planning, Research, and Development Agency of Malang City.

   b. For Researcher

      Enhancing the knowledge of researcher related issues in the implementation of administrative accountability in the prevention of corruption at Planning, Research, and Development Agency of Malang City and as a condition of completion of final thesis in the Department of Public Administration, Faculty of Administrative Sciences, University of Brawijaya.

2. Theoretical Benefit

   a. Contributing to the development of science, especially the study of problems and theories in public administration, especially administrative accountability

   b. Provide information for future researchers to further research on the same issues.

E. **Systematic of Writing**

     This thesis systematically will be composed of five chapters that are interconnected and concerning in Administrative Accountability in Prevention of Corruption at the Local Level by Planning, Research, and Development Agency of Malang City, then the systematic writing is arranged as follows:

CHAPTER I	:	INTRODUCTION

                        In this Chapter I describes the background, problem formulation, research objective, research contributions, and systematic of writing.

CHAPTER II	:	LITERATURE REVIEW

                        Chapter II describes the theories or scientific findings derived from books, journals, and previous research results that are used in relation to the issues raised in the study. The theories used include Good Governance Theory, Accountability Theory, and Corruption

CHAPTER III	:	RESEARCH METHOD

                        Chapter III describes on the type of research used, the research focus, the location and the research site, the source and type of data, the research instrument and the data analysis techniques.

CHAPTER IV : RESULTS AND ANALYSIS

In this Chapter IV describes about the general description, location of research, data presentation, and analysis and interpretation of data.

CHAPTER V : CONCLUSION AND SUGGESTION

In this Chapter V describes about the conclusions of the main findings of research in accordance with research objectives and suggestions related to the results of research which can then be used as a recommendation in further research.
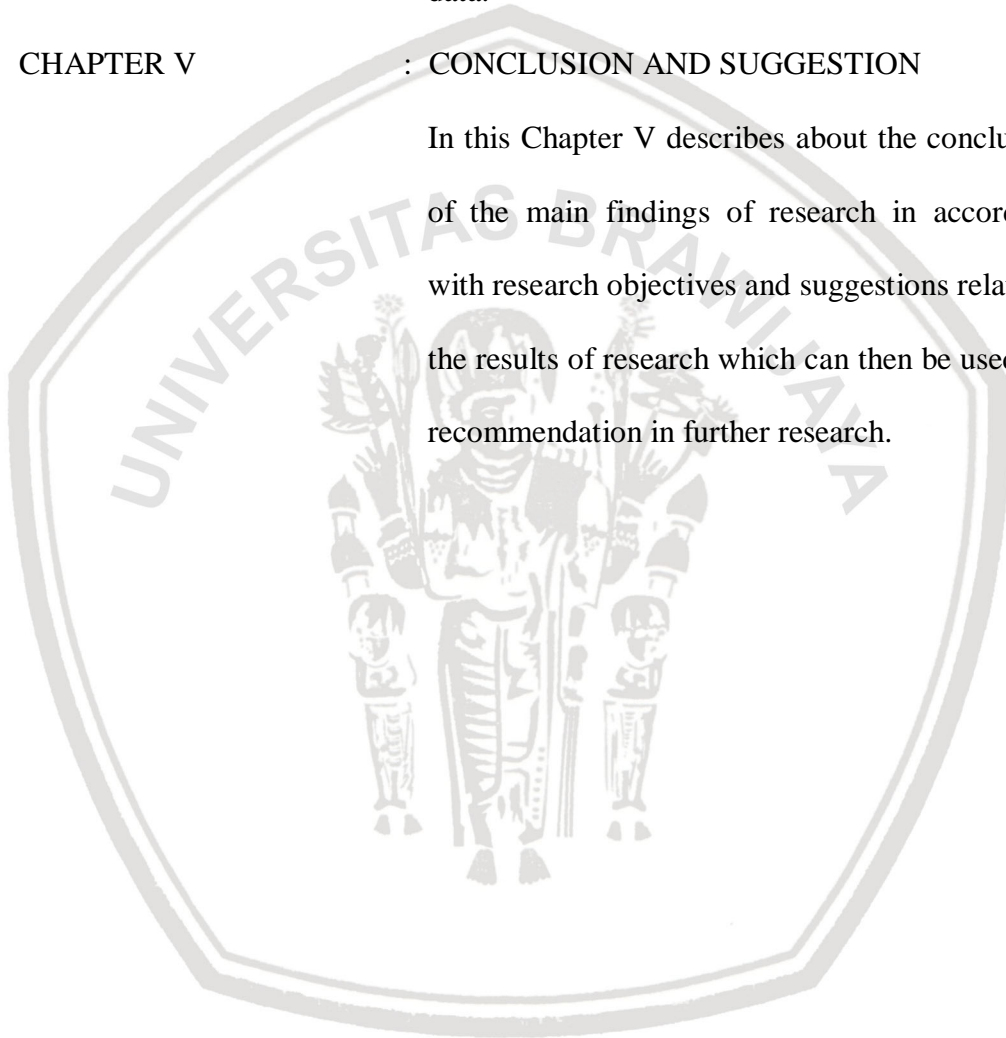
CHAPTER II

LITERATURE REVIEW

A. **Good Governance**

   1. **Concept of Good Governance**

      "Governance" is not a new term. The use of this term has long been known in the administrative literature and even political science. One of the former Presidents of the United States of America, Woodrow Wilson, introduced the field of study about 100 years ago.

      In its process towards the term Good Governance began to be seen in the era of the 1900s which is considered as an important discourse that emerged at the time such as discussion, research, and seminars, both within the government, private, and society, as well as in academicians. While for Indonesia since the monetary crisis that happened in 1998 has initiated various initiatives to promote Good Governance as an important beginning in disseminating ideas that lead to improved governance and participatory democracy in Indonesia. Good Governance is seen as a new paradigm and a feature that needs to be existed in public administration system.[1]

      The governance is the process of organizing state power in implementing the provision of services and public goods and its best practice is called Good Governance.[2]The United Nations Development Programme (UNDP) defined Governance as *the exercise of political, economic, and*

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[1] Sedarmayanti,2009, *Reformasi Administrasi Publik, Reformasi Birokrasi, dan Kepemimpinan Masa Depan*, p. 270
[2]Ibid., p. 273

administrative authority to manage the nation's of affair at all levels[3],which means that the best practice of governance is a practice of power which includes politics, economics and administration in managing the interests of the state at all levels. According to Rochman (2000) in Sedarmayanti (2009), good governance is a resource management mechanisms of substantial economic and social development also, its application is to support a stable and relatively evenly.[4]

Establishing the practice of Good Governance requires 3 (three) actors.According to Sedarmayanti (2009:270) "*Adapun institusi dari Good Governance meliputi tiga domain yaitu state (negara), private (swasta atau dunia usaha), dan society (masyarakat) yang saling berinteraksi satu dengan sama lain*". Simply put, the three actors have a clear and enforceable rights and responsibilities that can be arranged in a variety of types of social contract, such as regulation and legislation, in which those products are the result of joint arrangements involving the three sectors.

In detail the government's role as a regulator of regulation and securing regulatory results based onmutual agreement with the three sectors. For society have rights and roles directly, such as access to information and monitor the performance of government agencies and their partners which are guaranteed by the formal legal system.Direct involvement of the society to participate and monitor activities related to public services is one of the foundations for the implementation of good governance. Sothat good

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[3] Ibid., p. 275
[4] Ibid., p.277

governance is a consensus reached by government, society, and the private sector for the administration of a country or state.

2. **Principles of Good Governance**

After talking about the role of the three actors in good governance, there are certain characteristics or principles which became a reference for the ensuring a good governance. UNDP[5] provides several characteristics of good governance implementation:

1) Participation

This means that all citizens without exception have a voice in decision-making, either directly or through representative institutions representing their interests. Participation is built on freedom of assembly and expresses the opinion, as well as certainty to participate constructively.

2) Rule of Law

This characteristic is emphasized that the legal framework should be fair and enforced indiscriminately, including laws relating to human rights.

3) Transparency

This transparency is built on the freedom of information flow. The entire government processes, institutions, and information that is available must be sufficient in order to be understood and monitored

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[5] LAN, Penerapan Good Governance di Indonesia, Laporan Kajian Tahun 2007, p. 40

4) Responsiveness

It means that institutions and all government processes without exception should seek to serve all interested parties.

5) Consensus Orientation

Good governance is going to be a bridge when it comes to different interests in order to build a comprehensive consensus in guiding the best for broader interests in terms of policies and procedures

6) Equity

A society's well being, all men and women, depend on ensuring that all its members feel that they have a stake in it and have opportunities to improve or maintain their well-being

7) Effectiveness and Efficiency

Good governance means that processes and institutions produce results that meet the needs of society while making the best use of resources at their disposal. The concept of efficiency in the context of good governance also covers the sustainable use of natural resources and the protection of the environment

8) Accountability

Accountability is a key requirement of good governance. Not only governmental institutions but also the private sector and civil society organizations must be accountable to the public and to their institutional stakeholders. Who is accountable to whom varies depending on whether decisions or actions taken are internal or

external to an organization or institution. In general an organization or an institution is accountable to those who will be affected by its decisions or actions.

9) Strategic Vision

Leaders and the public have a broad and long-term perspective on good governance and human development, along with a sense of what is needed for such development. There is also an understanding of the historical, cultural and social complexities in which that perspective is grounded.

Nine characters above are the points that become the reference of the creation of good governance, this is because the characteristic has become a system where if there is a point that is not included in a government work practice it can be said work from the government is not good or cannot be said to be a form of good governance.

In Indonesia itself in Law No. 30 of 2002 (*Undang-Undang Nomor 30 tahun 2002*) on the Corruption Eradication Commission (*Komisi Pemberantasan Tindak Pidana Korupsi*) also provides the principles of Good Governance:

No.	Prinsip
1.	Kepastian Hukum
2.	Keterbukaan
3.	Akuntabilitas
4.	Kepentingan Umum
5.	Proporsionalitas

Table 2. Principles of Good Governance according to Law No. 30 of 2002
Source: Sedarmayanti (2009:287)

Also the Good Governance principle is contained in Law No. 32 of 2004 on Regional Government Article 20 on the Principles of Government Administration (*Undang-Undang No. 32 tahun 2004 tentang Pemerintahan Daerah Pasal 20 tentang Asas Penyelenggaraan Pemerintahan*). There are 9 (nine) principles:

No.	Asas
1.	Kepastian Hukum
2.	Tertib Penyelenggaraan Negara
3.	Kepentingan Umum
4.	Keterbukaan
5.	Proporsionalitas
6.	Profesionalitas
7.	Akuntabilitas
8.	Efisiensi
9.	Efektivitas

Table 3.Principles of Good Governance according to Law No. 32 of 2004 on Regional Government Article 20
Source: Sedarmayanti (2009:287)

Out of the three different sources, there are some similarities in the formulation of the principles of Good Governance, it is accountability. It is clear enough that accountability is an absolute principle that must be executed

in order to carry out Good Governance practice well. The existence of the accountability itself will help the realization of Good Governance, including in the prevention of corruption in the government sector, because accountability in the bureaucracy will become a monitoring system and a bureaucratic performance control system.

B. **Accountability**

"Accountability is a critical element in determining good and effective government. Since the success of development efforts depends largely on the practice of accountability of those involved in the process, there is need to enforce and promote accountability in the public service." (Sirajuddin H Salleh & Aslam Iqbal)[6]

A point of view that illustrates the importance of accountability especially in the government sector. An element that is considered "critical" to build a good government image and performance, therefore it is important to conduct and promote accountability.

Concerning the conception of accountability, speaking historically is an opening for a long explanation of this term. This concept has a close relationship with accounting terms derived from the concept of bookkeeping. Long story short in 1085, William I required all property owners in the territory of his kingdom to report and make a calculation of what they have which will then be assessed and recorded by the royal institution which is referred to as the diary of the house (Domesday Book). This is done not only because of tax affairs, but also as a basic form of royal governance. Then in the twelfth century, this system of assessment

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[6]Salleh and Iqbal, 1995, Accountability: The Endless Prophecy, p.viii

and recording developed and transformed into royal administration and governed through a centralized audit.This concept is then re-developed in various forms and not just bookkeeping but also as a symbol for the existence of good governance.[7]

1. **Definition of Accountability**

Looking at some characteristics of Good Governance, accountability is one of the important pillars that should not be eliminated in order to realize good governance. The notion of accountability according to *The Oxford Advanced Learner's Dictionary* is "*required or expected to give an explanation for one's action*"[8], which means an obligation to explain all actions taken, and for this especially in the field of government and administration.

There are several definitions that are used as a reference by researcher in defining the term of accountability. The first one is coming from Ahmad Sarji Abdul Hamid (1991) "*the obligation to give answers and explanations, concerning one's actions and performance, to those with a right require such answers and explanations*"[9]. And then according to *Lembaga Administrasi Negara* or National Institute of Administration of The Republic of Indonesia (2003:3) accountability is an obligation to convey the responsibility or to answer and explain the performance and actions of a person/agency/legal organization/collective leadership of an organization to a party who has the right or authority to request information.[10]And Sedarmayanti (2009) defined

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[7]Mark Bovens, 2003,"Public Accountability in Paper in EGPA Annual Conference, p.1
[8]Oxford University Press 1989. (in Salleh and Iqbal p.5)
[9]Ahmad Sarji Abdul Hamid "Accountability in the Public Service"(in Salleh and Iqbal p.5)
[10]Keputusan Kepala Lembaga Administrasi Negara No. 239/IX/6/8/2003 tentang Perbaikan Pedoman Penyusunan Pelaporan Akuntabilitas Kinerja Instansi Pemerintah

the accountability as mandatory to present and also report any type of activity and action to a higher party or superior. So it can be concluded that accountability is a form of giving the responsibility for the actions of a person or group of people to the leaders/superiors/environment.[11]

A broader view of accountability according to Jabbra and Dwivedi (1989)in CUI-ITB (2004:4) is a fundamental requirement to prevent abuse of authority and guarantee the authority to be directed towards the achievement of national objectives which are widely accepted with the greatest degree of efficiency, effectiveness, honesty, and result/outcome.[12]Not only in not violating the rule of law, but also all the behavior of public officials must be based on the moral and ethical principles that are compatible with, and therefore acceptable by the norms prevailing in society. This is what is meant by Jabbra and Dwivedi (1989) as moral accountability that must be owned by every individual state organizer.

Similar thought but not exactly the same also expressed by J.B Ghartey (1987) that:

> "*Accountability seeks to provide answers to the interrogatory questions related to stewardship – what, why, who, whom, whose, which and how. Examples of questions that need answers are: what has to be accounted for, who has to account for it, why should accounts be rendered, to whom should the account be submitted, who is responsible for various segments of activity in the society, does responsibility go with commensurate authority, how are governments and public officers to be appointed, does any group or people in the society have a preemptive right unilaterally to be violent to seize and monopolise power.*"[13]

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[11]Sedarmayanti, op. cit., p. 104

[12]Keterkaitan Akuntabilitas dan Transparansi dalam Pencapaian Good Governance, in Jurnal Perencanaan Wilayah dan Kota Vol. 15

[13]Crisis, Accountability and Development in the Third World, London 1987 (in Salleh and Iqbal, p.6)

In governance, accountability can be interpreted as the ability of the government apparatus in showing the report or record the process and the results of work that can be accounted for. Accountability is essentially one of the key factors in answering all demands on government performance and the demands of globalization embodied in the form of democratic governance.

Accountability has a different form, but with all the problems that exist, then accountability has the same characteristic. Characteristics of an accountable government according to Sulistoni (2003: 35) are as follows:

1) *Mampu menyajikan informasi penyelenggaraan pemerintah secara terbuka, cepat, dan tepat kepada masyarakat.*
2) *Mampu memberikan pelayanan yang memuaskan bagi publik.*
3) *Mampu menjelaskan dan mempertanggungjawabkan kebijakan publik secara proposional.*
4) *Mampu memberikan ruang bagi masyarakat untuk terlibat dalam proses pembangunan dan pemerintahan.*
5) *Adanya sarana bagi publik untuk melihat kinerja dari pemerintah.*

In simply, those 5 (five) characteristics basically talking about being able to provide information, giving the satisfactory service to public, being able to explain and being accountable as in proportional, being able to give space for society to take a part in development and government, and the existence of facility to monitor the performance of government. Thus the characteristics of an accountable country have a clear job base where the government should be able to be accountable for its performance to the public this is because society is very instrumental in the system of governance. Basically the ultimate power is in the hands of society so that the government must make written and unwritten accountability.

2. **Principle, Objective, and Level of Accountability**

Accountability also has some principles, especially in the sector of government agencies that need to be considered so that the accountability process can run well. Based on what Plumptre (1981) said that has been discussed in thesis of Kartiko (2015:131) there are 10 (ten) principles that need to be considered, those are:

1) Exemplary Leadership, the sensitive, responsive, accountable, transparent leaders to subordinates, requiring accountability practiced starting from subordinate level

2) Public Debate, by explaining the draft of policy, the society could give some kind of suggestion before it's finalized considering the policy is made for society and for sure it's going to give impact to them

3) Coordination, it's about good coordination among government agencies and override conflicts or personal interests

4) Autonomy, here means that the agency/institution can carry out its own way effectively, efficiently and profitably with some note in still remaining integrated with national policy

5) Explicitness and Clarity, have clear performance evaluation standards, so they know what needs to be accounted for

6) Legitimacy and Acceptance, the purpose and meaning of accountability must be able to be communicated openly so that the standards and rules can be accepted by all parties to be a benchmark in the measurement of success or failure

7) Negotiation, it is very necessary especially about the different goals and objectives, responsibilities, and authority of every government agency

8) Educational Campaign and Publicity, need a pilot project to be communicated to the society because their acceptance of a new thing will be influenced by the understanding and information that have given about it

9) Feed Back and Evaluation, because accountability must be continuously improved, requiring information in the form of feedback from recipients of accountability and further it will be used for evaluation

10) Adaptation and Recycling, simply the changes that occur in society result in accountability as well.[14]

While Sedarmayanti (2009:108) said that there are 5 (five) principles that must be done in case for the accountability could run properly, those are:

1) *Harus ada komitmen pimpinan dan seluruh staf untuk melakukan pengelolaan pelaksanaan misi agar akuntabel*
2) *Harus merupakan sistem yang menjamin penggunaan sumber daya secara konsisten dengan peraturan perundang-undangan yang berlaku*
3) *Harus menunjukkan tingkat pencapaian tujuan dan sasaran yang telah ditetapkan*
4) *Harus berorientasi pencapaian visi misi dan hasil serta manfaat yang diperoleh*
5) *Harus jujur, obyektif, transparan, dan inovatif sebagai katalisator perubahan manajemen instansi pemerintah dalam bentuk pemutakhiran metode dan teknik pengukuran kinerja dan penyusunan laporan akuntabilitas*[15]

In short, those are about personnel commitment, system that guarantees the use of resources consistently with applicable laws and regulations system,

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[14]Kartiko. Akuntabilitas Pengukuran Kinerja Pemerintah Provinsi Jawa Timur dalam Pencapaian Tujuan dan Sasaran Pada Visi dan Misi Gubernur. 2015
[15]Sedarmayanti, op. cit., p.108

having strategic vision, vision and mission and result oriented, and being honest, objective, transparent, and innovative.

For the objective of accountability, according to Harvey (2002) in Kartiko (2015:133) there are:

1) Accountability aims to provide guarantees through an external evaluation, that the institution or program can be considered accountable to stakeholders

2) Accountability serves to ensure that the principles and practices that exist in disaster management are not eroded or exhausted by time or outdated

3) The accountability function of the quality evaluation of various procedures is about the scope of public information about the quality of various institutions and programs

4) Accountability aims to evaluate quality as a vehicle for accepting a form of compliance/obedience. This evaluation will encourage compliance/obedience with government policies or certain policies from stakeholders.[16]

From the perspective of Bovens (2003), he said 3 (three) things about accountability:

1) Accountability as an Icon

   This means that accountability promises fair and equitable governance

2) Accountability as an Institutional Arrangement

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[16]Kartiko, op. cit., p.133

In simply accountability is a social relationship where there are parties who have an obligation not only to explain but also to justify their actions, and on the other hand there is a party to be given an explanation

3) Accountability as a Scheme for Blaming

The point is that accountability is a liability in which there must be a responsible party if fault or violation happened[17]

The last but not the least, in case to be able to understand accountability then the need to identify the form, so that when the accountability is run the government knows what and how to do. J.D Stewart (1984) said that there are 5 (five) "ladder" or level of accountability:

Level 1: Policy Accountability, selection of policies pursued and rejected (value)
Level 2: Program Accountability, establishment and achievement of goals (outcomes)
Level 3: Performance Accountability, efficient operation (efficiency and economy)
Level 4: Process Accountability, using adequate process, procedures, or measures in performing the actions called for (planning, allocating, and managing)
Level 5: Probity and Legality Accountability, spending the funds in accordance with approved budget and/or approved items (compliance)[18]

3. **Dimension of Accountability**

After knowing about definition, principles, objectives, and levels, it now discusses about the dimension. Based on Koppel (2005)[19]perspective, there are 5 dimensions in accountability:

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[17]Bovens, op. cit., p. 2-19
[18]J. D. Stewart, "The Role of Information in Public Accountability," eds. Tony Hopwood and Cyril R. Tompkins, "Issues in Public Sector Accounting", pp. 14-15
[19]Jonathan G.S. Koppell, Pathologies of Accountability: ICAN and the Challenge of Multiple Accountabilities Disorder, Public Administration Review, 65, p. 94-108

1) Transparency

One of main values of accountability is transparency. An organization can be considered accountable if able to explain, assess, and responsible for actions, or decisions that have been taken.So the organization can not hide mistakes or dodge any investigation.Transparent organizations provide access to information to the public, mass media, interest groups, and other interested parties. Transparency also requires a truth of information to these parties.Transparency is therefore one of the most important instruments of measuring and assessing organizational performance, and is a key requirement for other accountability dimensions.

And the thing is did the organization reveal the facts of its performance?

2) Liability

In the concept of accountability requires organizations to be able to face the consequences in their performance.Must be liable to any action, or decision, Impose penalties for violations, such as liability for misuse of funds, improper allocation of risorsis, or abuse of authority, and rewarding the people who tend to give success for the organization, one of them is a remuneration system that is awarded on a performance basis by receiving bonuses and compensation.Disclosure of violations or even weak performance without a liability is a reflection of the weakness of the accountability. Consequences are absolute and tied to performance in the form of rewards, additions or reductions in budgetary authority, increasing

or even reducing discretion, or increasing or reducing supervision where they are in line with the principle of liability in accountability.

And the thing is id the organization face consequences for its performance?

3) Controllability

A simple understanding of controllability is that if A's behavior is capable of causing behavior B, then A is said to control B, and B will be accountable to A.The same thing happens in a bureaucratic system that has a relationship pattern between principal and agent.Government bureaucracy must be able to carry out the public will reflected through representatives of representative institutions. In the perspective of this controllability, accountable bureaucrats are limited by orders from their principals. This dimension is a starting point in analyzing the accountability in the organization.

And the thing isdid the organization do what the principal (e.g, congress, the President) desired?

4) Responsibility

If the previous dimension says that accountable bureaucrats are limited by orders from principal, then in the responsibility bureaucrats and organizations are limited by law, rules, and also the norms that exist. Compliance with the law is something more preferable for bureaucracy than compliance with the principal.Through this dimension is expected to encourage better behavior.

But the thing is did the organization follow the rules?

5) Responsiveness

This dimension leads to a customer-oriented approach. There are two conceptions of responsivity, the first of which focuses more on the demands of the parties served. Like, the organization establishes a number of client preferences (demand), collects inputs, and articulates the preference. And for the second concept is more to the needs or substantive goals of the organization, simply an organization is said to be accountable if able to achieve substantive goals or meet certain needs. Slightly different from the controllability that when a bureaucratic institution obtains an order, the conception of accountability is judged by their adherence in carrying out the order. But if bureaucrats respond to preferences, then accountability is a function of customer satisfaction itself. An emphasis on substantive expectations may change standards of accountability. And organizations that are said to be responsive or accountable in this case, if able to meet the needs of the society that they serve. And this is often used as an underlying view of accountability.

And the thing is did the organization fulfill the substantive expectation (demand/need)?

4. **Model of Accountability**

Public accountability is also divided into several models. According to Ferlie, et al (1997) cited in Kumorotomo (2005:4) classified several models of accountability, such as:

1) Accountability Up-wards

2) Accountability to Staff

3) Accountability Downwards

4) Market-based forms of accountability

5) Self-accountability

The first two models do not have a significant difference. Both of accountability upwards and accountability to staff are not much different from the concept of controlling, supervising and monitoring in the bureaucracy. Next for accountability downwards related with the concept of participatory democracy, which means that in the implementation of state accountability and public service should have a close relationship and run in the direction of cooperation between the representatives of the people and society. And for concept of market-based forms accountability the government is required to be able to provide a competitive public service that allows people to have many choices and options about the quality of service they need. Various public service options must have clear standards of quality that can ensure good accountability in public services. And last stands for self-accountability. Basically this model is a form of internal accountability that is closely related

to the ethical and moral values of bureaucratic officials performing public services.

5. **Type of Accountability**

"...Accountability can be interpreted to cover that extensive aspect of one's own behavior." From book of Accountability: The Endless Prophecy, saying something like that to classify the type of accountability.[20]

First one called spiritual accountability, which means it covers both his internal behavior, his subconscience towards the God which only he himself knows best. It's absolutely guided by the subconscious, the inner self, the work entrusted upon him and the God, and there is no humanly formulated mechanism or yardstick to check, monitor, or to enforce this aspect of accountability.

The second is external behavior to his environment and the people around him not only those jobs related but the society as a whole, this one is called external accountability. This one is little easier to be measured by using norms and standards. There is always an external check and balance mechanism that somehow will enforce and compel the public servant to be accountable.[21]

And for the external accountability, it can be divided into two things:

1) Internal Accountability to the Public Servant's own organizations

This one means that at each level of hierarchical organizations, public officials are accountable to those who supervise and control their

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[20]Salleh and Iqbal, op. cit., p.8
[21]Ledivina Cariona, 1991,(in Salleh and Iqbal p.9)

work. This demands a commitment to master the knowledge and skills required of their jobs and to conscientiously perform in accordance with their positions.

2) External Accountability to Individuals or Organizations outside Public Servants' own Organization

   Having notion of that answerability for action carried out and performance achieved to other relevant and concerned authorities, further demands a commitment to implement policies and programs as formulated by the constitutionally elected government, even when they personally disagree. [22]

In classifying the types of accountability in the public sector especially the external accountability to individuals or organizations outside public servant's own organization, there are some views that are slightly different from those given by some experts.

The first one is coming from Jabbra and Dwivedi cited in Smith (1991). They note that five elements are involved: 1) Administrative or Organizational Accountability (the hierarchy, rules and regulations, and so on); 2) Legal Accountability (adherence to legal and judicial processes); 3) Political Accountability (the political leaders' acceptance of the accountability of public servants); 4) Professional Accountability (the performance of tasks and duties

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[22]Ahmad Sarji Abdul Hamid, 1991, (in Salleh and Iqbal p.10)

by high "professional" standards); and 4)Moral Accountability (acting in the public interest in a responsible manner).[23]

And also coming from Bovens (2003), there are at least five types of public accountability:

1) Organisational Accountability: Superiors

    The first and most important accountability relation for public managers is organisational. Their superiors, both administrative and political, will regularly, sometimes on a formal basis, such as with annual performance reviews, but more often in daily informal meetings, ask them to account for their assignments. This usually involves a strong hierarchical relationship and the accounting may be based on strict directives and standard operating procedures, but this is not a constitutive element. Senior policy advisors and project managers, working in a highly professional setting, will often have a considerable amount of autonomy in performing their tasks, and yet may strongly feel the pressures of organisational accountability.

2) Political Accountability: Elected Representatives

    Political accountability is done by elected representatives as public managers accountable to elected representatives or political parties. Political accountability usually occurs indirectly through ministers who are then accountable to the public. However, it is possible to occur directly in the event of a sudden situation. This type of accountability is central to the

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[23]Cited in Thomas B. Smith, The Comparative Analysis of Bureaucratic Accountability in Asian Jurnal of Public Administration Vol. 13 No. 1, June 1991, p. 94

democratic pressure on public administration. The main characteristics of political accountability are external mechanisms, low levels of direct supervision, and responsiveness to various stakeholders.

3) Legal Accountability: Courts

Legal accountability is the responsibility of the public manager in court in accordance with the rule of law. Public managers can be summoned by courts to account for their own acts, or on behalf of the agency as a whole. Usually this will be a specialised administrative court, but, depending on the legal system and the issue at stake, it can also be civil or penal court. Legal accountability is the most unambiguous type of accountability as the legal scrutiny will be based on detailed legal standards, prescribed by civil, penal, or administrative statutes or precedent. The main characteristics of legal accountability are the external mechanisms, contractual relationships, legal obligations and high levels of supervision.

4) Professional Accountability: Professional Peers

Many public managers are, apart from being general managers, professionals in a more technical sense. They have been trained as engineers, doctors, veterinarians, teachers, or police officers. This may imply accountability relationships with professional associations and disciplinary tribunals. Professional bodies lay down codes with standards for acceptable practice that are binding for all members. These standards are monitored and enforced by professional bodies of oversight on the basis of peer review. This type of accountability will be particularly

relevant for public managers that work in professional organizations, such as hospitals, schools, psychiatric clinics, police departments, or fire brigades.

5) Administrative Accountability: Auditors, Inspectors, and Controllers

A whole series of quasi-legal forums, that exercise independent and external administrative oversight and control, has been established in the past decades - some even speak of an 'audit explosion'. These new administrative forums vary from national or local Ombudsmen and audit offices, to independent supervisory authorities, inspector generals, and chartered accountants. Also, the mandates of several national auditing offices have been broadened to secure not only the probity and legality of public spending, but also its efficiency and effectiveness. These administrative forums exercise regular financial and administrative control, often on the basis of specific statutes and prescribed norms. This type of accountability can be very important for public managers that work in quangos and other executive public agencies. The main characteristics of bureaucratic accountability are internal mechanisms, supervisory relations, legislation, and high levels of supervision.[24]

Then according to perspective of Callahan (2007:114)[25]there are 4 (four) types of accountability:

1) Administrative Accountability or Bureaucratic Accountability

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[24] Bovens, op. cit., p. 6-8

[25] Callahan K. 2007. Elements of effective governance: measurement, accountability and participation

In this type of accountability it is more likely to reflect on the obligations and individual responsibilities or bureaucrats of the organization, as well as to adhere to organizational rules, laws, or directions.Priority from the highest superior is getting prioritized and managerial supervisory is conducted by using clearly stated rules and laws. Characteristics of this type are internal mechanisms, supervisory relationships, rules and laws, and high of supervisory.

2) Professional Accountability

More leads to respect for skill or expertise, such as the norms already internalized regarding appropriate practices and reflect on standards, training, and professional socialization in organization. And the main characteristics of professional accountability are internal mechanisms, respect for skill or expertise, and high levels of autonomy

3) Legal Accountability

Legal accountability leads more to reflect on the organization's obligations to elected officials or courts and relies on adherence to existing mandates. With this accountability, officials are subject to external supervisor such as courts reviewing policies and procedures, financial audits, and hearings with legislatures. The main characteristics are external mechanisms, contractual relationships, legal obligations and high levels of supervision.

4) Political Accountability

This type is characterized by the magnitude of the discretion of an individual or organization to decide whether they will respond to the

expectations of a number of external stakeholders and then be prepared to face the consequences of the decision that will be taken.And the characteristics of this accountability are external mechanisms, low levels of direct supervision, and responsiveness to various stakeholders.

From 3 different perspectives in types of accountability, we can clearly see that there is one of type that constantly in list of those types even coming from different experts. And that is administrative accountability, and it'll be explaining further in next.

C. **Administrative Accountability**

For the will of showing the seriousness in eradicating and preventing the corruption and restoring and gaining public trust to government officials, there are lot of thing that have been done by government in realizing good, clean, and accountable governance. One of them is by strengthening internal accountability, namely administrative accountability.

The most common notion of accountability is being accountable and responsible to the public. But for this research, the type of accountability that would be studied further is slightly different despite having the same objective of accountability. Administrative accountability puts more emphasis on internal accountability, public officials to superiors, simply like vertical or upward accountability.

Administrative accountability refers authorized organs' responsibility ascertainment of the administrative officials who fail to fulfill or wrongly conduct

their lawful responsibility deliberately or by mistake, and cause administrative disorder, low efficiency, delayed performance, infringement of service receiver's legitimate right, or other negative outcome.[26]

Generally speaking, administrative accountability has two dimensions: vertical and horizontal. In the vertical dimension, administrative accountability links inferior administrative positions with superior political or administrative ones. In the horizontal dimension, not only other ex-ternal organs of supervision and control such as inspection bodies, audit organs and ombudsmen exist for administrative accountability, but also citizens as the potential or concrete users of public services do (Cendon, 2004).

Administrative accountability system become a key component of building a law-based government and of the administration by law and so that administrative activity cannot run alone and suddenly, must always be planned and involving other parties. In the process there are procedures that must be adhered to in accordance with the existence of regulations. Gormley dan Balla (2004:71) said that "*administrative procedures specify the steps agencies must follow when making decisions and formulating policies*"[27]. And also Cendon (2004:34)[28] once stated:

> "Administrative accountability, like political accountability, takes place in a double dimension –vertical and horizontal. In its vertical dimension, administrative accountability is a relationship that links inferior administrative positions with superior –political or administrative- ones. And in its horizontal dimension, administrative accountability links the individual administrator and the public administration as a whole (a) with the citizen, as a concrete subject or user of the service, but also (b) with

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[26]Shen Kui & Lin Liangliang Jiya. 2011. The Report of the Research on the administrative accountability system
[27]Gormley, William T., Jr., and Steven J. Balla. 2004. Bureaucracy and Democracy: Accountability and Performance
[28]Cendon, Antonio Bar. 2004. Accountability and Public Administration: Concept, Dimension, and Development

other external organs of supervision and control established to this purpose, such as oversight bodies, audits, comptrollers, "ombudsmen", etc.".

In administrative accountability, still according to Cendon, there are several characteristics that must be fulfilled. Those several characteristics of administrative accountability are:

1. Basic Operational Principle

   a. "Acting in full compliance with the legally established rules and procedures"

   It means that the subject matter from the overall performance of the government apparatus is strictly supervised by the existence of the basic law, the validity or according to the laws, regulations and administrative procedures.

2. Internal Accountability to whom:

   a. "Superior Political Authority"

   b. "Superior Administrative Organ Authority"

   It implies that the implementation of accountability in the vertical dimension through the agencies and leaders of hierarchical officials at the same time based on the internal mechanisms of control and regulation

3. External Accountability to Whom

   a. "External Organs of Supervision and Control"

   b. "Citizen as Subject"

   c. "Courts of Justice"

It implies that the implementation of accountability in the horizontal dimension through the external bodies of supervisory or regulation and the court of justice, and also to the society.

4. Subject Matter

   a. "Form and Procedures followed by the administrative action"

5. Criteria

   a. "Formal Criteria : compliance with established rules and procedure"

6. Mechanism

   a. "internal supervision and control mechanisms"

   b. "external supervision and control mechanisms"

   c. "administrative claims"

   d. "judicial procedures"

   Here it is intended that evaluations are based on the fulfillment of public officials and administrative units of provisions and procedures governed by formal laws, regulations and also from the society

7. Consequence

   a. Revision of the administrative act (confirmation, modification, annulment)

   b. Sanction or recognition of the official involved

   c. Compensation for the citizen

   It means that the consequences of accountability are built based on the law. The consequences of administrative accountability include

improvements to administrative measures, compensation, sanctions or rewards to influential public officials.[29]

And to make it simpler, according to Cendon (2004), table below is the characteristics of administrative accountability.

	Administrative accountability
Basic operational principle	- acting in full compliance with the legally established rules and procedures
Internal accountability, to whom?	- superior political authority - superior administrative organ or authority
External accountability, to whom?	- external organs of supervision and control - citizen as subject - courts of justice
Subject matter	- forms and procedures followed by the administrative action
Criteria	- formal criteria: compliance with established rules and procedures
Mechanisms	- internal supervision and control mechanisms - external supervision and control mechanisms - administrative claims - judicial procedures
Consequences	- revision of the administrative act (confirmation, modification annulment) - sanction or recognition of the official involved - compensation for the citizen

Table 4. Characteristic of Administrative Accountability
Source: Cendon (2004), (modified by researcher)

In United Nations, Economic and Social Council (2009) stated that "*Administrative accountability contributes to the increase in the trust in official statistics as a public administration.*"[30] Then one of purposes of administrative accountability is as a reference to improve the quality of service of institutions

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[29] Ibid, p. 33

[30] United Nations, Economic and Social Council, Accountability of Official Statistics, 2009, p. 2

and the ultimate goal is to increase public confidence and trust in the government so that the credibility of the government can be recognized and its existence is always wished for.

With the implementation of this administrative accountability, then every apparatus must be able to present information relating to their performance completely, which will be assessed by the organization/agency work as well as by the society as the party who use the service.

D. **Accountability in Prevention of Corruption**

1. **Definition and Concept of Corruption**

Corruption by Fockema Andreae came from Latin: *corruptio* or *corruptus* in which *corruptio* also came from *corrumpere* which is considered an older Latin word. Further developing into various languages on the Europea, such as in British known as *corruption*, *corrupt*; in France, with *corruption*; and Dutch with *corruptie* (*korruptie*) which then down to Indonesian and is known by the term of "*korupsi*" and also in The Lexicon Webster Dictionary 1978 defined:

> "*Corruption {L. corruption (n)} The act of corruption, or the state of being corrupt; putrefactive decomposition, putrid matter; moral perversion; depravity, perversion of integrity; corrupt or dishonest proceedings, bribery; perversion from a state of purity; debasement, as of a language; a debased form of a word*" (in Hamzah, 2006, p.4-6).

In the government sector, simply Klitgaard et al. (2002) formulating corrupt behavior into a concept of mathematics:

$$C = M + D - A$$

Corruption = Monopoly Power + Discretion by Officials - Accountability

Figure 2. Corruption Concept
Source: Klitgaard et al. (2002), (modified by researcher)

Which means that C is corruption can be happened when M is a monopoly power and D for discretion (the right to make a deviation to a policy) by officials minus or without the existence of A that stands for accountability.

As an example if someone holds a monopoly on goods or services and he has the authority to decide who is entitled to the goods or services and also how much can be earned, and without accountability in it in the sense that others can't witness what the person in charge holds, it is likely that we will find corruption there (Klitgaard, 2002:29). It is clear as the previous explanation that accountability does have a role in preventing the corruption.

There is much to prove coming from scholars that accountability is one of the most important elements of preventing the corruption, like Klitgaard et al., (2002: 39-45) even providing a policy analysis framework, providing advice to local government leaders in order to prevent corruption, and providing an approach in which there is always such a thing as enhancing the accountability. And also from Claudio Ortego an analyst from Cile said:

> "*Semua tujuan yang telah ditetapkan untuk memperbaiki kinerja pemerintah daerah (meningkatkan legitimasi dan mengembangkan demokrasi, meningkatkan efisiensi dan efektivitas layanan, dan meningkatkan partisipasi warga) dapat dikatakan bagian dari tujuan*

*yang lebih luas, yakni **menguatkan akuntabilitas***" (cited in Klitgaard et al., 2002:12).

Simply put, he emphasized on enhancing the accountability to improve the performance of local government.

Accountability itself has many types (as described earlier) and the kind of accountability that researcher will further analyze in this study is about the administrative accountability in the prevention of corruption at the local level, how the process of accountability in the sector of government, the accountability that provided by public officials to superiors in an agency or region.

2. **Accountability in Prevention of Corruption**

Changes in global especially in public sector governance, such as good governance have a positive impact on this country. Indonesia shows the seriousness of reform in the government sector for the welfare of the nation and to become more transparent and accountable for every decision, policy, and action taken. This is indicated by the government by making policy products to support the existence of accountability, especially in the government sector in prevention of corruption such as:

1) It was started at *TAP MPR RI Nomor XI/MPR/1998tentang Penyelenggaraan Negara yang Bersih dan Bebas Korupsi, Kolusi, dan Nepotisme (KKN)* also known as State Administrators Clean and Free of Corruption, Collusion and Nepotism

2) Law Number 28 of 1999 (*Undang-Undang Nomor 28 tahun 1999)*on State Administrators Clean and Free of Corruption, Collusion and Nepotism (*Penyelenggaraan Negara yang Bersih dan Bebas dari KKN*)which is having some principles such as:

a. The Principle of Legal Certainty

b. The Principle of Orderly State Governance

c. The Principle of Public Interest

d. The Principle of Disclosure

e. The Principle of Proportionality

f. The Principle of Professionalism

g. The Principle of Accountability

3) Presidential Instruction Number 7 of 1999 (*Instruksi Presiden Nomor 7 tahun 1999*) regarding Government Performance Accountability (*Akuntabilitas Kinerja Instansi Pemerintah atau AKIP*), in April 21st 2014, this Presidential Instruction was revoked and declared inapplicable and replaced with The Presidential Decree of the Republic Indonesia Number 29 of 2014 regarding Government Performance Accountability System (*Peraturan Presiden Republik Indonesia No. 29 tahun 2014 tentang Sistem Akuntabilitas Kinerja Instansi Pemerintah atau SAKIP*)

4) And The Head of National Institute of Administration of The Republic of Indonesia Decree Number: 589/IX/6/Y/99 regarding Guidelines for Government Performance Accountability Report (*Pedoman Penyusunan Pelaporan Akuntabilitas Kinerja Instansi Pemerintah*) which got amended

to The Head of National Institute of Administration of The Republic of Indonesia Decree Number: 239/IX/6/8/2003 regarding Improvement of Guidelines for Government Performance Accountability Report (*Perbaikan Pedoman Penyusunan Pelaporan Akuntabilitas Kinerja Instansi Pemerintah*)

CHAPTER III

RESEARCH METHOD

A. Research Type

This research uses qualitative research type with descriptive approach. By reason of the researcher's desire to gain a deeper understanding through exploration, description and analysis of data to be obtained in the field rationally related to Administrative Accountability in Prevention of Corruption at the Local Level (Study at Planning, Research, and Development Agency of Malang City). Just like what Moleong (2014) said that qualitative research is a study that intends to understand the phenomenon of what the subject of research is experiencing holistically, by way of description in the form of words and language in a special context that is natural and by utilizing various natural methods.[1] And McNabb (2002) also said that: *qualitative research describes a set of non-statistical inquiry techniques and processes used to gathering data about social phenomena.*[2]

Descriptive research according to Arikunto (2005) is the research intended to collect information about the status of existing symptoms, for example the condition of the symptoms according to what it is at the time of the study conducted.[3] Descriptive research is not intended to test a particular hypothesis, but only describes what it is about a variable, a symptom, or a condition.

The same with purpose of this study is to describe, and to analyze the process of administrative accountability at Planning, Research, and Development

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[1] Lexy Moleong, 2014,Metode Penelitian Kualitatif, p.6
[2] D.E. Mcnabb, 2002, Research Methods in Public Administration and Nonprofit Management Qualitative and Quantitative Approaches, p. 267
[3] Suharsimi Arikunto, 2005, Manajemen Penelitian p. 234

Agency of Malang City along with supporting and inhibiting factors and to find alternative models or provide advice in the implementation of administrative accountability itself, especially in terms of prevention of corruption at the local level, then this type of research in accordance with what is achieved by researcher.

B. **Research Focus**

Determining the focus of the study is a first step and very important before starting a research. Without the focus of research, research in the field will not be directed and will not be able to answer the problem that want to be studied further.The focus of this study itself is a description of the problem formulation that have been explained in Chapter I.

According to Moleong (2014) qualitative research requires a limit in the research on the basis of the focus that happens as a problem in the study.[4]The purpose of the research focus is to limit the observed object to stay on the path of the problem being investigated and to prevent the research from being too widespread which would be a waste to the researcher.

So the limits of research focus that has been chosen and determined by the researcher in this study are:

1. Process of Administrative Accountability in field of compiling the development planning document of Regional Government Work Plan of 2017 carried out by Planning, Research, and Development Agency of Malang City as form of Prevention of Corruption at the Local Level by

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[4] Moleong, op.cit., p.12

using Cendon Theory of 7 (seven) Administrative Accountability Characteristics[5] and Bovens in Party Involved:

   a. Basic Operational Principle:

   b. Internal Accountability

   c. External Accountability

   d. Subject Matter

   e. Criteria

   f. Mechanism

   g. Consequence

   h. Parties Involved[6]

2. Factors that influence the process and implementation of administrative accountability at Planning, Research, and Development Agency of Malang City:

   a. Supporting factors: Internal and External

   b. Inhibiting factors: Internal and External

C. Research Location and Site

As a location of data collection and observation later, the location chosen by the researcher is Malang city. While the research site is a condition where a researcher can see a situation or a real event of the object to be examined. In this

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[5] Cendon, Antonio Bar. 2004. Accountability and Public Administration: Concept, Dimension, and Development

[6] Bovens, op. cit., p. 6-8

study that will be the site is Planning, Research, and Development Agency of Malang City at *Jalan Tugu Nomor 1*, Malang.

There are several reasons for choosing both location and site:

1. The Government of Malang City shows a good commitment in implementing the accountability in the government sector. This is proven by the achievement of Performance Accountability of 2016 received in January 2017 with predicate of BB (very good) and this achievement increased compared to 2015 which only got the predicate of B (good).[7]

2. Planning, Research, and Development Agency of Malang City as the site of this study has some basic tasks and functions that related with this study, some of them are:

   a. *Pengkoordinasian perencanaan, pelaksanaan dan pengendalian pembangunan*
   b. *Pelaksanaan kerja sama antar lembaga untuk mengembangkan statistik;*
   c. *Pelaksanaan pengelolaan data dan informasi pembangunan;*[8]

3. And for subjective reasons from the researcher is because Malang city is the current hometown wants to give a little contribution especially in the field of government bureaucracy

D. Type and Source of Data

Lofland and Lofland (1984) said and cited by Moelong (2014) that the source of data of qualitative research are words and actions, the rest is additional

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[7]Based on the news on official website of Malang Government on February 1ˢᵗ 2017: "*Akuntabilitas Kinerja Pemkot Malang Dapatkan Predikat Sangat Baik*" Available at: http://malangkota.go.id/2017/02/01/akuntabilitas-kinerja-pemkot-malang-dapatkan-predikat-sangat-baik/
[8] Peraturan Walikota Malang No. 17 tahun 2005

data such as documents and others.[9] The existence of data can be used as a source of information on study materials to find out what is being studied. In this study, researcher will divide the required data into two parts:

1. Primary Data

   Primary data sources are data collected and/or obtained directly from the source at the time of research related to the study. In this study the primary data obtained through interviews by the researcher with informants who are considered to master the existing problems, they are:

   a. Head of Research and Reporting Section of Planning, Research, and Development Agency of Malang City

   b. Head of Infrastructure and Regional Development Section of Planning, Research, and Development Agency of Malang City

   c. Head of Planning Sub-Divison of Planning, Research, and Development Agency of Malang City

   d. Head of Reporting Sub-Divison of Planning, Research, and Development Agency of Malang City

   e. Staff of Research and Reporting Section of Planning, Research, and Development Agency of Malang City

2. Secondary Data

   In this study the secondary data are documents, records, and archives related to this research. Documents are used in research as a data source because in many cases documents can be used to test and interpret.

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[9] Moleong, op. cit., p.157

Documents are a stable and proprietary source, and useful as evidence for a test. Documents relating to this study were obtained from:

a. Documents, archives, official reports from Planning, Research, and Development Agency of Malang City

b. Mass media, papers, journals, official websites, and reports from field research results

E. Data Collection Technique

To obtain the data to support a research then the one that used is data collection technique. Notion of data collection technique according to Arikunto (2002)is ways that researcher can use to collect or obtain data.[10] Further explained by Sugiyono (2009) that the collection of data can be obtained from the results of observation, interview, documentation, and combined/triangulation.[11] Therefore, the researchers used data collection techniques as follows:

1. Observation

Observations means of data collection is done by systematically observing and writing of symptoms that are investigated(Narbuko dan Achmadi, 1997:70).[12]This technique is considered as one of primary data collection and needs to be done in systematic and selective when it comes to the observing and listening the phenomenon.

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[10] Arikunto, 2002, Prosedur Penelitian Suatu Pendekatan Praktik, Jakarta: PT Rineka Cipta, p. 126
[11] Sugiyono, 2009, Metode Penelitian Kualitatif, Bandung: Alfabeta, p. 225
[12] Achmadi, Chalid, Narbuko, & Abu (1997), Metodologi Penelitian, Jakarta: Bumi Aksara

In this study, researcher is going to obtain data by doing a direct observation of the object of research. Observations will be held at the office of Planning, Research, and Development Agency of Malang City

2. Interview

Interview is a technique of collecting data by holding face-to-face directly by way of dialogue and question and answer, both with respondents and with other related parties in order to obtain information or data clearly and basically, also to establish relationships with participants to facilitate in the process of research.

3. Documentation

It is a technique of data collection by searching, writing, recording and studying data from a number of archives or official documents that exist in the research location that is considered important and has relevance to the study.

F. **Research Instrument**

Instrument research is a tool used to dig data in research so that research activities can run well and smoothly. A qualitative research is characterized by human in this case is researcher as the main instrument because humans are able to interact, can adapt, fast, responsive, and clever to see the situation. In his book Moleong (2014) said in qualitative research, man is also a planner, executor, data collector, analyst, data interpreter and in the end became a writer of his research.[13] The research instruments used in this study are as follows:

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[13] Moleong, op. cit., p.168

4. Researcher is the most important instrument in data collection.

5. Interview guide, as a guide in conducting interviews with informants involved as a source of data in this study.

6. Stationery, in the form of preparing stationery and notes used during the field to facilitate certain things that may not have been obtained from written documentation.

G. **Data Analysis**

Data analysis is a very important part in a research because through this process the data has been collected will be processed into very useful information in solving problems in research. In this study data analysis used is descriptive qualitative analysis. According to Singarimbun dan Effendi (1987)[14] Descriptive qualitative analysis method is a method of data analysis by providing a description along with a systematic and accurate explanation based on data and facts obtained about the relationship between phenomena that occur in the field. Qualitative descriptive data analysis is intended to provide an overview of the data obtained, both primary and secondary. Data analysis is done by organizing the data, elaborating it into units, synthesizing, organizing into patterns, choosing what is important to learn, and making conclusions that can be shared with others.

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[14] M. Singarimbun dan S. Effendi, Metode Penelitian Survai, Jakarta: Lembaga Penelitian, Pendidikan, dan Penerangan Ekonomi Sosial, p. 231

Data analysis method used in this research is interactive model. The cycle of the whole process of data analysis according to Miles, Huberman and Saldana (2014)[15]has 4 (four) components:
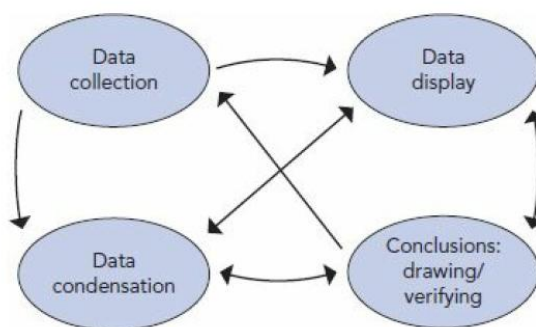
Figure 3. Component of Data Analysis: Interactive Model
Source: Miles, Huberman, and Saldana (2014)

1. Data Condensation

   It is the process of selecting, simplifying and transforming raw data to be obtained during field research. Data that have been obtained in the field will then be poured in the description in complete and detailed. Then simplified, summarized, selected the main things and sought the theme or pattern.

2. Data Display

   The display of data is the preparation of information obtained from the condensation data. It will be done in the form of narration, tables and others which will then be drawn of tentative conclusions and taking any further action.

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[15] Miles, Mathew B., Michael Huberman, and Johnny Saldana. 2014. Qualitative Data Analysis-Third Edition. London: Sage Publication Ltd. p:14

3. Conclusion Drawing/Verification

After displaying the data and getting a tentative conclusion then the next step is to make a conclusion or commonly known by the term verification based on data that has been obtained and will get new findings.

Based on the description of the analysis, then in the display of data and thesis writing later the researcher will refer to the points as described previously, so it is expected in the process of research preparation can be more focused to facilitate the exposure of conclusions.

H. **Data Validity Test**

Data validity test in this study will be using credibility test by Triangulation Source. Triangulation is a technique of checking the validity of data from various sources in various ways and at various times (Matthew B. Miles, A. Michael Huberman, & Johnny Saldana. 2014), such as:

1. Triangulation Source

Triangulation of data sources is done by checking the data obtained through several sources. After that, the data is described and categorized so as to produce a conclusion, then request an agreement to all sources on the data that has been concluded.

2. Triangulation Technique

Triangulation technique is done by checking the data to the same source with different technique, such as: data obtained from interview, then checked through observation, documentation and questionnaire.

3. Triangulation of Time

    Triangulation of time is done by checking the data with data collection
    techniques (interview, observation or other techniques) in different times
    and situations until data certainty is found.

CHAPTER IV

RESULTS AND ANALYSIS

A. **General Description**

1. **Malang City**

Malang Municipality is the one of the tourism destination at East Java Province because it has the natural beauty and wonderful climate. It is located in the perfectly middle of Malang Regency region, according to the astronomical location it lies between 112.06 0 – 112.07 0 East longitude, 7.06 0 -8.02 0 South Latitude.
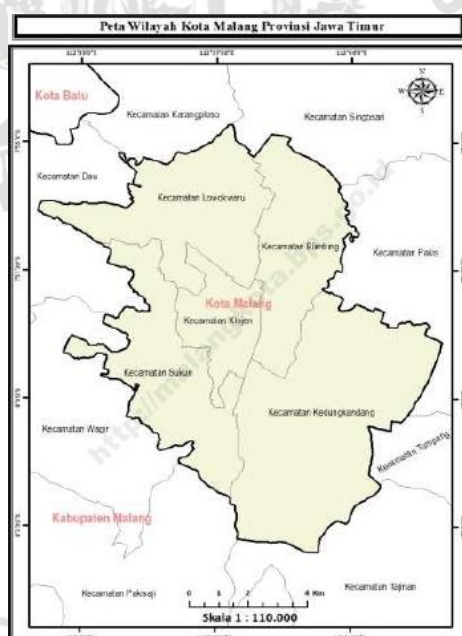
Figure 4. Map of Malang Municipality
Source: Malang Municipality in Figures 2016 (Statistic of Malang Municipality)

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The region borders of Malang Municipality:

1. North: Singosari and Karangploso Subdistrict, Malang Regency

2. East: Pakis and Tumpang Subdistrict, Malang Regency

3. South: Tajinan and Pakisaji Subdistrict, Malang Regency

4. West: Wagir and Dau Subdistrict, Malang Regency

Malang Municipality area is s 110.06 km2 and divided into five sub districts, namely Kedungkandang, Sukun, Klojen, Blimbing and Lowokwaru. Owned natural potential Malang Municipality is located fairly high at 440-667 meters above sea level. One of the locations of the highest mountains Buring is located in the east of Malang Municipality. From the top of these mountains visible beautiful scenery, among others from the West looks rows of Kawi mountain and Panderman, North of Arjuno mountain, East of Semeru mountain and if looking down looks expanse of Malang Municipality. While the river that flows in Malang Municipality area is the Brantas, Amprong and Bango River. (Malang Municipality in Figures 2016, Statistics of Malang Municipality)

a. Vision, Mission, Local Symbol, and Development Program of Malang

City

Figure 5. Vision and Mission of Malang City Development
Source: Planning, Research and Development Official Website (Via
www.barenlitbang.go.id)

1) Vision

Definition of Vision according to Law 25 of 2004 article 1

point 12 is a general formula of the desired state at the end of the

planning period. This means that the vision listed in the Regional

Medium-Term Development Plan (*Rencana Pembangunan Jangka*

Menengah Daerah or RPJMD) of Malang City must be achieved in

2018. Furthermore, in Article 5 paragraph (2) stated that the Regional Medium-Term Development Plan is a elaboration of the vision, mission, and program of the Head of Region whose preparation is guided by the Regional Long-Term Development Plan (*Rencana Pembangunan Jangka Panjang Daerah* or RPJPD) and considered to the National Medium-Term Development Plan (*Rencana Pembangunan Jangka Menengah Nasional* or RPJMN). With the vision of:

"MENJADIKAN KOTA MALANG SEBAGAI KOTA BERMARTABAT"

The term of MARTABAT is a term that refers to the dignity of humanity, which has the meaning of glory. So with the vision of 'Menjadikan Kota Malang sebagai Kota BERMARTABAT' is expected to realize a condition of glory for the Malang city and the entire community. To be referred to as city of BERMARTABAT, it will be realized the city of Malang is safe, orderly, clean, and beautiful, where the people of Malang City is a society that is independent, prosperous, educated and cultured, and has a high religiosity tolerance based on the differences that exist in the midst of society, with the Government of Malang City clean of corruption and really serve the community.

In addition, the vision of BERMARTABAT can be an acronym of some development priorities that point to the conditions to be

realized over the period of 2013-2018, such as: *BERsih, Makmur, Adil, Religius-toleran, Terkemuka, Aman, Berbudaya, Asri, dan Terdidik*. Each of these acronyms will be explained as follows:

1. Clean, the clean city is the hope of all citizens of Malang. The environment that free of piles of waste is a condition that is expected in the development of Malang during the period 2013-2018. In addition, it must also be the characteristic of government administration. Clean governance must be created so that the interests of society can be served as well as possible.

2. Prosperous, a prosperous society is an ideal entrusted to the government to be realized through a series of authorities that the government has. The prosperous condition in Malang City is achieved if all the people of Malang can fulfill their life needs properly according to their social life level. In relation to efforts to achieve prosperity, independence is important. The prosperous community built on the foundation of independence is a condition that will be realized in the development period of Malang City in 2013-2018.

3. Fair, the creation of fair conditions in all areas of life is the hope of all people in Malang. Fair means the granting of rights to anyone who has done their duty. In addition, fair

also means equality of position of all citizens in law and governance. Fair is also intended as a distribution of regional development results. To realize justice in the midst of society, the City Government of Malang will also carry out its duties and functions by promoting the principles of justice.

4. Religious-Tolerant, the realization of a religious and tolerant society is a condition that must be realized throughout 2013-2018. In a religious and tolerant society, all citizens practice their religious teachings in the form of ways of thinking, acting and doing. Whatever form of difference among the people is appreciated and used as a supporting factor of regional development. Thus, with a tolerant religious understanding, there will be no conflict and inter-community disputes based on the group, class, religion, or category differences in Malang.

5. Prominent, Malang city as prominent city compared to other cities in Indonesia is a condition that needs to be realized. Notable in this case is defined as the achievement of achievements obtained through hard work so that it is recognized by the worldwide. The city of Malang for the next five years is expected to have many achievements, both at the regional, national, and international levels. Prominent

and leading also can also mean pioneering. Thus, the entire community of Malang City is expected to appear to be a pioneer of development in the scope of each region

6. Safe, a safe and orderly city situation is a necessary condition for society. The safe situation means that the people of Malang City are free from any disturbances, whether physical or non-physical, which threatens the tranquility of life and community activities. So the community situation will be conducive to participate in supporting the development process. To ensure a secure situation for this community, the Government of Malang City will realize the public order. For that, the condition of a safe and stable government will also be realized for the sake of successful development in Malang.

7. Cultured, the cultured citizens of Malang city is a condition in which the values of the noble are displayed in the nature, attitude, actions of the community in daily activities in all places. Society upholds politeness, decency, social values, and customs in everyday life. Cultural behavior is also demonstrated through the preservation of ancient cultural traditions of the past by revitalizing its meanings to be applied in the present and future.

8. Beauty, The beautiful city of Malang is the desire of the community. The beauty, freshness, and cleanliness of the city's environment is God's gift to the city of Malang. However, these things more and more faded due to the development of the city that does not pay attention to environmental aspects. Thus, the city of Malang in the next five years should be beautiful again, clean, fresh, and beautiful. Thus, all the development of Malang City, both physical and non-physical, is required to make aspects of environmental sustainability as the main consideration. This should be realized with the real participation of the entire community, without exception.

9. Educated, this is a condition in which all people get a decent education in accordance with the laws and regulations. The mandate of Law number 12 of 2012 requires a 12-year basic education level for all Indonesian citizens. In addition, it is hoped that the community will get the education and skills that are suitable with their choice of life and profession. Educated community will always be moved to build the city of Malang together with the Government of Malang.

2) Mission

As for realizing the vision of Malang City that has been described previously, there are several missions to make the vision of Malang becomes real, those are

1. *Meningkatkan kualitas, aksesibilitas, dan pemerataan pelayanan pendidikan dan kesehatan*

   Objective 1 is the realization of quality improvement, accessibility and even distribution of education services; and Objective 2, realization of quality improvement, accessibility and even distribution of health services.

2. *Meningkatkan produktivitas dan daya saing daerah*

   Objective 1, realization of the improvement of regional economy through strengthening the sector of cooperatives and small and medium enterprises, industry and trade, as well as regional tourism; Objective 2, realization of the expansion of employment opportunities; Objective 3, realization of food availability and access

3. *Meningkatkan kesejahteraan dan perlindungan terhadap masyarakat rentan, pengarusutamaan gender, serta kerukunan sosial*

   Objective 1 is about achievement of increased protection for vulnerable and poverty alleviation; Objective 2 for the realization of improving the quality of life and the role of

women, as well as ensuring gender mainstreaming; And Objective 3 is the realization of improving the quality of community social harmony.

4. ***Meningkatnya pembangunan infrastruktur dan daya dukung Kota yang terpadu dan berkelanjutan, tertib penataan ruang serta berwawasan lingkungan***

   Objective 1 is the realization of improving the quality of infrastructure and carrying capacity of the city; Objective 2 is for the realization of the orderly increase of city space utilization according to its allocation

5. ***Mewujudkan pelaksanaan reformasi birokrasi dan kualitas pelayanan publik yang profesional, akuntabel dan berorientasi pada kepuasan masyarakat***

   Objective 1: Realization of transparency and accountability of Local Government Performance; Objective 2: The realization of improving the quality of public services that are professional, accountable, and oriented to community satisfaction.

3) Local Symbol of Malang City

Figure 6. Local Symbol of Malang City
Source: *Makna Lambang* (accessed from
http://malangkota.go.id/sekilas-malang/makna-lambang/)

Motto of "MALANG KUCECWARA" means *Tuhan menghancurkan yang bathil, menegakkan yang benar*. The meaning of the first color that is Red and White is the symbol of the national flag of Indonesia. Yellow, means nobleness and greatness. Green is fertility. Blue means Loyalty to God, Country and Nation. Then pentagon- shield shaped meaning of the spirit of heroic struggle, geographical conditions, mountains, and the spirit of building to reach a just and prosperous society based on Pancasila. DPRD-GR confirmed the symbol of Malang municipality with Local Regulation no. 4 of 1970. The sound of the slogan "MALANG KUCECWARA" symbol is used since the 50th anniversary of the establishment of KOTAPRAJA MALANG 1964.

4) Development Program of Malang City

To determine the direction of regional development, the Regional Medium-Term Development Plan of Malang City is organized as an elaboration of vision, mission of Malang City, and program of Regional Head which arrangement is based on the Regional Long-Term Development Plan and pay attention to the National Medium-Term Development Plan. Referring to mission of Malang City in 2013-2018 can be described Development Program Malang City in 2013-2018 as follows:

1. Creating a prosperous, cultured and educated society based on religious, tolerant and equal spiritual values

   a) Guidance, improvement of handling facilities and cooperation of People with Social Welfare Problem

   b) Poverty alleviation

   c) Improved environmental security

   d) Increased protection of women and children and family participation

   e) Development of religious facilities

   f) Increased civic political education

2. Improving the quality of public services that is fair, measurable and accountable

   a) Improvement of facilities, effectiveness and efficiency of services, expansion of public access to public information

b) Improved financial management and regional performance

c) Optimization of government internal control system

3. Developing the potential of environmentally sustainable areas, fair, and economical

a) Management of green open space (RTH) and good waste treatment for reforestation of Malang City

b) Inventory of land asset area and control of land use asset area

c) Increased capacity of urban spatial support

4. Improving the quality of education in Malang City so that people can compete in the global era

a) Improving the quality and relevance of education

b) Increased competence and quality of youth

5. Improving the health quality of the people of Malang City both physically and mentally to be a productive society

a) Improved quality and health services and family health counseling through improved family planning program

6. Building Malang City as a safe, comfortable, and cultured tourist destination

a) Development of tourism destinations

7. Encouraging informal economy sector actors and small and medium enterprises to be more productive and competitive

a) Increasing the competitiveness of SMEs

b) Development of decent centers for five foot way trades, integrated with urban development areas

8. Encourage industry and large-scale economic productivity that competitive, ethical, and environmentally friendly

   a) Optimizing the transfer of appropriate technology (TTG) in the processing of superior products

   b) Development of integrated small and medium industries

9. Developing an integrated transportation system and convenient infrastructure to improve people's quality of life

   a) Increased control of the utilization of a transportation and transportation especially handling congestion problems in various streets

   b) Provision of basic infrastructure in poor areas

2. **Planning, Research and Development Agency of Malang City**

Planning, Research and Development Agency is an element of the planners of local governance led by the Head of the Agency who in carrying out its main duties and functions are under and responsible to the Mayor through the Regional Secretary. Planning, Research and Development Agency performs the main task of preparing and implementing regional policies in the field of regional development planning.

a. Vision, Mission, and Objective

In carrying out its duties as one of the working unit of the city of Malang, there are vision, mission, and goals set by Planning, Research and Development Agency. The vision of Planning, Research and Development Agency is *Mewujudkan Perencanaan Pembangunan yang berwawasan lingkungan dan berkelanjutan demi kesejahteraan masyarakat.*

As for the achievement of the vision is organized in several missions, namely:

1. *Meningkatkan perencanaan pembangunan yang berwawasan lingkungan.*

2. *Meningkatkan pertumbuhan perekonomian Kota Malang yg merata sebagai motor penggerak pertumbuhan perekonomian kawasan sekitarnya.*

3. *Mengembangkan perencanaan pembangunan kota melalui penyusunan Rencana Pembangunan Kota melalui penyusunan Rencana Pembangunan Jangka Menengah Daerah maupun penyusunan dokumen perencanaan pembangunan daerah lainnya dan penyusunan rencana tata ruang wilayah merujuk pada hasil penelitian maupun database potensi wilayah.*

4. *Mewujudkan pelayanan Publik yang prima.*

And for the objective is to provide an adequate development plan; City spatial arrangement and control; Improving the Regional Economy; Improve community welfare; Produce city development and spatial

planning documents and other supporting documents; Developing reports on city development results; And Delivering administrative services.

b. Organizational Structure of Planning, Research and Development Agency of Malang City

Figure 7. Organizational Structure of Planning, Research, and Development Agency
Source: Planning, Research and Development Agency Archive

Planning, Research and Development Agency is working with 7 mayor divisions, such as Head of Agency, Secretariat, Planning and Reporting Divison, Economic and Natural Resources Division, Human, Community, Social and Cultural Development Division, Infrastructure and Regional Development Division, and Research and Development Division

c. Key Performance Indicator

For key performance indicators from Planning, Research and Development Agency are as follows:

1. The realization of an accountable development plan

2. Improved quality of regional development planning documents

3. The realization of improving the quality of Research and Development results and community innovation

4. Increased public participation in innovation and development of appropriate technology

5. Realizing the performance of professional and competent Planning, Research and Development Agency apparatus.

6. Increased performance apparatus and service quality Planning, Research and Development Agency

d. Basic Law

The legal basis governing the tasks, subject matter and functions of Barenlitbang in more detail is Local Regulation Number 7 of 2016 and Regulation of Mayor Number 45 of 2016.

B. **Data Display**

1. **Process of Regional Government Work Plan Document Preparation**

PELAKSANA FUNGSI HARMONISASI PERENCANAAN PEMBANGUNAN DAERAH ANTAR SEKTOR
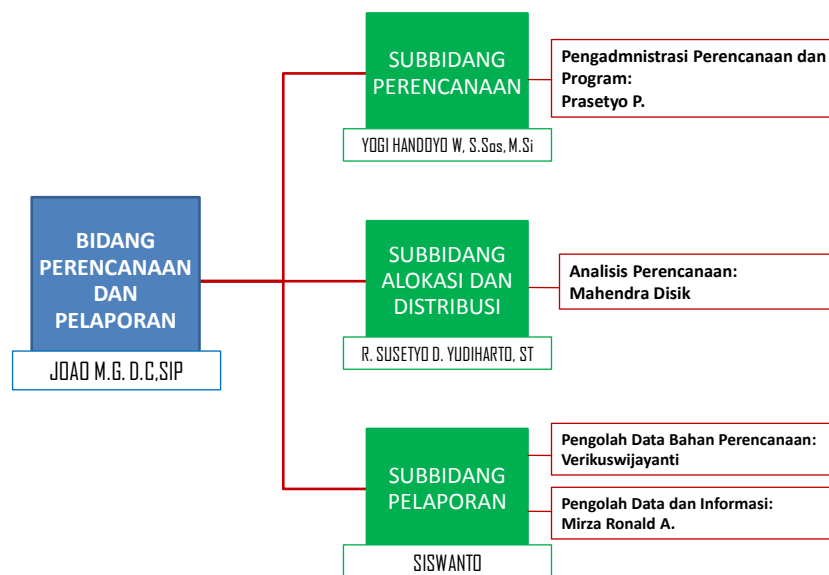
Figure 8. Organizational Structure of Planning and Reporting Division
Source: Planning, Research and Development Agency Archive (Modified by Researcher)

As the agency in charge for the field of regional development planning, Barenlitbang has its main tasks and functions that have been set and described. In implementing the regional development planning function of Mr. Joao M.G. D.C, S.Ip as Head of Planning and Reporting said that:

"*Dalam Perwali 45 Tahun 2016, Bidang Perencanaan dan Pelaporan ini tidak berdiri sendiri, kita itu seperenam dari Barenlitbang, ada lima 5 bidang dan 1 sekretariat. Jadi dalam perwal itu mengatur tupoksi kita semua. Tugas Bidang PP ini membantu pimpinan menyiapkan data, dokumen, atau informasi dalam rangka penyusunan perencanaan. Tupoksi kita seperti itu. Kami mengumpulkan data itu dari OPD yang ada. Itu fungsi utama kita.*" (Interview held in June 6th 2017 at the office)

"In Mayor Regulation Number 45 of 2016, this Planning and Reporting Unit is not independent, we are one-sixth of Barenlitbang,

there are five 5 fields and 1 secretariat. So in the regulation it regulates our job all. Our unit task is to help leaders prepare data, documents, or information in the framework of preparation of the planning. Our duties are like that. We collect that data from existing Work Units. That's our main function." (Interview held in June 6th 2017 at the office)

Also as an in charge unit in planning affairs, he does not perform these tasks and functions alone, but is assisted by a total of 9 (nine) human resources for planning and reporting:

"*Di bidang ini SDMnya ada 10, 8 (PNS) dan 2 (outsourcing)., Kepala Bidang 1, Kepala Sub-Bidang 3, Pelaksananya 4, dan dibantu 2 orang.*" (Interview held in June 6th 2017 at the office)

"In this area there are 10 people, 8 (Civil Servant) and 2 (outsourcing) human resources, 1 for Head of Division, 3 for Head of Sub-Division, 4 for Executor, and assisted by 2 people." (Interview held in June 6th 2017 at the office)

And as a special function of Mr. Yogi Handoyo, S. Sos, M. Si as Head of Planning Sub-Division which handles planning issues, one of which is the preparation of the Regional Government Work Plan (RKPD):

"*Fungsi khusus Barenlitbang (Leading Sector) untuk perencanaan itu ada di RKPD (Rencana Kerja Pemerintah Daerah) yang pertahun, dan RPJMD (Rencana Pembangunan Jangka Menengah Daerah) per lima tahun*" (Interview held in June 13th 2017 at the office)

"The special function of *Barenlitbang* as the Leading Sector for such planning is in the annual Regional Government Work Plan (*RKPD*), and RPJMD (*Rencana Pembangunan Jangka Menengah Daerah* or Regional Medium-Term Development Plan) per five years" (Interview held in June 13th 2017 at the office)

According to the Regulation of the Minister of Home Affairs Number 54 Year 2010 on the Implementation of Government Regulation Number 8

Year 2008 Concerning Stages, Procedures for Formulating, Controlling and Evaluating of the Implementation of Regional Development Plans, Regional Government Work Plan (RKPD) is a regional planning document for period of 1(one) year or referred to as the annual development plan of the region, and the process of preparing the Regional Government Work Plan (RKPD) 2017 will be presented. Also he again conveyed:

> "*Untuk RKPD ini kalau aturannya yang bersifat baku artinya peraturan yang sudah ditetapkan dan berlaku terus itu Permendagri 54 tahun 2010, tapi setiap tahun Kemendagri itu mengeluarkan Permendagri. Dua ini tidak akan bertentangan, yang pertahun ini lebih bersifat ke teknis.*" (Interview held in June 13th 2017 at the office)

> "For this *RKPD* if the rules are standard, the regulation has been stipulated and applied continuously is Regulation of Ministry of Home Affairs Number 54 of 2010, but every year this Ministry issued another regulation. These two will not be contradictory, which for the new regulation per year is more technical." (Interview held in June 13th 2017 at the office)

In line with that has been delivered by Mr. Prasetyo. P as the Administration, Planning and Program Division under the Planning Sub-Division that:

> "*Di permendagri 54 kan ada disebutkan RKPD bisa berubah karena a,b,c dsb, nah disini di permendagri tiap tahun ini dijelaskan yang dimaksud a,b,c ini apa*" (Interview held in June 13th 2017 at the office)

> "In this Ministry Regulation Number 54 there is mentioned *RKPD* may change because a, b, c, etc., here in the annual regulation every year is explained what is meant a, b, c" (Interview held in June 13th 2017 at the office)

Again added by Mr. Joao that Ministry of Home Affairs regulations issued annually will apply only for one year only:

"*Jadi peraturan Kemendagri yang tiap tahun ini khusus untuk perubahan RKPD 2017. Nanti untuk penyusunan 2018 sudah tidak dipakai.*" (Interview held in June 13th 2017 at the office)

"So this annual regulation is specifically for changes in *RKPD* 2017. Later for the preparation of 2018 it won't be used anymore." (Interview held in June 13th 2017 at the office)

This Ministerial Regulation shall be used as a guide for the preparation of the planning, and for its technicalities for the preparation of *RKPD* 2017 using the Regulation of the Minister of Home Affairs No. 18 of 2016 on Guidelines on the Preparation, Control and Evaluation of Regional Government Work Plan of 2017.

From the results of interviews that have been conducted with related parties in conducting *RKPD* Preparation Year of 2017, obtained information that there are several steps that must be done:

a. Preparation of Composing

According to Mr. Yogi, at this stage it begins with the formation of teams:

"*Dimulai dari persiapan penyusunan RKPD, persiapan ini bentuk tim mbak, terus penyusunan persepsi di dalam tim, itu semua bagian dari persiapan penyusunan RKPD. Tim isinya barenlitbang, dan instansi terkait. Instansi terkait selama ini kami melibatkan keuangan Badan Pengelola Keuangan dan Aset Daerah, kalau aturan ini ranahnya Barenlitbang, tapi kalau penyusunan tim kita melibatkan instansi lain, Bagian Hukum, Inspektorat.*" (Interview held in July 6th 2017 at the office)

"Starting from the preparation of composing this *RKPD*, the preparation needs team, and continuing the preparation of perceptions within the team, it is all part of the preparation of *RKPD*. The contents team is *Barenlitbang*, and related agencies. The related agencies we have involved finance the Regional Finance and Asset Management Board, if this rule is

> *Barenlitbang*'s domain, but if the preparation of our team involves other agencies, the Legal Department, the Inspectorate." (Interview held in July 6th 2017 at the office)

Again it was said by him that the election of some Work Units as part of the drafting team was seen in terms of his involvement in the preparation:

> "*Alasan kita memilih OPD itu di dalam tim karena ada kaitannya. Begitu ngomong RKPD kan ujungnya penganggaran, jadi BPKAD (Badan Pengelola Keuangan dan Aset Daerah) butuh kita libatkan, begitu kita ngomong RKPD, kan itu produk hukum bentuknya, peraturan walikota, kita perlu melibatkan Bagian Hukum, nanti RKPD itu direviu keselarasannya oleh Inspektorat, kita libatkan Inspektorat disitu*." (Interview held in July 6th 2017 at the office)

> "The reason we choose those Work Units is in the team because there is a connection. *RKPD*, the end of it is budgeting, so we need to involve *BPKAD* (*Badan Pengelola Keuangan dan Aset Daerah* or Regional Finance and Asset Management Agency), once we speak *RKPD*, it's a legal product form, Mayor regulation, we need to involve the Legal Department, later *RKPD* is reviewed linearly by Inspectorate, we involve Inspectorate there." (Interview held in July 6th 2017 at the office)

Not only stopping at team building, in this team they will have some things done before you proceed at a later stage. And the legal product and output from this stage is a Decree signed by the Head of the Region on which the Composing Team performs its task which contains the legal basis for the preparation of the RKPD, the tasks that must be done by the Drafting Team, and the Composition of the Team Membership Team that had been decreed in Surat Keputusan Walikota Malang Nomor: 188.45/199/35.73.112/2017 tentang Pembentukan Tim Penyusun Rencana Kerja Pemerintah Daerah Tahun 2017:

"Tim ini ditetapkan oleh S.K Tim. Jadi S.K Tim yang ditetapkan oleh walikota personilnya atau unsurnya ya itu tadi. Jadi tahap pertama itu, intinya membentuk tim dan konsolidasi, menyamakan persepsi, memahami bersama tentang ketentuan peraturan, jadi sifatnya ke persiapan. Dan outputnya dari tahapan ini S.K Tim dari walikota." (Interview held in July 6th 2017 at the office)

"This team is defined by Mayor Decree of Team. So it was set by the Mayor, personnel or element consists in it. So the first stage, essentially forming a team and consolidating, equating perceptions, understanding together about the rules of the rules, so it's about the preparation. And its output from this stage is Decree from the Mayor." (Interview held in July 6th 2017 at the office)

And at this stage it will take at least 1 to 2 weeks to establish the membership of the 2017 RKPD Drafting Team and usually start at the end of December 2015 until January 2016:

"Tahapan ini biasanya di bulan Januari, bahkan kalau bisa dimulai dari akhir Desember. Biasanya seminggu sampai 2 minggu. Karena untuk RKPD ini ada 6 tahapan, ini harus sudah berhenti di bulan Mei, 31 Mei maksimal sudah harus penetapan RKPD. Jadi sekitar 6 bulan, 6 tahapan harus sudah selesai. Logikanya 6 tahapan dalam 6 bulan berarti satu tahapan itu durasinya satu bulan, tapi tidak seperti itu. Kan ada tahapan Penyusunan Rancangan Awal RKPD, ini harus sudah terbentuk di bulan Februari, sudah harus ada bentuknya, berarti kan Januari harus sudah mulai." (Interview held in July 6th 2017 at the office)

"This stage is usually in January, even if it possible it can start from the end of December. Usually a week until 2 weeks. Because for this *RKPD* there are 6 stages, this must have stopped in May, May 31 at maximum *RKPD* has to be determination. So about 6 months, 6 stages must be finished. The logic of 6 stages in 6 months means that one stage is a month's duration, but not like that. There is a stage of Preparation of RKPD Preliminary Plan, it must have been formed in February, it must have a form, it means January should have started." (Interview held in July 6th 2017 at the office)

After decree of Compilation Team has been published and has been distributed to each Work Units involved then Preparation Phase of RKPD Preparation is said to have been completed and the Team Compiler has been able to start performing tasks as listed in the decree is continuing to the next stage of Preparation of RKPD Preliminary Draft.

b. Preparation of Preliminary Draft

For this preparation of preliminary draft from the results of the interview obtained information is still from Mr. Yogi that in this stage more to the data collection to prepare the draft of RKPD in the future, simply by looking at the evaluation of previous year, then update the data about the condition and situation in the area in that year:

> "*Tahapan yang kedua Penyusunan Rancangan Awal RKPD, ini draft awal RKPD. Bisa direfer ke evaluasi RKPD tahun sebelumnya. Data ini kita minta dari Sub-Bid Evaluasi dan Pelaporan, laporan hasil RKPD yang kemarin. Kalau sistematikanya setiap tahun sama saja. Paling lebih ke arah meng-update data, seperti gambaran umum yang isinya ada jumlah penduduk dan lain-lain. Untuk tahapan ini kebanyakan lebih ke meng-update data. Hal-hal seperti isu strategis, bisa saja berbeda dari tahun ini dan tahun-tahun sebelumnya, jadi kita rumuskan lagi. Intinya kita membuat rancangan awal RKPD yang merefer ke tahun kemarin, dan bukan Copy-Paste.*" (Interview held in July 6th 2017 at the office)

> The second stage of Preparation of the *RKPD* Preliminary Draft, this is the initial draft of *RKPD*. Can be referenced to *RKPD* evaluation from the previous year. We request this data from the Evaluation and Reporting Sub-Div, *RKPD*'s report yesterday. Systematically, every year is same. More into the direction of updating the data, such as the general picture of the content there are the population and others. For this stage

mostly more to update the data. Things like the strategic issues, could be different from this year and the previous years, so we formulate again. In essence we make the initial draft of *RKPD* that refer to last year, and not that Copy-Paste." (Interview held in July 6th 2017 at the office)

A supporting statement was given to this stage by Mr. Prasteyo as the party performing this work that the evaluation documents were obtained from the Reporting Sub-Division headed by Mr. Siswanto:

> "*Untuk evaluasi yang ada di tahapan penyusunan RKPD itu datanya dari Pak Sis (Bidang Pelaporan) saya masukan ke formatnya mengolah datanya itu*." (Interview held in July 13th 2017 at the office)

> "For evaluation that is in the stage of *RKPD* compilation of the data from Mr. Sis (Sub division of Reporting) I input into format and process the data." (Interview held in July 13th 2017 at the office)

Mr. Prasetyo also specifies that he is processing the data of this stage and at this stage tends to the general picture which data obtained from the relevant Work Unit that is needed to prepare the preliminaries in RKPD 2017 in order to see the real condition to determine the priority of development plan:

> "*Saya di penyusunan rencana awal itu terlibat untuk mengolah data, menganalisis, untuk gambaran umum daerah, ekonomi dan keuangan daerah. Di tahap satu kan ada gambaran awal, disitu mengolah data yang sudah terkumpul dari OPD, kita minta datanya dari bidang sektoral trus saya yang olah, menyatukan datanya, menyajikan ke format-formatnya yang sudah ditentuk itu saya yang kerjakan bagian mengolah datanya. Analisis ekonomi juga saya yang olah, kan saya terima, di evaluasi juga saya yang olah. Data yang dibutuhkan ada gambaran umum daerah, makro ekonomi, di update pertahun. Ini kan data-data dibutuhkan untuk RKPD sekalian kita melihat kondisi real di lapangan seperti apa*"

"Me, in the preparation of the initial plan was involved to process data, analyze, for an overview of regional, economic and local finance. In the first stage there is a general description, there I process the data that has been collected from the Work Units, we ask the data from the sector, bringing together the data, presenting to the formats that have been formed after that I do the data processing part. For economic analysis too, I receive and evaluate. The required data are regional overview, macroeconomic, updated annually. This is the data needed for *RKPD* we all see the real conditions in the field"

The process of collecting data is done by contacting the relevant Work Units through Sectoral Sectors (except for Research and Development Division, and Planning and Reporting Division) in Planning, Research and Development Agency which will be collected to Planning and Reporting Divison:

"*Untuk data tersebut kita minta data dari OPD terkait lewat bidang sektoral karena mereka yang menjadi mitra dengan OPD-OPD lainnya. Jadi lewat mereka menghubungi OPD terkait misalnya kita butuh data tentang jumlah penduduk nah berarti kita minta data penduduk ke dinas penduduk dan capil, atau data makro ekonomi, angka kemiskinan dll ya kita mintanya ke BPS, ke instansi yang punya kewenangan merilis, dll.*" (Interview held in July 6th 2017 at the office)

"For the data we ask for data from the relevant Work Units through the sectoral sector because those are partners with other Work Units. So through them they contact the related Work Units for example we need data about the number of residents means we ask the population data to the Population and Civil Registration Agency, or macroeconomic data, poverty rate etc. we ask to *BPS* (Central Bureau of Statistics), to agencies that have the authority to release, etc." (Interview held in July 6th 2017 at the office)

For output from this stage is the Preliminary Draft with processing time in January 2016 and using the Top-Down principle:

"*Dan outputnya nanti dokumen Rancangan Awal. Ini dikerjakan bulan Januari. Dan masih dikerjakan oleh Tim yang sudah dibentuk tadi. Ini bersifat Top-Down, kebijakan yang diinisiasi tidak dari OPD, tapi dari Tim.*" (Interview held in July 6th 2017 at the office)

"And the output will be the Initial Draft document. This was done in January. And still done by the team that has been formed earlier. This is Top-Down, the policy initiated not from the Work Units, but from the Team." (Interview held in July 6th 2017 at the office)

With the preparation of this Preliminary Draft it is said that at this stage has been completed and preparing to continue to the next stage. For proof of output in the form of Preliminary Draft can not be presented by the researcher because of the limitations of accessing data on the research site under the pretext that the physical evidence for this stage is not stored because it is used continuously for the next step or in other words will be lost if it has entered the next stage.

c. Compiling the Draft

At this stage, the Work Units in the region is involved. Communicate with the Work Units on the Strategic Plan and Work Plan they plan to subsequently synchronize with the Preliminary Draft to the 2017 *RKPD* Plan draft:

"*Tahapan ketiga, Penyusunan Rancangan RKPD. Di tahapan ini kan tadi sudah ada rancangan awalnya, kita sinkronkan dengan OPD lainnya, sudah melibatkan masukan-masukan dari OPD lainnya. Jadi baru ditahap ini OPD lain (selain Tim) kita libatkan. Kita sudah mulai komunikasi dengan OPD, apa kira-kira usulan program kegiatan mereka yang prioritaskan, kan mereka sudah nyusun Renstra, jadi Renstranya seperti apa dan tahunannya bagaimana. Jadi kita lihat renjanya mereka*

seperti apa, renstra mereka seperti apa, program-program prioritas mereka bagaimana. Ini masih pembahasan ya belum penetapan, kita minta rancangan awal kita begini, dan dari OPD seperti apa" (Interview held in July 6th 2017 at the office)

"The third stage, the drafting of *RKPD*. At this stage it already had the initial design, we sync with other Work Units, already involving inputs from other Work Units. So in this stage for other Work Units (other than Compiling Team) we involve. We have started to communicate with the Work Units, what about the proposed program of their activities prioritized, they have compiled Strategic Plan, so the Strategic Plan what it looks like and how yearly. So we see what their plans are, what their Strategic Plans are, what their priority programs are. This is still the discussion is not yet about the determination, we ask for the preliminary draft from the Work Units" (Interview held in July 6th 2017 at the office)

If in the previous stage using the Top-Down flow by initiated by the Compiler Team to the Work Units then this stages use the Bottom-Up flow, from Work Units to Planning, Research and Development Agency by passing through the Sectoral Sector which is the partner of each Work Units:

"*Disini konsepnya Bottom-Up (dari OPD ke Tim) lah istilahnya. Intinya kita sudah melibatkan OPD ditahapan ini. Jadi kita sudah bisa tahu, sudah punya gambaran data dari OPD renjanya seperti ini, yang mau dilakukan tahun ini itu seperti ini, ini yang masih mau dilakukan ya, belum ditetapkan, karena nanti OPD punya mau tapi kan bisa jadi RKPDnya mengakomodir atau tidak kan, jadi maunya OPD seperti apa kita sudah tahu. Jadi nanti outputnya adalah Rancangan RKPD. Pematangan dari draft RKPD tadi. Ini dilaksanakan bulan Februari.*" (With Mr. yogi interview held in July 6th 2017 at the office)

"Here the concept is Bottom-Up (from Work Units to Team). In essence we have involved Work Units in this stage. So we already know, already have a picture of the Work Units Work Plan, what to do this year, this is still going to be done, not set yet, because later Work Units wants still can't be determined can be accommodate by *RKPD* or not, at least we already knew

what Work Units wants. So later the output is *RKPD* Draft Plan. Maturation of the draft of *RKPD* earlier. This was held in February." (With Mr. yogi interview held in July 6th 2017 at the office)

And with the output of *RKPD* Draft Plan with the implementation of activities in February 2016. RKPD draft that has been completed is what will be used in Community Consultations on Development Planning (*Musyawarah Perencanaan Pembangunan* or *MUSRENBANG*) to be synchronized with the wishes of the community. For this stage, researchers also find it difficult to make evidence on the *RKPD* Draft Plan Document due to the limited access owned by the Researcher.
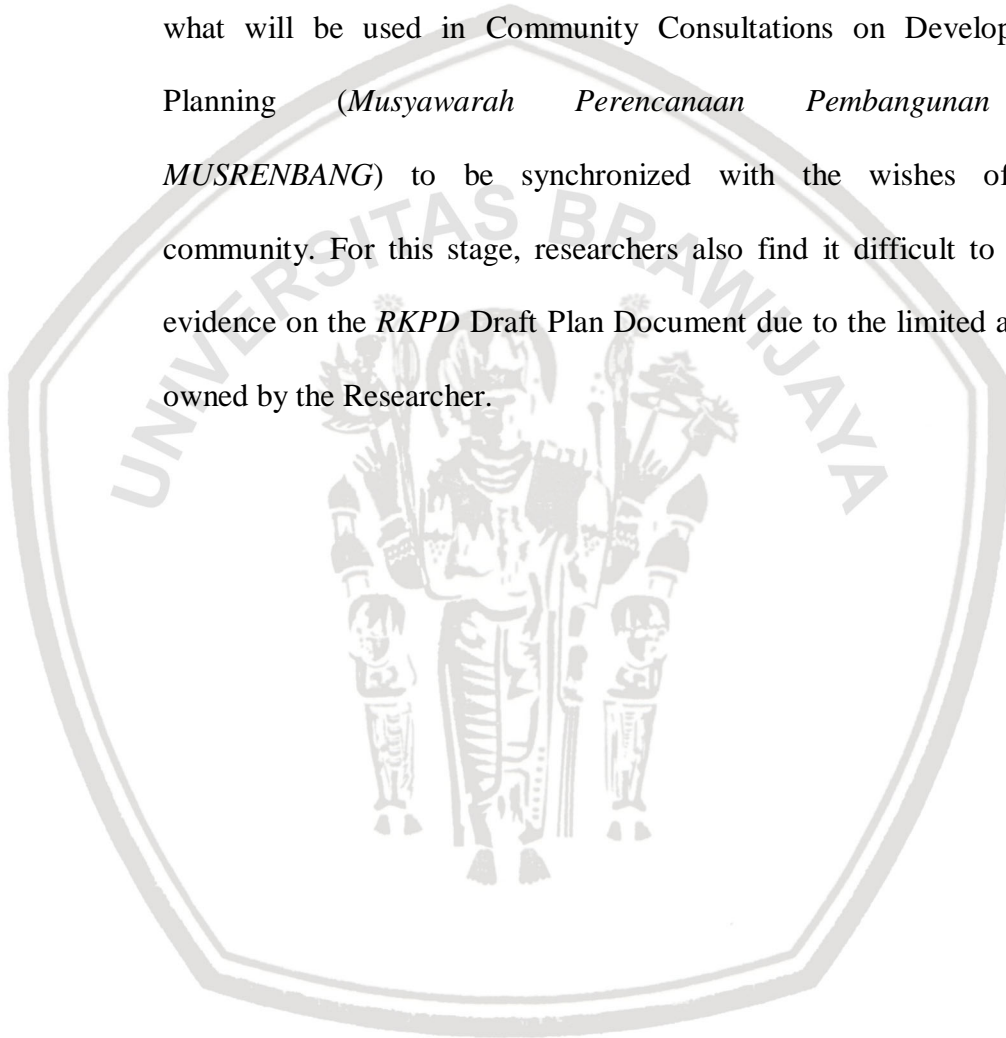
d. Implementation of *Musrenbang* (City Level)

Figure 9. *Musrenbang* Poster
Source: Planning, Research and Development Agency Official Website

Community Consultations on Development Planning or *Musrenbang* is a forum among stakeholders that is Local Government and Community in order to formulate regional development plans, in this case about the preparation of *RKPD*. *Musrenbang* referred to at this stage is *Musrenbang* in City Level held by Planning, Research and Development of Agency, for *Musrenbang* Village and Sub-District held in each region by still invite the Planning, Research and Development of Agency:

> "*Untuk perencanaan RKPD, melibatkan masyarakat juga lewat Musrenbang. Pelaksanaan Musrenbang RKPD, ini pelaksanaan Musrenbang Kota, jadi 3 tahapan yang sebelumnya tadi harus*

sudah selesai sebelum Maret, karena ini di bulan Maret harus sudah dilaksanakan. Sebelum tingkat kota, ada yang namanya musrenbang kecamatan, ada yang namanya musrenbang kelurahan, secara waktu parallel antara tahap 1-3 tadi. Musrenbang kelurahan dilakukan selama bulan Januari tidak boleh lewat dari itu, disaat yang sama kita juga mulai melakukan persiapan penyusunan RKPD, tapi musrenbang kelurahan bukan kita yang menangani, prosesnya ya di kelurahan, dari kita paling diundang untuk hadir. Kemudian, di februari sampai pertengahan februari itu musrenbang kecamatan, mereka (kecamatan bersangkutan) melakukan musrenbang kecamatan (disini keterlibatan masyarakat)" (Interview held in July 6*th* 2017 at the office)

"For *RKPD* planning, involving the community through *Musrenbang*. Implementation of *Musrenbang RKPD*, this is the implementation of *Musrenbang* in city level, so the 3 stages that previously had to be completed before March, because this in March must have been implemented. Before the city level, there is the name *Musrenbang* Sub-District level, there is called *Musrenbang* village level, parallel time between the first 1-3 stages. *Musrenbang* village level should be conducted during January, at the same time we also start doing preparation of *RKPD*, but *Musrenbang* village level is not us who handle it, for the process still from village, from us like invited to attend. Then, in February until mid-February is *Musrenbang* in Sub-District Level, by theirselves doing their own *Musrenbang* in Sub-District Level (here community involvement)" (Interview held in July 6*th* 2017 at the office)

After *Musrenbang* village and sub-district held, then the process of meeting parties that bring the interests of the community (represented by the District) with the local government occurred in *Musrenbang RKPD* (city):

"Semua yang tingkat kecamatan ini hasilnya, 5 kecamatan itu kita rekap jadi satu inilah yang akan menjadi prioritas tingkat kota, judulnya seperti tingkat kecamatan ya, tapi ini sebenarnya tingkat kota. Jadi 11 Kelurahan itu sudah melakukan Musrenbang, trus naik ke tingkat kecamatan. Dokumen inilah bahan untuk Musrenbang Kota. Nah tahapan sinkronisasi itu maksudnya contoh dari sektor pendidikan, di kecamatan A maunya begini-begini, kita cocokan. Nanti ketemunya di pelaksanaan musrenbang RKPD.

Jadi Rancangan RKPD harus sudah selesai dan musrenbang kelurahan dan kecamatan juga harus sudah selesai, hasilnya baru kita sinkronkan. Jadi ini fungsinya musrenbang, menyinkronkan antara kita (pemda) sama masyarakat, antara pemerintah dengan keinginannya masyarakat" (With Mr. Yogi interview held in July 6th 2017 at the office)

"All the 5 sub-districts result we recap and will be a city-level priority, the title is like the sub-district level but this is actually the level of the city. So the 11 villages are already doing *Musrenbang*, then go up to the sub-district level. This document is material for Musrenbang in city level. Well synchronization phase that means for example from the education sector, in the district A wants this, we try to fit in. Later will meet in the implementation of *Musrenbang* of *RKPD*. So the draft of *RKPD* must be completed and *Musrenbang* village and sub-district level must also be finished, the results we just synchronize all of them. So this function of *Musrenbang*, synchronize between us (local government) and community, between the government with the wishes of society" (With Mr. Yogi interview held in July 6th 2017 at the office)

Another statement coming from Mr. Prasetyo as the one who compiled the

data needed for this stage:

"Saya di musrenbang itu ngolah data yang dari sektoral, dari sektoral kan ngumpulkan dari kecamatan datanya (hasil musrenbang). Kalau di musrenbang itu dari kecamatan langsung dikirim ke sini (Sub-bidang PP). Jadi sebelum kita ke musrenbang kota, musrenbang kelurahan dapat usulannya kan dari RW kemudian dibuat skala prioritas berdasarkan RW atau kelurahan tergantung kesepakatan mereka, trus kemudian ke musrenbang kecamatan yang usulannya didapat dari delegasi kelurahan yang hadir, kemudian dirumuskan skala prioritas tingkat kecamatan. Dimulai dari kelurahan dan kecamatan usulan mereka itu sudah dibuat untuk OPD mana, sudah diklasifikasikan, apakah untuk Dinas Pendidikan dan segala macam. Usulan dari RW dan kelurahan sudah diklasifikasikan, masuk ke kecamatan, di klasifikasi lagi dibarengi dengan skala prioritas. Kalau di kecamatan kan melibatkan OPD, semua OPD diundang. Yang di kecamatan dari Barenlitbang juga datang, biasa kepala Badan, bisa pak Kabid, kalau di kelurahan kita Cuma mantau, kan ada tim pemantauan monitoring musrenbang dari Barenlitbang"

"My part in *Musrenbang* managing the data from sectoral, from sectoral will be collected from sub-districk data (result of *Musrenbang*). For the *Musrenbang* from the sub-district level they directly sent it to here (Sub-div of Planning). So before we go to *Musrenbang* village level, *Musrenbang* sub-district level can be proposed from Hamlet then made priority scale based on Hamlet or Village depending on their agreement, then to *Musrenbang* sub-istrict level which proposal got from delegation of village that being there, then formulated with priority scale of sub-district level. Starting from the village and sub-district their proposals have been made for which Work Units, have been classified, whether for the Education Office and all kinds. Proposals from Hamlet and village have been classified, entering the sub-distric, in classification again accompanied by priority scale. If in the sub-district it involves the Work Units, all Work Units are invited. In the sub-district level, *Barenlitbang* also come, usual Head of the Agency, sometimes Head of this division, if in level of village we just monitor, there is monitoring team of *Musrenbang* from *Barenlitbang*"

There are many parties involved in *Musrenbang RKPD*, delegates sent from various elements in order to maximize this stage in order to really run well and collect all interests from various parties with the output of the News Event of *Musrenbang* (Evidence of News Events can not be presented by researchers because of the limitations access information):

"*Pihak yang terlibat, kalau yang melaksanakan ya Barenlitbang, yang diundang banyak, semua OPD kita undang, delegasi kecamatan (dari pihak kecamatan yang menentukan), akademisi kita undang, LSM juga kita undang (Komite Ekonomi Kreatif, Malang Creative Fusion, dll), Forminda diundang juga. Insyaallah semua unsur kita undang, hanya memang terbatas jumlahnya, kapasitasnya 200 orang maksimal sudah termasuk dengan panitia. Outputnya Berita Acara Musrenbang yang ditandatangani masing-masing delegasi kecamatan.*" (Interview held in July 6th 2017 at the office)

"Parties involved, for those who carry this out of course it's *Barenlitbang*, we invited many sectors, all the Work Units we invite, delegates for Sub-district (party of Sub-district that choose who's going to be the delegation), we invite academics, NGOs we also invite (Creative Economy Committee, Malang Creative

Fusion, etc.), *Forminda* we invited too. *Insyaallah* all the elements we invite, but limited in number, maximum capacity of 200 people is included with the committee. The output of the Acceptance Official Report of *Musrenbang* signed by each sub-district delegation." (Interview held in July 6th 2017 at the office)

After the *Musrenbang RKPD* is completed, the results of this *Musrenbang* will be processed by the Planning, Research and Development Agency, especially the Division of Planning and Reporting which will be used as part of the document for the formulation of the final draft of *RKPD*.

Figure 10. Cover of *Musrenbang* Document 2016
Source: Planning, Research and Development Agency Archive

No.	Asal	APBD KOTA		APBD Prov	APBN	Lainnya (CSR)	Jumlah Usulan
		Prioritas Kota	Diluar Prioritas				
1	Kecamatan Klojen	697	1046	22	2	20	1787
2	Kecamatan Blimbing	814	502	28	3	0	1347
3	Kecamatan Kedungkandang	794	167	49	2	4	1016
4	Kecamatan Lowokwaru	806	213	0	0	0	1019
5	Kecamatan Sukun	367	112	3	1	0	483
	JUMLAH	3478	2040	102	8	24	5652

Figure 11. Content of *Musrenbang* Document 2016
Source: Planning, Research and Development Agency Archive

SKPD : KELURAHAN LOWOKWARU

NO	USULAN KEGIATAN	LOKASI KEGIATAN	PAGU ANGGARAN (Rp.)	KETERANGAN
1	2	3	4	5
1	Pemeliharaan Jalan : Pavingisasi	RW. IV,VI,VII,XI,XIV	80,500,000.00	
2	Pemeliharaan Irigasi dan Jaringan Saluran Air	RW. I,III,V,VIII,IX,X,XII,XIII,XV	150,160,500.00	
3	Pemeliharaan gedung dan bangunan Pembuatan Gapuro	RW.II	19,339,500.00	
4	Honorarium PNS	Kel. Lowokwaru	5,100,000.00	Penunjang Kegiatan Infrastruktur Lingkungan Kelurahan
5	Honorarium Non PNS	Kel. Lowokwaru	3,800,000.00	Penunjang Kegiatan Infrastruktur Lingkungan Kelurahan
6	Belanja Bahan Pakai Habis	Kel. Lowokwaru	641,000.00	Penunjang Kegiatan Infrastruktur Lingkungan Kelurahan
7	Belanja Cetak dan Penggandaan	Kel. Lowokwaru	535,000.00	Penunjang Kegiatan Infrastruktur Lingkungan Kelurahan
8	Belanja Makanan dan Minuman	Kel. Lowokwaru	2,424,000.00	Penunjang Kegiatan Infrastruktur Lingkungan Kelurahan
9	Belanja Bahan Pakai Habis	Kel. Lowokwaru	500,000.00	Penunjang Kegiatan Lembaga Pemberdayaan Masyarakat Kelurahan
10	Belanja Makanan Minuman	Kel. Lowokwaru	2,000,000.00	Penunjang Kegiatan Lembaga Pemberdayaan Masyarakat Kelurahan
11	Belanja Bahan Pakai Habis	Kel. Lowokwaru	540,000.00	Penunjang Badan Keswadayaan Masyarakat (BKM) Kelurahan
12	Belanja Makanan Minuman	Kel. Lowokwaru	460,000.00	Penunjang Badan Keswadayaan Masyarakat (BKM) Kelurahan
13	Belanja Bahan/Material	Kel. Lowokwaru	116,375,000.00	Pembinaan dan Fasilitas Sosial Masyarakat
14	Belanja Jasa Kantor	Kel. Lowokwaru	7,450,000.00	Pembinaan dan Fasilitas Sosial Masyarakat

Figure 12. Example of *Musrenbang* Document from Lowokwaru
Source: Aditya Fachril Bayu (Malangtimes.com)

NO	USULAN KEGIATAN	LOKASI KEGIATAN	PAGU ANGGARAN (Rp)	KETERANGAN
1	2	3	4	5
1	Pembinaan Kemampuan Ketrampilan Bagi Penyandang Masalah Kesejahteraan Sosial (PMKS)	Dinas Sosial Kota Malang	1,000,000,000.00	Kegiatan ini menggunakan DBHCHT
	Jumlah		1,000,000,000.00	

Figure 13. Example of *Musrenbang* Document from Regional Office of
Social Welfare (Dinas Sosial)
Source: Aditya Fachril Bayu (Malangtimes.com)

Figure 14. *Musrenbang* 2016 Documentation
Source: Aditya Fachril Bayu (Malangtimes.com)

e. Formulation of the Final Draft

With the end of the city-level *Musrenbang* then at this stage the

Musrenbang and *RKPD* draft documents that have been made before will

be synchronized as the final draft formulation of the *RKPD* document by

the Composing Team with Planning, Research and Development as

Leading Sector:

> "*Perumusan Rancangan Akhir RKPD. Tadi waktu ingin memulai Musrenbang, kita sudah punya rancangan RKPD, kemudian ketambahan dari hasil musrenbang. Kedua ini kan harus disinkronisasi, itulah makna perumusan rancangan akhir RKPD. Jadi rancangan RKPD tadi diselaraskan, disinkronkan dengan hasil musrenbang, dan jadilah Rancangan Akhir RKPD.*"
> (Interview held in July 6th 2017 at the office)

> "Formulation of the final draft of *RKPD*. When we wanted to start *Musrenbang*, we already have draft of *RKPD*, then addition of *Musrenbang* result. Secondly it must be synchronized, that is the meaning of the final draft formulation of *RKPD*. So the *RKPD* design was aligned, synchronized with the *Musrenbang* result, and there is the final draft of *RKPD*." (Interview with Mr. Yogi held in July 6th 2017 at the office)

In addition to synchronizing as well as meeting the rules of making legal

products and communicating the results of a combination of two

documents to the Work Units to confirm whether they are in accordance

with the records they have:

> "*RKPD ini kan bentuk akhir perwal, sambil kita memenuhi kaidah-kaidah perwali, yang harus ada batang tubuhnya, konsideran, dsb. Prinsipnya, Rancangan RKPD disinkronkan dengan hasil musrenbang, kemudian kita memenuhi kaidah-kaidah penyusunan produk hukum, dan pembahasannya secara hukum, karena nanti bentuknya harus perwal. Ini pihaknya masih Tim intern tadi, setelah disinkronkan, Tim ini harus menyampaikan/konfirmasi ke OPD, bahwa ini hasil sinkronnya ada feedback, ada perbedaan atau tidak, sesuai ngga antara catatan mereka dengan kami, bukan menambah lagi, keterlibatan OPD hanya itu untuk tahap ini. Setelah itu kita berikan ke Bagian Hukum.*" (Interview held in July 6th 2017 at the office)

> "The final form of this *RKPD* is Mayor Decree, while we meet the rules of the decree, which must have a torso, preamble, and etc. In principle, *RKPD* Plan needs to be synchronized with the *Musrenbang* results, and then we meet the rules of law product preparation, and the discussion with legally, because later the form

must be Mayor Decree. This is still the internal team, after synchronized, this team must convey/confirm to the Work Units, that this synchronous result there is feedback, there is a difference or not, according to their records with us, not to add again, Work Units involvement is only that level for this stage. After that we give to the Legal Department." (Interview with Mr. Yogi held in July 6th 2017 at the office)

f. Finalizing the Draft

After synchronization process between *Musrenbang* result and *RKPD* draft design, confirmation to Work Units, and fulfillment of rule of law product has been completed, *RKPD* preparation process is considered finished with document form as Final Draft which then submitted to Legal Section for legal drafting (in accordance with job and function of Law Board). At this stage Planning, Research and Development Agency is no longer a Leading Sector, but is still involved in the process. This is the final stage with the adoption of *RKPD* as one of the forms of local legal products in the form of Mayor Regulation:

> "Disini Rancangan Akhir RKPD tadi kita berikan ke Bagian Hukum dan yang akhir penetapan (proses legal drafting), yang artinya kan sudah dibahas, sudah disetujui, dalam bentuk diundangkannya peraturan walikota tentang RKPD, itu namanya penetapan. Outputnya perwal. Ini di Bagian Hukum (leading sector) yang mengerjakan, tapi kita tetap diundang (Tim), tapi disini sudah tidak membahas isi RKPDnya lagi hanya redaksionalnya saja" (Interview held in July 6th 2017 at the office)

> "Here the final draft of *RKPD* we give to the Legal Department and the final determination (legal drafting process), which means already discussed, has been approved, in the form of the promulgation of the Mayor's regulation on *RKPD*, that this name is determination. The output is Mayor Decree. This is in the section of the law (leading sector) who worked, but we are still invited (Team), but here is not discussing the contents of the *RKPD* again just the editorial" (Interview with Mr. Yogi held in July 6th 2017 at the office)
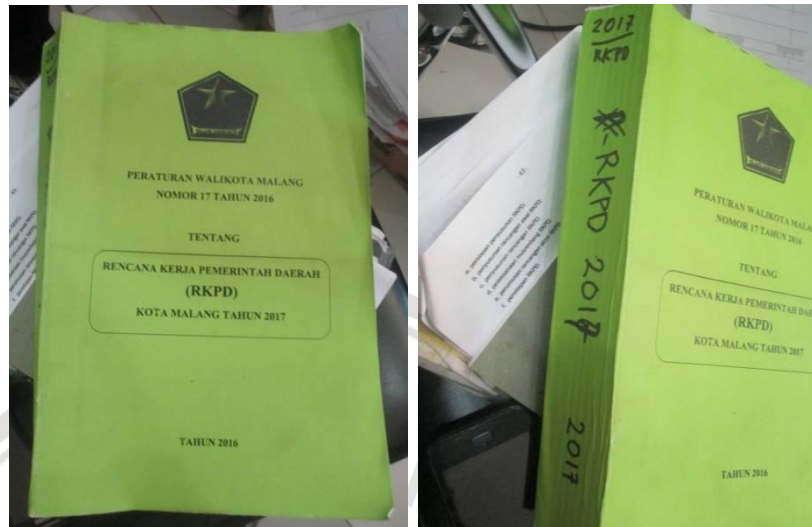
Figure 15. *RKPD* 2017 Document Physical Appearance
Source: Planning, Research and Development Agency Archive

2. **Party Involved**

For the parties involved in the *RKPD* 2017 Preparation already in the decree team by the Mayor is through *Surat Keputusan Walikota Malang Nomor: 188.45/199/35.73.112/2017 tentang Pembentukan Tim Penyusun Rencana Kerja Pemerintah Daerah Tahun 2017* that arranged into 2 type of teams the Steering Committee chaired by the Mayor of Malang and the Implementation Team chaired by the Head of Planning, Research and Development of Malang.

More details Mr. Yogi also mentions the involvement of the Inspectorate Section in the Drafting Team, but the involvement is limited to the preparation of the *RKPD*, the review process will be conducted after the

drafting draft is completed and will not affect the process of determining the

RKPD itself:

> "*Untuk pengawasan internalnya untuk RKPD, setelah ini disetujui dalam Tim, kan harus ke Pak Sekda itu kan berarti pengawasan. Kalau pengawasan dalam konteks tersendiri, di periode tertentu ada direviu seperti itu ngga ada. Gini, ini RKPD sudah jadi rancangan akhirnya, dalam aturan yang berbeda dari Permendagri 54 yang menjadi landasan kita, RKPD ini harus direviuw sama inspektorat. Tapi terlepas dari di reviu tidak di reviu inspektorat ini masih bisa ditetapkan. Cuma nanti persoalannya di provinsi. Soalnya gini, setelah RKPD ini jadi untuk bikin APBD, APBD itu untuk ditetapkan harus disetujui provinsi. Provinsi waktu mau meriksa APBD kita, dia minta RKPD kita, disana dibandingkan antara RKPD dengan draftnya APBD. Salah satu syarat yang diminta sama provinsi, RKPD ini harus sudah direviu inspektorat. Tapi ini tidak diatur di Permendagri 54. Itu aturan yang berbeda. Kalau kita berbicara tentang RKPD tingkat kota Inspektorat yang kita libatkan jadi Tim disini tidak ada urusannya sama urusan reviu, tapi akan menjadi persoalan waktu mau ke provinsi untuk APBD. Jadi peran Inspektorat di Tim Intern itu sebagai penyusun.*" (Interview with Mr. Yogi held in July 6th 2017 at the office)

> "For the internal supervision for *RKPD*, after it is approved in the Team, it must be to Regional Secretary, it's part of supervision. If surveillance is in its own context, in certain periods like there is such a revie, nope. Like this, *RKPD* has become the final draft, in the different rules of Ministry Regulation Number 54 which became our foundation, this *RKPD* must be reviewed by the inspectorate. But apart from the review or not this can still be established. Only later will the problem in the province. You see, after this *RKPD* so to make *APBD*, the *APBD* is to be determined must be approved by the province. Provincial time to check our *APBD*, they asked for our *RKPD*, there compared between the *RKPD* with draft of *APBD*. One of the requirements requested by the province, this *RKPD* must be reviewed by the inspectorate. But this is not regulated in Ministry Regulation Number 54. It's a different rule. If we talk about the city-level of *RKPD* of the Inspectorate that we involve so the Team here does not have the same affairs as the reviews, but it will be a matter when it's going to the province for the *APBD*. So the role of Inspectorate in Team Intern as the compiler." (Interview with Mr. Yogi held in July 6th 2017 at the office)

Then for the supervisor and controller he explained back in detail that it was all arranged in the Mayor Decree which is divided into two types of team:

> "*Untuk supervisor, di S.K Tim sudah jelas, ada pengarah yaitu Walikota dan Wakil Walikota. Trus ada penanggungjawab, yaitu Sekda, Asisten, Staf Ahli. Nanti di bagian pelaksana ada Ketua, Wakil, dan sampai ke staf. Untuk keterlibatan Walikota tidak dalam keikutsertaan rapat, secara legalitas S.K Tim ditandatangani oleh Walikota, dalam rapat seperti Asisten atau Kepala Barenlitbang tetap diundang dan dilibatkan, dan Asisten termasuk dalam bagian Tim. Di tim itu ada pengarah dan pelaksana, di pengarah itu ada pak Sekda, staf ahli, dan asisten. Jadi mereka secara hukum ya terlibat. Di pelaksana yang tim tadi (barenlitbang, inspektorat, dll).*" (Interview with Mr. Yogi held in July 6th 2017 at the office)

> "For supervisors, in Letter Decree of Team is clear, there are directors namely Mayor and Deputy Mayor. Then there is the person in charge, namely Regional Secretary, Assistant, and Expert Staff. Later in the executive section there are Chairman, Representative, and up to the staff. For the involvement of the Mayor not in the participation of the meeting, the legality of the Team Decree was signed by the Mayor, in meetings such as Assistant or Head of Barenlitbang still invited and involved, and Assistant included in the Team section. In the team there are directors and executors, in the director there is Regional Secretary, expert staff, and assistants. So they are legally involved. In the executive team (*Barenlitbang*, Inspectorate, etc.)." (Interview with Mr. Yogi held in July 6th 2017 at the office)

While the involvement of Planning, Research and Development Agency itself in the preparation of this *RKPD* he explained:

> "*Kalau pertanyaannya begini, di Pemda Kota Malang OPD mana yang menjadi leading sector (perencanaan), jawabannya Barenlitbang. Kalau pertanyaannya lebih spesifik lagi, unit kerja mana yang menjadi Leading sector, kita harus bahas satu-satu lagi, waktu persiapan penyusunan RKPD, kami (Bidang PP) yang ngurus tentang S.K Tim tadi kan tapi melibatkan teman-teman (bidang lain), penyusunan rancangan awal RKPD, kami dengan melibatkan teman-teman (bidang lain), begitu penyusunan rancangan RKPD yang diisinya minta data banyak Renja dari OPD ya lewat teman-teman sectoral, baru dikumpulkan ke kami (PP). sederhananya, kami (bidang PP) tidak ngomong ke OPD lain, hal yang berkaitan dengan OPD kami ngomongnya ke sectoral, sectoral ngomongnya ke OPD.*" (Interview with Mr. Yogi held in July 6th 2017 at the office)

"If the question is like this, in Malang City Government which Work Unit become leading sector (planning), the answer is *Barenlitbang*. If the question is more specific, which work unit becomes Leading sector, we have to discuss one more, preparation time of *RKPD*, we (Planning and Reporting Div) who take care about Team Decree but do involve friends (other field), arrangement The initial draft of *RKPD*, we involve friends (other fields), so the drafting of *RKPD* which is filled in to request a lot of Work Plan data from Work Units through sectoral friends, they collected to us (PR Div). Simply put, we (PR Div) do not directly have the connection to other Work Units, thing related to them we talk to sectoral, sectoral goes to them." (Interview with Mr. Yogi held in July 6th 2017 at the office)

As for the Work Units in Malang City, he specifies what exactly the role of

the Work Units in the preparation of this *RKPD*:

"*Dokumen-dokumen dari OPD yang diperlukan untuk usulan program dan kegiatan, Renstra dan Renja, kalau berbicara tentang contohnya di pendahuluan ada gambaran umum, ada data tentang jumlah penduduk misalnya, nah berarti kita minta data penduduk ke dinas penduduk dan capil, atau data makro ekonomi, angka kemiskinan dll ya kita mintanya ke BPS, ke instansi yang punya kewenangan merilis, dll. Tapi tidak dalam bentuk dokumen, kalau secara dokumen ya yang dua itu tadi terutama Renja, kalau yang lain ya data-data pendukung.*" (Interview with Mr. Yogi held in July 6th 2017 at the office)

"The documents from the Work Units needed for the proposed programs and activities, the Strategic Plan and Work Plan, when talking about the example in the introduction there is a overview, there is data on the number of residents for example, means we ask the population data to Population and Civil Registration Agency, or macroeconomic data, poverty rate etc. we ask to Central Bureau of Statistics, to agencies that have the authority to release, etc.. But not in the form of documents, if the document yes that two was especially Renja, if the other just as supporting data." (Interview with Mr. Yogi held in July 6th 2017 at the office)

However, he asserted that in the process of data collection, the Sub-Sector

which became the unit in charge in Planning, Research and Development

Agency that is Planning Sub-Div is not directly related to sectoral, but through

sectoral sectors in Planning, Research and Development Agency (Economic

and Natural Resources, Human Development Sector, Social and Cultural

Rights, and Infrastructure and Regional Development Sectors) are indeed

Work Units partners in Malang (each having different Work Units Partners by

their field):

> "*Kalau berbicara tentang RKPD, pada saat berhubungan dengan OPD lainnya, ini leading sectornya kan Barenlitbang, kecuali di bagian tahapan penetapan ya Bagian Hukum, tapi mekanismenya di Barenlitbang kan punya mekanisme sendiri, maksudnya begitu penyusunan Rancangan RKPD melibatkan OPD, OPD-nya kan berhubungan dengan bidang-bidang di Barenlitbang ini (partner OPD)*" (Interview with Mr. Yogi held in July 6th 2017 at the office)

> "When talking about *RKPD*, when it comes to other Work Units, we know the leading sector for this is *Barenlitbang*, except in the stages of the determination it's the Legal Section, but the mechanism in *Barenlitbang* has its own mechanism, meaning that the preparation of *RKPD* Plan Design involves Work Units, these Work Units are related to the sectoral in this *Barenlitbang* (Work Units partner)" (Interview with Mr. Yogi held in July 6th 2017 at the office)

The same statement was also given by Mr. Joao to support the previous

statement by Mr. Yogi on the sectoral sector and relationship with the Work

Units:

> "*Jadi kalau ngomongin tentang perencanaan, RKPD ini kan perencanaan, begitu ngomong Barenlitbang pasti 4 bidang. Kalau persiapan penyusunan bidang PP, rancangan awal bidang PP leading sector tapi melibatkan semua bidang, penyusunan rancangan RKPD yang berhubungan dengan OPD itu ke sectoral yang setelah dikumpulkan harus diserahin ke kita (Bidang PP) disatuin disini. Intinya yang berhubungan dengan OPD itu sectoral, yang minta renja mereka, yang verifikasi mereka, dan begitu mereka selesai, kan mereka sektor-sektor kan, dikumpulin dikompilasi sama bidang PP*" (Interview with Mr. Joao held in July 13th 2017 at the office)

> "So if talking about planning, this *RKPD* is about planning, so talking *Barenlitbang* definitely about 4 fields. For the preparation of compiling in PR Div, for the preliminary draft this division is leading sector but still involving all fields, the drafting of *RKPD* related to the Work Units to the sectoral which after collected must be submitted to

us (PR Div) here will be compiled as one. The point about relation to Work Units is sectoral, who ask for their work plan, verify by them, and once they are finished, since they are sectors, collected and compiled by Planning and Reporting Division"

Again this statement is also supported by Mr. M. Anis Januar, ST, MT as Head of Infrastructure and Regional Development at Planning, Research and Development Agency which in fact is one of the existing sectoral sectors, even he analogized the sectoral sector as "triplets" :

> "*Mekanisme semua bidang sectoral fungsinya sama seperti bayi kembar tiga cuma berbeda di OPD yang diampu. Secara fungsi, kalau liat tupoksinya semua bidang sektoral itu sama, cuma beda belakangnya, sub-bidang apa, sederhananya korwil lah. Contohnya saya ini di bidang infrastruktur, OPD yang menjadi mitra kita itu ada Dinas PUPR, Dinas Perhubungan dan lain-lain, jadi tugas kita minta dokumen seperti renjanya mereka dan data-data pendukung lain yang memang dibutuhkan untuk penyusunan RKPD, nanti dikasiin ke kita trus di kita dikumpulin baru kita kasih ke bidang PP.*" (Interview with Mr. Anis held in July 13th 2017 at the office)

> "The mechanisms of all sectoral fields function the same as different triplets in Work Units that are partnered. Functionally, all sectoral fields are the same, just what sub-field will be cordinated. For example I am in the field of infrastructure, the Work Units is our partner there is *PUPR* Service, Transportation Department and others, so our duty to request documents such as their design and other supporting data that are needed for the preparation of *RKPD*, later will be collected to us then we give it to the PR Div." (Interview with Mr. Anis held in July 13th 2017 at the office)

Apart from the government, in the preparation of this *RKPD* community was involved, considering the purpose of *RKPD* itself is for development that is essentially indeed for the community. Again he made a statement that the involvement of the community was at the *Musrenbang* stage held at the Hamlet and Sub-District levels:

> "*Untuk perencanaan RKPD, melibatkan masyarakat juga lewat Musrenbang. Seperti yang sudah dijelaskan di tahapan musrenbang,*

jadi hasil musrenbang yang ada di kelurahan itu juga hasil dari keinginan masyarakat yang nantinya kita liat skala prioritasnya dan kita sinkronkan dengan rancangan yang dibuat oleh pemerintah." (lebih rinci telah dijelaskan pada tahapan Musrenbang di bagian Proses) (Interview with Mr. Anis held in July 13th 2017 at the office)

"For *RKPD* planning, involving the community also through *Musrenbang*. As already explained in the stage of *Musrenbang*, so the results of *Musrenbang* in the village was also the result of the desire of the community that we will see the scale of priority and we sync with the design made by the government" (More details have been described at the *Musrenbang* stage in the Process section) (Interview with Mr. Anis held in July 13th 2017 at the office)

According to Mr. Yogi in carrying out activities of arranging the

RKPD there are some things to remember in order to fulfill the points of

accountability in the planning:

"Untuk akuntabilitas sendiri, dalam penyusunan RKPD ini kita ada 3 hal, yang pertama menjamin kegiatan yang dianggarkan mendukung program, sasaran, tujuan, misi, dan visi dari walikota. Yang kedua RKPD ini harus mendukung RPJMD, menjamin RKPD ini harus relevan dengan RPJMD. Dan menjamin, mengupayakan, mendorong dari level kegiatan sampai visi itu tercapai." (Interview with Mr. Yogi held in July 6th 2017 at the office)

"For accountability itself, in the preparation of this *RKPD* we have 3 things, the first to ensure the activities budgeted support the program, goals, purpose, mission, and vision of the Mayor. The second *RKPD* should support *RPJMD*, ensuring this *RKPD* should be relevant to *RPJMD*. And guarantee, strive, push from the activity level until the vision is achieved." (Interview with Mr. Yogi held in July 6th 2017 at the office)

For his own accountability flow, he again reveals the model used is

Bottom-Up, accountability to superiors:

"Alurnya dari Sub-Bidang Perencanaan, ke Kepala Bidang Perencanaan dan Pelaporan, ke Kepala Badan Perencanaan, Penelitian dan Pengembangan, ke Sekda, ke Walikota dengan tahapan akhir keluarnya Perwal tentang RKPD 2017" (Interview with Mr. Yogi held in July 6th 2017 at the office)

"The plot from the Planning Sub-Division, to the Head of Planning and Reporting, to the Head of the Planning, Research and Development Agency, to the Secretary, to the Mayor with the final stage of the Mayor Regulation of *RKPD* 2017" (Interview with Mr. Yogi held in July 6th 2017 at the office)

In more detail he reveals that accountability is only internal and not external:

"Kalau pertanggungjawaban semua bidang sama, kepala bidang bertanggungjawab kepada kepala badan. Kalau tentang RKPD ini dipertanggungjawabkan ke siapa, ini kan bentuknya perwal, ya pasti pertanggungjawabannya ke walikota. Jadi waktu kita menyusun rancangan akhir kita melaporkan ke walikota untuk kemudian ditetapkan oleh beliau.Kalau eksternal tidak internal aja, RKPD ini lebih menjaga sesuai ngga dengan visi misinya walikota, sama RPJMD yang ditetapkan di tahun pertama jabatan, tapi tiap tahun harus direncanakan lewat RKPD, ini ngga boleh lepas dari RPJMD. Bukan seperti setelah ditandatangani oleh walikota, terus besoknya kita disidang pak walikota, RKPD tidak seperti itu." (Interview with Mr. Yogi held in July 6th 2017 at the office)

"For the accountability of all fields is the same, the head of the field is responsible to the head of the body. If about this *RKPD* accountable to whom, this document is about Mayor Decree, so must be accountable to the Mayor. So when we make the final draft we report to the Mayor and next to be determined by him. If the external is not, just for the internal, the *RKPD* is more guarded according to the vision of the Mayor's mission, the same as the *RPJMD* set in the first year of office, but each year must be planned through *RKPD*, This can not escape from *RPJMD*. Not like after being signed by the Mayor, the next day we'll judged by the Mayor, no it's not like that." (Interview with Mr. Yogi held in July 6th 2017 at the office)

Mr. Joao also replied by giving a more detailed explanation of the flow of responsibility, he said that:

"Karena isinya RKPD itu yang akan dibiayai kan hasil kerja itu nanti dilihat secara berjenjang, di bidang itu sudah selesai kita laporkan ke pimpinan (kepala badan), pimpinan oke langsung ttd, dilaporkan ke pak sekda. Nanti di pak sekda dicek apa sudah betul isinya, menurut beliau sudah lengkap, dilakukan laporan dari pak sekda ke pak wali ("pak wali ini RKPDnya sudah selesai, barangkali ada koreksi atau masukan dari bapak"). Nanti pak wali kan baca itu isi rancangannya, kalau sudah bagus, beliau ttd, berarti beliau menyetujui, selesai disitu." (Interview with Mr. Joao held in July 13th 2017 at the office)

"Because the contents of *RKPD* that will be financed the work is later seen in stages, in the field that has been completed we report to the leader (head of the agency), if he agree he will sign it then will be reported to Regional Secretary. Later in him will be checked the contents, according to him is complete, carried a report from him to the Mayor. Later he will read the contents of the design, if it is good, he signed, meaning he agreed, finished there." (Interview with Mr. Joao held in July 13th 2017 at the office)

Again added by Mr. Yogi the flow are no less detailed than those pointed out by Mr. Joao, even by asserting that upon reaching the Legal section, this is not Planning, Research and Development Agency's realm anymore:

"*Pak walikota saat menandatangani semua produk hukum pasti lewat Bagian Hukum, Bagian Hukum dibawahnya Pak Sekda. Ini draft, Tim sudah clear ya, makna clear berarti Barenlitbang udah oke ya, Pak Kepala Barenlitbang bersurat ke Pak Sekda. Proses penandatanganan itu lewat bagian hukum draft akhir dilaporkan oleh tim pak kepala Barenlitbang bersurat ke pak sekda, pak ini sudah clear pak ada masukan lagi atau tidak, sambil kita bersurat juga ke bagian hukum, dan bagian hukum juga menunggu surat persetujuan dari pak sekda, begitu sekda sudah acc bagian hukum baru berani berproses, oh ini pak sekda sudah acc, tinggal penandatanganan ke pak walikota. Proses ke pak wali ada lagi, Bagian Hukum ngadain rapat, ngundang lagi Timnya, ngundang dari kementerian, tapi yang dibahas bukan isinya lagi, yang dibahas batang tubuhnya, istilahnya legal drafting, kalau secara substansi, itu sudah clear.*" (Interview with Mr. Yogi held in July 6th 2017 at the office)

"The Mayor when signing all legal products must have passed the Legal Section, Legal Section under Regional Secretary. This draft, when Team is clear meaning of clear means *Barenlitbang* already agree, Head of Barenlitbang corresponded to Regional Secretary. The signing process is through the legal section the final draft is reported by the team head of the *Barenlitbang* to the Regional Secretary, this pack is clear if there is any input again or not, as we are also attached to the legal section, and the legal section also waiting for approval letter from Regional Secretary, so Regional Secretary already signed then legal section courage to proceed, then next to the Mayor. There still another process to the Mayor, the Legal section will hold meeting, intiviting the Team, invited from the ministry, but discussed not the contents anymore, the term is legal drafting, as substantially, it is

already clear." (Interview with Mr. Yogi held in July 6th 2017 at the office)

The results of interviews with lengthy descriptions were also obtained from Mr. Siswanto as Head of Sub-Division of Reporting on RKPD's accounting flow:

> *"Garis komando Bottom-Up, Kasubid-Kabid-Kepala Badan-Sekda-Walikota. Karena sekda itu membantu walikota dalam bidang hal administrasi, kalau walikota dan wakil walikota itu jabatan politik ya, jadi yang administrasi penuh adalah sekda yang bertanggunjawab ke Walikota, Kepala SKPD bertanggunjawab ke Pak Sekda, Pak Sekda bertanggungjawab ke Pak Walikota. Untuk alur RKPDnya, dari Sub-Bidang Perencanaan disusun, disampaikan kepada Kepala Bidang Pelaporan dan Perencanaan, diteruskan ke Kepala Barenlitbang, nanti dari Kepala Badan diteruskan ke Pak Sekda, dari Pak Sekda menyampaikan ke Pak Walikota, RKPD ini sudah jadi Pak gitu. Di S.K Tim kan ada Tim Pengarah dan Pelaksana, di Tim Pelaksana Ketua, Wakil, Sekretaris, dan Anggota itu bekerja untuk penyusunan RKPD yang usulan dari OPD dan hasil musrenbang, dalam penyusunan draft ini kita juga konsultasi ke Tim pengarah Pak Walikota, Wakil Walikota, Sekretaris, Asisten, kita bahas bersama, setelah dibahas bersama dari tim pengarah dan pelaksana sudah disetujui oleh tim pengarah baru kita lempar untuk penetapan KUA. Untuk alur penyusunan RKPD ini, structural paling bawah itu Pak Yogi di Sub-Bid Perencanaan, dari Pak Yogi ini sudah mempersiapkan administrasi surat dan sebagainya untuk dilempar ke OPD, nanti dari OPD ngumpulinnya kesini, baru ngasih ke Pak Yogi kita rekap setelah itu kita rapatkan sama OPD-OPD. Karena salah satu bahan penyusunan RKPD ini kan dari OPD, setelah dari Tim pelaksana merapatkan ini, sudah tersusun draft RKPD, kita bikin rapat lagi dengan tim pengarah, nanti kita sampaikan ke tim pengarah, kasarnya ya, Pak ini adalah usulan RKPD dari OPD yang sudah kita koreksi dan linear dengan RPJMD, tidak keluar dari RPJMD, dari Tim pengarah dikoreksi, kalau ada kesalahan dibetulkan kalau ada yang kurang ditambahkan, setelah ada kesepakatan bersama dari Tim Pengarah, baru ditetapkan Perwal RKPD ini, setelah ditetapkan, pada waktu penetapan perwal kita konsultasi dengan provinsi tapi yang menyampaikan itu bagian hukum, bukan barenlitbang. Dari Pak Yogi (Kasubbid Perencanaan), ke Pak Jo (Kabid Perencanaan dan Pelaporan), ke Pak Wasto (Kepala Barenlitbang) sebagai ketua tim pelaksana, ini pak hasilnya dari semua OPD kita mau mengadakan rapat sama tim pelaksana yang lain, setelah kita dapat izin dari pimpinan untuk mengundang OPD terkait dengan pembahasan terkait*

usulan RKPD yang sudah masuk, setelah tim oke baru kita ke tim pengarah, kita sampaikan, kita jelaskan, kita laporkan, sudah ada koreksi, saling mengisi, saling sharing, oke kita tetapkan baru dilempar ke dewan berupa KUA, jadi tadi itu hasil meetingnya RKPD." (Interview with Mr. Siswanto held in July 13th 2017 at the office)

"Bottom-Up Line of Command, Head of Sub-Head-Agency-Secretary-Head. In Regional Secretary it helps the mayor in the field of administrative matters, if the Mayor and Deputy Mayor's political position, so the full administration is Regional Secretary responsible to the Mayor, Head of Work Units responsible to Regional Secretary, Regional Secretary being responsible to Mayor. For the *RKPD*, the Sub-Div of Planning is prepared, submitted to the Head of Reporting and Planning Division, forwarded to the Head of *Barenlitbang*, later from the Head of Agency forwarded to Regional Secretary, from the Secretary to the Mayor, this *RKPD* is so. In the Team's Decree there is a Steering Committee and Executor, in the Implementing Team of the Chairperson, Representative, Secretary, and Members working for the preparation of the proposed RKPD of the Work Units and the results of the *Musrenbang*, in drafting we are also consulted to the Steering Team of Mayor, Vice Mayor, The Secretary, Assistant, we discussed together, after being discussed together from the steering and executive team have been approved by our new referring team for the establishment of *KUA*. For the flow of this *RKPD*, the lowest structural is Mr. Yogi in PR Divisin, from him he has prepared the administration of the letter and so forth to be thrown into Work Units, later from Work Units will be collected in here, just give to him we recap after we get it from Work Units. Because one of the materials for the preparation of this *RKPD* is from the Work Units, after the implementation of this team, we have prepared the draft of *RKPD*, we make another meeting with the steering team, we will submit it to the steering team, like this is the proposal of *RKPD* from Work Units already corrected and linear with the *RPJMD*, from the Steering Team corrected, if any errors further will be corrected if something is missing further will be added, after there is agreement from the Steering Team, this *RKPD* in form of Mayor Decree will be finalized, once set, at the time of our consultation will be held with the provinces but who convey that legal part, not from *Barenlitbang*. From Mr. Yogi (Head of Planning and Reporting) to Mr. Jo (Head of Planning and Reporting), to Mr. Wasto (Head of Barenlitbang) as the chief of the executive team, this is the result of all the Work Units we want to hold meetings with other implementing teams, once we get permission from the leaders to invite the Work Units in relation to the discussion regarding the proposal abouy *RKPD* that has been entered, when everything is agreed will be continued to Steering Team we deliver, we

explain, we report, there is correction, we share to them, once set be ready to deliver to the Board in the form of KUA, so that was the result of *RKPD* meeting." (Interview with Mr. Siswanto held in July 13th 2017 at the office)

For documentation or secondary data such as photographs, documentary proofs, and others can not be presented at some stage because the data is not available and already entered in the archive storage warehouse so it takes a long time to look for it:

> "*Kalau untuk foto rapat, kita ngga pernah foto mbak. Kalau daftar hadir ada tapi udah disimpan di gudang. Juga untuk draft dari awal ada tapi kita ngga nyimpen mbak. Kita cuma nyimpen produk akhirnya aja.*" (Interview with Mr. Yogi held in July 6th 2017 at the office)

> "If for a photo documentation, we never took photograph. For the absence list we have it but already stored in the warehouse. Also for the draft from the beginning existed but we did not save it. We just keep the final product. "(Interview with Mr. Yogi held in July 6th 2017 at the office)

For the consequences, interviews resulted in no severe sanctions for late Work Units in data collection, but will have an impact on local leaders. From what has been said by Mr. Joao, only a verbal sanction will be obtained by the Work Units from the regional leadership, while for the regional leaders themselves get sanction is quite severe:

> "*Kalau terganggu, seperti terlambat sekarang ini ada aturan, kalau APBD (RKPD digunakan untuk penyusunan APBD jadi masih ngaruh ke RKPD) terlambat dikirim ke dewan, Pak Wali terancam tidak boleh menerima penghasilannya selama 6 bulan. Sederhananya kalau RKPD ini terlambat, proses KUA-PPASnya juga terlambat, pengiriman RAPBD oleh BPKAD kan juga akan terlambat karena nunggu KUA-PPAS dari kita. Jadi kalau terlambat satu, ini akan berimplikasi sampai kegiatan akhir. Kita paling dimarahin sama beliau ya seperti itu lah. Sanksi verbal aja.*" (Interview with Mr. Joao held in July 13th 2017 at the office)

"If disturbed, such as late, now there is a rule, if the *APBD* (*RKPD* used for the preparation of *APBD* so still related to *RKPD*) late sent to the Board, the Mayor threatened not to receive the paycheck for 6 months. Simply put, if the *RKPD* is late, the *KUA-PPAS* process is late too, the delivery of *RAPBD* by *BPKAD* will also be delayed by waiting for *KUA-PPAS* from us. So if it's a late one, it will have implications until the final activity. We're going to get reprimanded from the Mayor. Just verbal sanctions." (Interview with Mr. Joao held in July 13th 2017 at the office)

A sanction mentioned by him is listed in Government Regulation No. 12 of 2017 on the Development and Supervision of Local Government Implementation.

Similar is also spoken by Mr. Yogi who said that there is no sanction if there is an error:

"*Untuk kesalahan manusia kan ngga ada yang sempurnya pasti biasa ada salah-salah ketik, tapi dimaknai karena ini sebagai produk hukum yang sudah melalui proses yang panjang, jadi ya sudah terkendali. Contoh kesalahan misalnya gini RKPD kota Malang kan tidak boleh lepas dari RKPD Provinsi, tidak boleh lepas dari RKP Pusat, gimana kalau RKPD kita ngga sesuai sama pusat mungkin gitu ya? ngga akan terjadi hal seperti itu, kenapa, karena kita baru boleh menetapkan RKPD setelah RKP Pusat jadi, setelah RKP Pusat jadi, baru RKPD provinsi, baru kota. Waktu kita menetapkan kita kan sudah melihat RKPDnya provinsi dan RKPnya Pusat, jadi kesalahan seperti tidak akan terjadi. Jadi kalau untuk kesalahan kami pikir tidak, karena sudah lewat inspektorat tingkat kota juga (peraturan berbeda dengan permendagri 54), sudah direviu, berarti kan sudah bener. Kalau sudah direviu inspektorat dan dikatakan benar berarti sudah selesai.*" (Interview with Mr. Yogi held in July 6th 2017 at the office)

"For human error, there's nothing perfect, there is typo or wrong typing, but since this as a legal product that has been through a long process, so yes it is under control. Examples of errors something like this, *RKPD* of Malang city should not be separated from *RKPD* of Province, should not be separated from *RKP* of Center, how if our *RKPD* is not linear with the center? Won't be happened something like that, why, because we can set *RKPD* after the Central *RKP* so, after the Central *RKP*, next *RKPD* province, and *RKPD* city level. When we set we have already seen the provincial *RKPD* and central *RKP*, so such errors will not happen. So if for mistake we think not, because it has

passed the city-level inspectorate (different regulation with Ministry Regulation Number 54), already reviewed, it means already correct. If the inspectorate has been reviewed and said to be true it is finished" (Interview with Mr. Yogi held in July 6th 2017 at the office)

He added the analogy to the delay of time, so the risk faced is not getting the

award for the category of timeliness of the central government, also he

emphasized that this RKPD should be completed anyway it must be finished,

if not such behavior that brings criminal sanctions:

> "*Dan untuk molor waktu misalnya, 31 Mei kan harus sudah diundangkan trus ternyata meleset, jadinya Juli, trus bagaimana? Ya tidak apa-apa, tapi yang jelas penilaian kami dari provinsi jelek, tapi kalau secara hukum ngga ada. Ada satu ajang penilaian dari pusat tentang ketepatan waktu per kegiatan, yasudah ngga bakal dapat itu. Tapi kalau telat terus dihukum, ada anceman, itu ngga ada, anggaran dipotong juga ngga ada, atau dipanggil sama kejaksaan misalnya itu ngga ada. Intinya gini, kalau telat kalau semisal belum selesai, yaweslah ngga usah ngerjain RKPD langsung APBD aja, itu yang ngga boleh bisa masuk penjara, harus tetap terlaksana harus diselesaikan. Kalau ini RKPDnya mundur ya mundur, tapi tetap harus selesai. Karena ini penting untuk APBD. Kan di Permendagri ada bagan alur ya, kalau mbaknya amati, bisa jadi beberapa hal tidak sama dengan apa yang sudah sampaikan, ini kan normative, yang saya sampaikan kan pengalaman, antara pengalaman dan normative kalau berbeda hukumannya apa? Tidak ada juga, sepanjang kaidah-kaidah yang ada di RKDP kita penuhi. Masalah kebolak-balik alurnya ya gpp, ya harusnya diikutin, cuma kalau yang sudah kita jelaskan berbeda bukan berarti RKPD 2017 ini ngga sah, ini tetap sah, ini Peraturan Walikota. Cuma mungkin itulah kami ngga dapet penghargaannya kalau waktunya telat.*" (Interview with Mr. Yogi held in July 6th 2017 at the office)

> "And for a time delay for example, May 31 it should have been enacted but it was overdue, it will be July, then how? Yes it's okay, but it's clear that our judgment from province won't be that good, but legally does not exist. There is one central evaluation event about the timeliness per activity, Well we will not get it. But about punishment, threat, it does not exist, the budget won't be cutted too, or called by the prosecutor for example it does not exist. The point is if late if such is not finished, must still be done to be completed. If this *RKPD* was late still must be completed. Because this is important for *APBD*. In the regulation there is a flow chart, if you observe, could be some things

not the same as what has been conveyed, that is normative, what I convey is the experience, between experience and normative if different is there any penalty? Nope too, as long as the rules in the *RKDP* being fulfilled. If the flow little bit difference it's okay, yes it should be followed, if in reality there's such litte different does not mean *RKPD* 2017 is not legitimate, this is still valid, this Mayor Regulation. It's just that we won't get the honor if the time is late." (Interview with Mr. Yogi held in July 6th 2017 at the office)

3. **Supporting and Inhibiting Factors**

   a. Supporting Factors

   In carrying out the drafting activities of *RKPD* 2017 was also revealed that there are several factors that support the smoothness of this activity and there are also several factors that are considered to inhibit the performance of activities. Mr. Prasetyo revealed that the preparation of this *RKPD* benefited from the concrete guidance that comes from Ministry of Home Affairs and is an annual activity:

   > "*Faktor pendukungnya di penyusunan relative lancar ya, ini kan mekanisme tahunan, istilahnya semua OPD sudah memahami mekanisme tahunan mereka dan juga sudah diatur dalam perundang-undangan*" (Interview with Mr. Prasetyo held in July 13th 2017 at the office)

   > "The supporting factor in the compilation is relatively smooth, this is the annual mechanism, all Work Units already understand their annual mechanism and also has been regulated in the legislation" (Interview with Mr. Prasetyo held in July 13th 2017 at the office)

The same thing is also expressed by Mr. Yogi who felt that one of the factors that support this activity is because this activity is familiar plus there is a guidance published every year:

> "*RKPD ini kan proses tahunan tuh, jadi kita juga sudah familiar, kemudian aturannya itu Permendagri 54 tahun 2010 dari dulu*

sampai sekarang belum berubah. Artinya faktor pendukungnya berarti ketentuannya dan prosesnya yang sudah relative familiar karena kegiatan rutin. Kemudian juga, RKPD itu setiap tahun ada atau terbit peraturan Permendagri tahunan ya berarti, tentang Pedoman Penyusunan RKPD. Jadi dari situ ada panduannya untuk menyusun RKPD dari permendagri itu." (Interview with Mr. Yogi held in July 13th 2017 at the office)

"*RKPD* is the annual proces, so we are also familiar, then the Regulation of Minister of Home Affairs Number 54 of 2010 from the first until now has not changed. This means that the supporting factor means the provisions and the process that has been relatively familiar because of routine activities. Later on, the *RKPD* every year is issued the annual regulation from Ministry of Home Affairs, concerning the *RKPD* Preparation Guidelines. So from there there is a guide to compile *RKPD* from Ministry of Home Affairs itself." (Interview with Mr. Yogi held in July 13th 2017 at the office)

Again added by Mr. Prasetyo, good communication and coordination factors are also very helpful in the smooth preparation of this *RKPD* in 2017:

"*Faktor koordinasi dan komunikasi yang lancar maksudnya intensitas komunikasi dan koordinasi kita tinggi, karena kita punya bidang sektoral yang membantu menjembatani ke OPD luar jadi ya langsung ke mereka kalau ada apa-apa bisa gerak cepat lah.*" (Interview with Mr. Prasetyo held in July 13th 2017 at the office)

"A good coordination and communication factor means the intensity of our communication and coordination is high, because we have sectoral areas that help to be bridge to the outside Work Units so it's directly to them if anything happens so we can move quickly." (Interview with Mr. Prasetyo held in July 13th 2017 at the office)

b. Inhibiting Factors

Not only stopping at the supporting factors, they again point out that in this preparation there are sometimes some obstacles that affect their performance. As expressed by Mr. Yogi, because the determination of

Regional *RKPD* in city can be done after the National of *RKP* and Provincial *RKPD* set, the information that came was sometimes unpredictable

> "*Kalau penghambatnya ada ketergantungan waktu ya, jadi RKPDnya kota itu boleh ditetapkan setelah RKPD Provinsi ditetapkan. RKPD Provinsi boleh ditetapkan setelah RKP Pusat ditetapkan. Jadi kadang-kadang konsep kita sudah selesai pun kita harus selalu cari tau tentang RKPDnya Provinsi sudah ditetapkan apa belum. RKPD Kota Malang ini maksimal ditetapkan tanggal 31 Mei, aturannya begitu. Nah Provinsi kadang-kadang baru di bulan April, akhir April, atau pertengahan Mei. Informasi ke kami tidak sertamerta saat diundangkan langsung disampaikan ke kami. Jadi baru mendekati akhir Mei baru kita tahu ternyata sudah ditetapkan per April. Ini untuk proses pengundangan.*" (Interview with Mr. Yogi held in July 13th 2017 at the office)

> "For the obstacles are time dependent, so the city's *RKPD* can be set after the Provincial *RKPD* is established. Provincial *RKPD* may be established after the Central *RKP* is established. So sometimes even our concepts have been completed we still should always find out about the *RKPD* of Province has been established yet or not. *RKPD* of Malang city is the maximum set on May 31, the rules are so. Well the province is sometimes in April, late April, or mid-May. The information to us is not valid as it is submitted directly to us. So it is only until the end of May that we know it has been established in April. This is for the process of enactment." (Interview with Mr. Yogi held in July 13th 2017 at the office)

He also added that some parties involved sometimes delay in providing documents or reports needed for the preparation of this *RKPD*, the activeness factor of the related parties sometimes becomes an obstacle to their performance:

> "*RKPD ini kan juga bergantung pada proaktif tidaknya OPD yang ada, karena RKPD ini tingkat kota jadi dokumen harus lengkap semua OPD, ada renja dan program kegiatan OPD, hambatannya*

ya kadang ada OPD yang terlambat menyetorkan data, kita bersurat sudah ada deadlinenya tapi sampai deadline belum mengumpulkan. Ini tidak mungkin kita tinggal, jadi kita susun dulu yang ada. Biasanya kalau telat kita kasih surat lagi, kita ingatkan lagi, ada perpanjangan tenggaknya untuk yang belum itu, surat ini bersifat tegas." (Interview with Mr. Yogi held in July 13th 2017 at the office)

"This *RKPD* also depends on the proactivity of the existing Work Units, because the *RKPD* is the city level so the document must be complete from all the Work Units, there are work plan and program of Work Units' activities, the obstacles sometimes there are units who delayed giving the data, we have written deadlines but till due time still hasn't been collected yet. It's impossible for us to leave them out, so we put together the data that has been collected first. Usually in this situation we give letter of reminder, we remind again, there is an extension of time for them who late, this letter is assertive." (Interview with Mr. Yogi held in July 13th 2017 at the office)

His statement is also supported by the statement of Mr. Prasetyo who indeed have tasks in administrating and data processing plus the preparation of RKPD *2017* still using manual system:

"*Faktor penghambatnya paling di waktu, yang paling memakan waktu itu tahapan C penyusunan Rancangan RKPD karena ditahapan ini kan kita verifikasi rancangan renjanya, karena OPDnya banyak jadi ya lama, faktor koordinasinya yang menyita waktu. Trus juga karena proses input ini bersifat manual jadi ya makan waktu, ketelitian, dan konsentrasi tinggi.*" (Interview with Mr. Prasetyo held in July 13th 2017 at the office)

"The most inhibiting factor at the time, the most time-consuming is the stage C preparation of *RKPD* Design because in this stage we verify the design of the plan, because there are many Work Units, the coordination consumes too much time. And also because the input process is manual so it takes time, accuracy, and high concentration." (Interview with Mr. Prasetyo held in July 13th 2017 at the office)

Finally he added that the update of data from the related Work Units is perceived as lacking so that the drafting team can only use data that exists that they provide that time:

> "*Untuk penghambatnya, biasanya data BPS itu updatenya itu kan di akhir tahun, seperti kita mau nyusun RKPD 2017, data kita itu harusnya kan data 2016 sedangkan mereka itu update data terakhir 2015, hambatannya disitu. Jadi kita dapat datanya itu dua tahunan. Jadi akhirnya kita ngga mengetahui kondisi real di masyarakat, seperti angka kemiskinan, laju ekonomi, pertumbuhan penduduk, akhirnya kita ke OPD lewat sektoral, kalau yang di BPS ya kalau mereka punya datanya segitu ya kita pakai yang mereka punya.*"

> "For the inhibiting, usually the *BPS* (Central Bureau of Statistics) did the data update at the end of the year, as we want to compile *RKPD* 2017, our data should be 2016 data while they update the latest data 2015, the obstacles is there. So we get the data it's biennial. So ultimately we do not know the real condition in society, such as poverty rate, economic rate, population growth, we finally go to Work Units through sectoral, if that in *BPS* (Central Bureau of Statistics) if they have only the data that year so we use what they have."

From the above interviews, the researcher succeeded in drawing some conclusions, the first with the unchanging central guidance from 2010 and the technical guidance that always published every year to make the *RKPD* compilation activities become familiar and added with the help from Sectoral Sector, communication with Work Units becomes easier. Unfortunately, there are also some obstacles that are considered to interfere with this process of preparation, for example the system used still using the manual input that cause a relatively long time and less cooperative in the sector of time for some Work Units in providing the data needed for the preparation of this *RKPD*.

C. **Data Analysis**

1. **Process of Regional Government Work Plan (RKPD) of 2017 Document Preparation**

According to Good Governance Guide Organization (2015), planning can be one of the most important and challenging areas for governance. Strategic land use planning is a vital part of how a municipality will develop now and into the future. This is important because good governance involves good decision-making processes and being clear about the different roles.

And looking from our government sector we know one of accountability policy in this country that exists is Government Agency Performance Accountability System which having several components in order to achieve the result oriented government, and one of steps is about performance planning.

Figure 16. *SAKIP* Components
Source: Suryanto (2012)

And for Government Agency Performance Accountability System shows how the strategic planning has the highest score for the whole evaluation:

Evaluasi Akuntabilitas Kinerja, Aspek yang Dievaluasi:

ASPEK	BOBOT	KOMPONEN
1. Perencanaan Kinerja	35	Renstra, Rencana Kinerja Tahunan, Penetapan Kinerja
2. Pengukuran Kinerja	20	Pemenuhan Pengukuran, Kualitas Pengukuran, Implementasi Pengukuran
3. Pelaporan Kinerja	15	Pemenuhan Pelaporan, Penyajian Informasi Kinerja, Pemanfaatan Informasi Kinerja
4. Evaluasi Kinerja	10	Pemenuhan Evaluasi, Kualitas Evaluasi, Pemenfaatan Hasil Evaluasi
5. Pencapaian Kinerja	20	Kinerja yang dilaporkan (Output dan Outcome), dan Knerja lainnya
TOTAL	100	

Figure 17. Evaluation of Performance Accountability
Source: Suryanto (2012)

So from the point here we can clearly see how important the stage of planning here especially in this thing when it comes tour government work.

This undergraduate thesis went from the issue how Malang City government has achieved the achievement about BB Predicate in whole Government Agency Performance Accountability System Evaluation of 2016 which was achieved in January 2017. The first thing that came to researcher mind was how good this city government when it comes to this whole accountability system, especially since this is public administration field so it's easy to understand how hard it could be since to arrange this whole thing needs really good performance and cooperation, moreover how Malang City government can achieve something better than previous year, that only got

predicate of B. And to be honest when it comes to accountability we can't deny how it could lead to the impression of preventing the corruption since what has been explained in chapter III that accountability is one of ways to prevent the corruption, in simply researcher can see how this government of city has a good intention to make a good and clean government. So that's why the researcher was curious about how they arrange and manage the planning stage for Government Performance Agency in 2017, and also looking to the accessability of information in site of research, so the main point about this research is Regional Government Work Plan document or in Indonesia we use to call *RKPD* or *Rencana Kerja Pemerintah Daerah* in this case year of 2017, and for the agency that holds the role of agency in charge is Planning, Reserch and Development Agency of Malang City.

To analyze this undergraduate thesis, as what has been described in the chapter three, there is some theory that research has found that suits with field and scope of research, but before any further, to be exact this research especially the implementation of administrative accountability has normative guidance, it was Regulation of Ministry of Home Affairs Number 54 of 2010 and for the technical ways it used Regulation of Ministry of Home Affairs Number 18 of 2016, even though both of them were used, but in the result of research the informant never explained further about the regulation number 18 of 2016, just mere talk about it as known as used in technical ways, but almost all the result of interview was using the number 54 and all of normative aspects. And from this normative perspective, looking above from the data

display of process in composing the Regional Government Work Plan document, everystep of how it should be done already explained in this Ministry Regulation. The point is the researcher won't try to analyze from the normative perspective since it's already explained and full of detail and all the thing that needs to do and how to do it properly. So that's why this one is only gonna provide the reality versus theory concept about the implementation of administrative accountability especially for the composing the Regional Government Work Plan document, to be exact from the perspective of leading sector, which is Planning, Research and Development Agency of Malang City. But one thing that researcher found that the normative that used, the regulation number 54 in Chapter II about Scope, Principle and Approach of Regional Development Planning in Article 4 describes and contains on how the development planning should be, contain 9 principles and in poin e, it stands for accountable, this scope is proven match with the intention of research at the first.

Coming from the theory of characteristics by Cendon (2004:34):

"Administrative accountability, like political accountability, takes place in a double dimension –vertical and horizontal. In its vertical dimension, administrative accountability is a relationship that links inferior administrative positions with superior –political or administrative- ones. And in its horizontal dimension, administrative accountability links the individual administrator and the public administration as a whole (a) with the citizen, as a concrete subject or user of the service, but also (b) with other external organs of supervision and control established to this purpose, such as oversight bodies, audits, comptrollers, "ombudsmen", etc.".

Administrative accountability characteristic according to Cendon (2004) can be seen from the point where local government agencies in

carrying out government activities in accordance with operational standards procedures established in formal law. Planning, Reserch and Development Agency of Malang City itself in carrying out development planning activities, especially in terms of preparation of document of *RKPD* 2017 guided by the rules set by the Ministry of Home Affairs. The rules are described starting from Preparation of Composing, Preparation of Preliminary Draft, Compiling the Draft, Implementation of *Musrenbang* (City Level), Formulation of the Final Draft and Finalizing the Draft. This is the arrangement of activities in making the Regional Government Work Plan document which leads to the conception of internal accountability with the concept of up-ward. For this process which is according to J.D Stewart (1984) included in Level 4 of ladder of accountability will be seen in terms of experience undertaken by the parties involved and analyzed using theories relating to administrative accountability.

Again Cendon (2004) that in his theory about accountability, especially in administrative accountability, mentioned about 7 (seven) major characteristics as has been set as the focus in this research especially about how the administrative accountability should be done such as Basic Operational Procedure, Internal Accountability to Whom, External Accountability to Whom, Subject Matter, Criteria, Mechanism, and Consequence. Further the researcher will display the analysis with the concept of reality versus theory by using this theory in Regional Government Work Plan or *RKPD* document preparation that will be analyzed through whole process.

a. Basic Operational Principle

1) "Acting in full compliance with the legally established rules and procedures"

So looking to how they did the whole process in result of research obtained from the interview and some secondary data, there are several things that become basic operational principles in this preparation of *RKPD* document:

a) Based on Ministry Regulation, which is Regulation of the Minister of Home Affairs Number 54 Year 2010 on the Implementation of Government Regulation Number 8 Year 2008 Concerning Stages, Procedures for Formulating, Controlling and Evaluating the Implementation of Regional Development Plans this is strong base to do the task. Even from all of the informants that listed in this This Ministerial Regulation shall be used as a guide for the preparation of the planning.

b) Regulation of the Minister of Home Affairs Number 18 of 2016 on Guidelines for the Preparation, Control and Evaluation of Regional Development Plans that regulate the content of the *RKPD* itself, including the preparation of programs to be defined in *RKPD*, set the Work Unit in the preparation of programs and others.

c) Mayor Decree of Malang City Number: 188.45 / 199 / 35.73.112 / 2017 Concerning Establishment of Local Government Work Plan Drafting Team Year 2017 which arranges membership composition consisting of two types of team that is Steering Team and Implementation Team

The reason why this characteristic is important because according to Cendon (2004) main point about the subject matter from the overall performance of the government apparatus is strictly supervised by the existence of the basic law, the validity or according to the laws, regulations and administrative procedures, which is in this case it was coming from the central, Ministry of Home Affairs, and the local, the Mayor Decree.

The final word for this characteristic is the whole process of arranging this *RKPD* document of 2017 has severals Basic Operational Principle coming from the central and local regulation which would lead the government apparatus in administrative procedures. Even sometimes the flow between what happened and guidance wasn't fully the same (based on the interview it wasn't one hundred percent same with the guidance) because some of circumstances but as long as they've followed the major line the way it should be, so it still considered based on the basic operational principle and it still matches with the principle of

autonomy by Plumptre (1981) in Kartiko (2015) that means the agencay can carry out its own way effectively, efficiently and profitably with some note in still remaining integrated with national policy. So for this characteristic it is checked.

b. Internal Accountability to whom:

According to Cendon (2004) when it comes to the internal accountability it mean that the implementation of accountability in the vertical dimension through the agencies and leaders of hierarchical officials at the same time based on the internal mechanisms of control and regulation and includes superior political authority and superior administrative organ authority.

1) "Superior Political Authority"

RKPD is a development plan that will be implemented within one year period. According to Regulation of the Minister of Home and Affairs Number 18 of 2016 Chapter II Article 5 *RKPD* of 2017 is established with the output of the Mayor Regulation. And still with the same regulation, in Chapter I Article 1, the Regional Government is the regional head as an element of the Regional Government organizing the execution of government affairs which is the authority of the autonomous regions. So the Superior Political Authority here is the head of the region that is the Mayor.

Based on the results of the interview, in the case of the preparation of this *RKPD* document using the Bottom-Up system, from the executor to the head of the region. In this *RKPD* the administrative process will be submitted to the regional secretary and forwarded to the mayor. Whatever happens in the drafting of *RKPD* of 2017 must be reported to the Mayor as the Head of Malang City, by going through the hierarchy.

Starting from the bottom, from the leading sector that is Planning, Research and Development Agency, from Sub-Div of Planning as Unit in Charge of compiling, to Head of Divison, and to Head of Agency, then to Regional Secretary for administrative purpose and to the Mayor as the one who would sign the regulation. Accountability is implemented is how the programs are arranged in the *RKPD* documents are in accordance with the vision and mission of the Mayor by providing the required reports and carried out with meetings in meetings or correspondence to finally form the final draft of *RKPD* to be finalized by the Mayor.

Looking from this result of research beside Cendon (2004) that it suits most with what Koppel (2005) said about the dimension of accountability in controllability between Superior and Executor. How the government bureaucracy which is under head of region must be able to to carry out the public interest that in vision and mission of head of region and will bereflected through

representatives of representative institutions. In the perspective of this controllability, accountable bureaucrats are limited by orders from their principals. This dimension is a starting point in analyzing the accountability in the organization. And also from Kumorotomo (2005) that said accountability upwards is the concept of controlling, supervising and monitoring in bureaucracy.

2) "Superior Administrative Organ Authority"

In the internal characteristics of accountability in terms of *RKPD* is a Superior Political Authority is the Mayor, then the Superior Administrative Organ Authority is the head of the organization Planning, Research and Development Agency as the agency in charge to make the preparation of documents *RKPD*. The process is done almost the same as the above, just stop at accountability to the Head, the Head is the one who will be responsible for the higher ranks.

At this stage the structure under the leadership of the Head of the Agency must comply with the vision and mission of the organization especially in the field of planning that is taking place in the preparation of *RKPD* documents. Head of Division, Head of Sub-Division and Staff shall report their work to the Head through the meeting held at the agency itself.

This internal Accountability to Superior Administrative Organ Authority is perfectly suit with what Ahmad Sarji Abdul

Hamid in Salleh and Iqbal (1995) in type of accountability of internal accountability to the public servant's own organization. This one means that at each level of hierarchical organizations, public officials are accountable to those who supervise and control their work. This demands a commitment to master the knowledge and skills required of their jobs and to conscientiously perform in accordance with their positions.

And for the superior both coming from political and administrative organ it matchses with the types of accountability from Bovens (2003) in organizational accountability: superiors, where the superiors, both administrative and political, will regularly, sometimes on a formal basis, such as with annual performance reviews, but more often in daily informal meetings, ask them to account for their assignments. This usually involves a strong hierarchical relationship and the accounting may be based on strict directives and standard operating procedures.

The final word for this characteristic is the whole process of arranging this *RKPD* document of 2017 has both of superior political authority which is the Mayor and the superior administrative organ authority is the Head of Planning, Research and Development Agency as the leading sector. So for this characteristic it is checked.

c. External Accountability to Whom

According to Cendon (2004) this one implies that the implementation of accountability in the horizontal dimension through the external bodies of supervisory or regulation and the court of justice, and also to the society.

1) "External Organs of Supervision and Control"

With the result of interview there are no such external organs and supervision and control out of government organs. Even in Musrenbang said involving the NGOs but it doesn't mean the involvement in supervision and control, it just for the composing the documents moreover it just stopped in Musrenbang level. So last but not the least this characteristic is so far the first one that lacking.

2) "Citizen as Subject"

Seeing the citizen as the subject for composing the *RKPD* document is happened, it's even listed in the regulation about how the government needs to involve the citizen through Musrenbang Kelurahan about what kind of things needed the most the area and it will be considered by using the priority concept in city-level Musrenbang. It can be considered as public debate even literally not but based on Plumptre (1981) in Kartiko (2015) public debate here means that by explaining the draft of policy, the society could give some kind of suggestion before it's finalized considering the

policy is made for society and for sure it's going to give impact to them (just like the intention of Musrenbang). Involvement yes, but at the end this *RKPD* document was done, they didn't have any special meeting with citizen to share the result, but the government did publish the result. This one is also lacking in this administrative accountability.

3) "Courts of Justice"

Being accountable in front of court of justice is not listed in the task of preparing and finalizing the *RKPD* document. This whole process of composing the *RKPD* document only stopped after it was signed by the Mayor, there is no special moment to present the whole process in front of the court.

Looking from the theory for example from Bovens (2003) about the legal accountability that is the responsibility in court in accordance with the rule of law. They can be summoned by courts to account for their own acts, or on behalf of the agency as a whole. Usually this will be a specialised administrative court, but, depending on the legal system and the issue at stake, it can also be civil or penal court. From this experience is little bit different with how it has to be done. For the External Organs of Supervision and Control and Courts of Justice have not been done, and for the Citizen as the Subject happened but not in the literally term of external accountability.

d. Subject Matter

1) "Form and Procedures followed by the administrative action"

Everykind of form and procedures needs to be followed by the administrative action. Like when the team wants to hold meeting with other parties involved, it needs to make some letter of invitation that needs to be signed approved by Head of agency as leading sector and after that needs to inform the Steering team. Again if the Planning and Reporting wants some data from the Work Units, it needs to inform the Sectoral Sectors and they would inform the Work Units. So it's like the flow chart with some administrative action.

e. Criteria

1) "Formal Criteria : compliance with established rules and procedure"

In doing this preparation of *RKPD* document, they use the established rules and procedures. Started from 2010, the regulations never changed. It gives easy time with the rules and procedure since in composing this document, they used the Regulation of Ministry of Home Affairs Number 54 of 2010 as the guidance, and for the composing the *RKPD* 2017 used Regulation of Ministry of Home Affairs Number 18 of 2016, and for the executor using the Mayor Decree. It's almost the same with the basic operational principle.

f. Mechanism

Here it is intended that evaluations are based on the fulfillment of public officials and administrative units of provisions and procedures governed by formal laws, regulations and also from the society

1) "Internal supervision and control mechanisms"

For this characteristic the internal supervision and control mechanism that happened based on the Mayor Decree in Drafting Team that divided into two types, first Steering and Implementing. The internal in here means in the Local Government that involved is headed and supervised by the Mayor himself acting as the Head and assisted by several parties (listed in Mayor Decree) and from the leading sector of Planning, Research and Development Agency will be supervised and controlled by the Head of Agency that also acting as the Head of Implementing Team. For everystep that would be taken needs to be informed, discussed, accepted by the Head.

In this thing, according to the interview, their superiors both political and administrative will regularly in daily informal meetings ask them to account for their assignment, from the superior to the subordinate. This perfectly suits with what Bovens (2003) said that it needs strong hierarchical relationship and the

accounting may be based on strict directives and standard operating procedures.

2) "External supervision and control mechanisms"

For this External supervision and control mechanisms that comes out of government sector is none.

3) "Administrative claims"

For the administrative claims, based on the research, there's such administrative claims like how *RKPD* document needs to fullfil some of qualification just like what has been listed in both Regulation of Ministry of Home Affairs Number 54 of 2010 and Number 18 of 2016 if talking about the substance, if for the structure is Law Sector in Secretariat will lead this thing.

4) "Judicial Procedures"

According to the interview, again there are no judicial procedures, it's stopped in the final step of signed by the Mayor. It's quiet fifferent from what's coming from Callahan (2007) that legal accountability leads more to reflect on the organization's obligations to elected officials or courts and relies on adherence to existing mandates. With this accountability, officials are subject to external supervisor such as courts reviewing policies and procedures, financial, audits, and hearings with legislatures.

g. Consequence

According to Cendon (2004) the consequences of accountability are built based on the law. The consequences of administrative accountability include improvements to administrative measures, compensation, sanctions or rewards to influential public officials.

1) Revision of the administrative act (confirmation, modification, annulment)

Talking from the revision of administrative act like confirmation, modification, and annulment about this *RKP*D document the answer is no. Based on the interview, if the *RKPD* document was already signed by the Mayor, there would be no such thing called revision, like for typo and so on, it would be considered done, legal, and already passed the qualification.

2) Sanction or recognition of the official involved

Continuing from the revision of the administrative act, first from the sanction, it is none. The sanction is only existed if they didn't finish the *RKPD* document, just like have been regulated in Government Regulation Number 12 of 2017. But if something is not going the way it used to be at the end when it was already signed, the Work Units of official involved is not going to get the sanction, only getting scolded by the Head of Region because the one that will get the sanction is him, for example won't get the pay

check, and so on. And while for the recognition regarding this is existed like the achievement from the national or central department, for example Government Agency Performance Accountability System that annually happened to see which area is good in their performance.

3) Compensation for the citizen

And last about the compensation for the citizen according to the interview there no such compensation for the citizen if something happened, for example the program listed in *RKPD* is not the priority they want, it's just going to be the evaluation for government, for team, in next preparation of *RKPD* document.

Looking from this experience to theory it didn't fulfill qualification of accountability provided by experts. For example from Bovens (2003) about accountability that accountability could be a scheme for blaming. The point is that accountability is a liability in which there should be party if fault or violation happened. Also coming from Koppel (2005) that one of dimension of accountability is liability where it requires organizations to be able to face the consequences in their performances and must be liable to any action, or decision, impose penalties for violations, and rewarding the people who tend to give success for the organization, one of them is a remuneration system that is awarded on a performance basis by receiving bonuses and compensation. Disclosure of violations or even

weak performance without a liability is a reflection of the weakness of the accountability.

2. **Party Involved**

Based on the results of the research, especially the interviews, the actors involved in the implementation of administrative accountability in the preparation of *RKPD* of 2017 as the Steering Committee attached in the Decision of the Mayor of Malang Number: 188.45 / 199 / 35.73.112 / 2017 are Mayor, Deputy Mayor, Regional Secretary, Assistant for Economy, and Mayor's Expert Staff. As for the Implementing Team who became the leading sector is Planning, Research and Development Agency assisted by the Regional Finance and Asset Management Board, the Regional Secretariat Organization Section, and the Legal Division of the Regional Secretariat.

From the Planning, Research, and Development Agency as the leading sector according to the Regulation of the Minister of Home Affairs No. 18 year 2106 becomes an element of government administration planners who perform the task and coordinate, synergize and harmonize the preparation, control and evaluation of the implementation of regional development plans. Head of Agency as the lead organization of Planning, Research, and Development Agency and as Chairman of the Implementing Team in the preparation of *RKPD* of 2017 mandate the Planning and Reporting Division as Unit in Charge in the preparation of this *RKPD* of 2017 which is in accordance with their tupoksi regulated in the Regulation Mayor Number 45

of 2016 concerning the functions of planning and reporting. And from the Head of Field as coordinating the Planning and Reporting Sector will provide a mandate to the Head of Planning Sub-Division to implement this under the supervision of the superior.

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                    ┌──────────────┐
                    │    MAYOR     │
                    └──────┬───────┘
                           ▼
              ┌─────────────────────────┐
              │   Regional Secretary    │
              └────────────┬────────────┘
                           ▼
              ┌─────────────────────────┐
              │ Head of Planning, Research │
              │  and Development Agency   │
              └────────────┬────────────┘
                           ▼
              ┌─────────────────────────┐
              │  Head of Planning and   │
              │   Reporting Division    │
              └────────────┬────────────┘
                           ▼
              ┌─────────────────────────┐
              │  Head of Sub-Division of │
              │        Planning         │
              └────────────┬────────────┘
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     ┌──────────────────┐      ┌──────────────────┐
     │ Sectoral Sectors │─────▶│    Work Units    │
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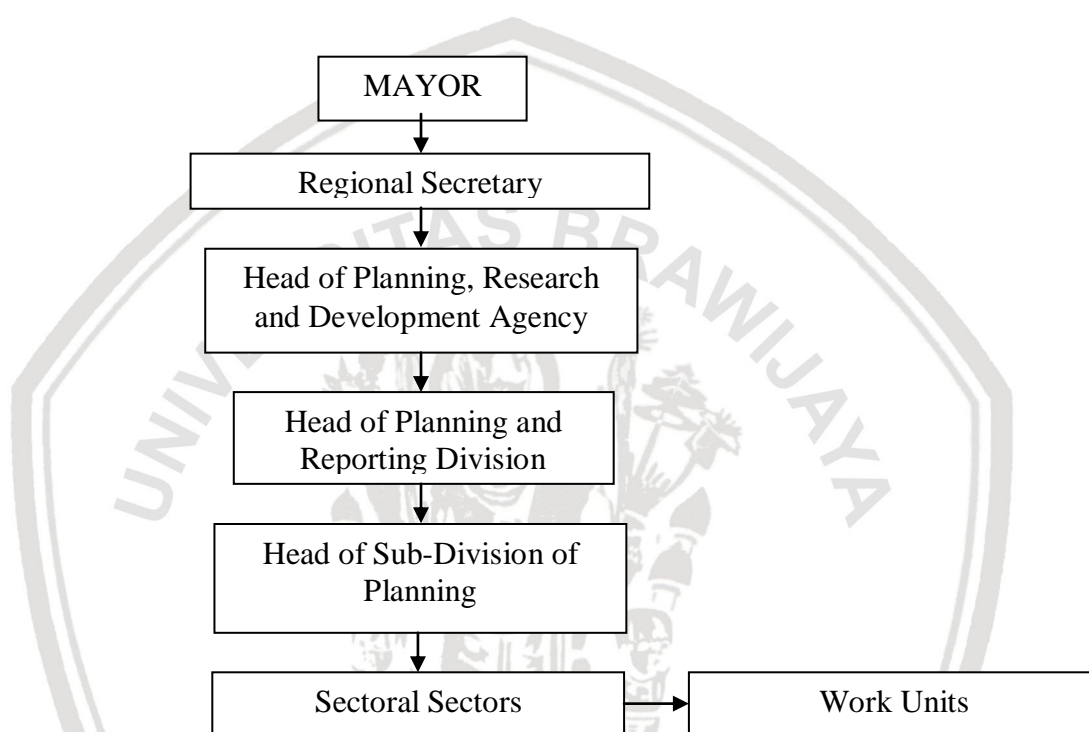
Figure 18. Illustration of Hierarchy of Administrative Accountability
Source: composed by Researcher (according to interview)

According to Bovens (2003) in Administrative Accountability the main characteristics of bureaucratic accountability are internal mechanisms, supervisory relations, and high levels of supervision and controllers. And from the explanation above and data display in previous chapter, the researcher can clearly see how these thing happened in this preparation of *RKPD* of 2017 document and almost the same with the perspective of Callahan (2007) that saying this Administrative Accountability or Bureaucratic Accountability is

more likely to reflect on the obligations and individual responsibilities or bureaucrats of the organization, as well as to adhere to organizational rules, laws, or directions. Priority from the highest superior is getting prioritized and managerial supervisory is conducted by using clearly stated rules and laws. Which are the main characteristics of this type are about internal mechanisms, supervisory relationships, rules and laws, and high of supervisory. Also from Jabbra and Dwivedi cited in Smith (1991) Administrative or Organizational Accountability is about the hierarchy, rules and regulations, and so on. And at whole process in compiling *RKPD* it could be interpreted using the Bottom-Up mechanism.

Thus, the reason for the involvement of actors in this research is important in moving the achievement of organizational goals, especially in the preparation of regional development planning. This is in line with the opinion of Handoko (1995) which says that the organizational structure within which in this case is the regional government can be defined as a formal mechanism by which the organization is managed, the organizational structure shows the framework and the embodiment of the fixed pattern pattern of relationships among the functions, Sections or positions, as well as those who show different positions, duties of authority and responsibility within an organization such as directing, supervising, coordinating, and others.

3. **Supporting and Inhibiting Factors**

In carrying out the task of this government of course there are factors that support or inhibit in its implementation. The result of interview that found by researcher that about the supporting and the inhibiting factors are not based on the normative ways but morely into how they implement it, even if it was based on the normative that has been designed well by the central it doesn't mean it's just going to be just fine. There's the external factor too that probably could impact the way thay implement this development planning, to be precise in the reality. Both of the supporting and inhibiting factors are absolutely coming from the perspective of Planning, Research and Development Agency as the leading sector for this activity which from the data display above which is mostly coming from the interview with Head of Division, Head of Sub-Division, Staff, and other helper:

a. Supporting Factors

1) One Guidance

The first supporting factor was coming from the regulation as the basic principle. Because this activity is familiar and annual agenda plus there is guidance published every year to help in technical ways. Looking backward from the interview that it makes the worker works easier with the same mechanism and system so they don't need to adapt to something new when in compiling this *RKPD* has one way guide that hasn't changed starting from 2010. Even though theirs is still another guidance or regulation that published in every year but it

won't be different from the main guide which is Regulation of Ministry of Home Affairs Number 54 of 2010. This one guidance is really helping just like what Cendon (2004) said about one of characteristic in administrative accountability is basic operational principle.

2) Good Communication and Coordination

Planning, Research and Development as the leading sector needs to work with Work Units in government of Malang City. It's an absolute thing to do since this product is about whole city that has been decided in Regulation of Ministry of Home Affairs Number 54 of 2010. It would be bothersome since it need huge cooperation between parties. But one thing that the researcher found from the interview is this leading sector is having several Divisions that help the Planning and Reporting Division as the Unit in Charge in Planing, Research and Development. There are 3 sectoral sectors being the partner of all the Works Units in government of Malang City. So since the Unit in Charge and the Sectoral Sectors are in the same agency, so the communication and cooperation that they have could be easier and if there's something happened and need the Work Units to be involved, the entire thing they need to do is ask to the sectoral sectors, RP Division to other sectors just like what Plumptre (1981) cited in Kartiko (2015) said about how coordination should be in principle that

needs to be considered when it comes to the accountability because it's about good coordination among government agencies and override conflicts or personal interest. Since this *RKPD* needs data that comes form all Work Units, so the Planning and Reporting getting much help from the sectoral sectors to collect the data, so the Planning and Reporting Division is just going to wait the whole data coming from the sectoral sectors which is collected from each of their Work Units, after it completes, the sectoral sectors will submit it to the unit in charge. Donald van Metter & Carl van Horn in Agustino (2016) even said something like it can be effective if accompanied by communication between organizations and implementation activities.

b. Inhibiting Factors

Talking about the supporting, then there will be the inhibiting that affects the performance in compiling, arranging this *RKPD*:

1) Too strict to hierarchy

Since the guidance is strictly coming from the central, so when it arrives in city level, it needs to wait both from the central and provincial. It's also mentioned in Regulation of Ministry of Home Affairs Number 54 of 2010 before determination of this city-level *RKPD* needs to wait for the Provincial *RKPD* and National *RKP*. But the thing that has been delivered from the informants that the information from Province level about the determination of Provincial

RKPD is unpredictable, so they can't manage to determine the *RKPD* in city level before the information and if from the National and Provincial level are late, so do they. It's really affecting the performance of leading sector since still based on the Regulation of Ministry of Home Affairs Number 54 of 2010 in timeline, the deadline is around May 31th in every year the *RKPD* has to be finalized.

2) Uncooperative and No Sanction

Also the inhibiting factor is coming from how some Work Units being uncooperative. According to Dale Yorder in As'ad (2000) one of the factors influencing the implementation in this case the preparation of *RKPD* documents is active participation. But from the interviews found that some parties involved in preparing *RKPD* sometimes delay in providing documents or reports needed for the preparation of this *RKPD*, the activeness factor of the related parties sometimes becomes an obstacle to their performance, moreover administrating and data processing of *RKPD* of 2017 still using manual input system and no saction applied if they were late. No doubt this one also considered as inhibiting factors, even Mondy, et. al (2008) saying about technology has a tremendous impact, especially the use of computers and the internet, which dramatically affects the functions and job desk. And for the sanction Sunggono (1994) said that needs

existence of certain sanctions that will be imposed if not implement the regulation.

And according to the interview, since this *RKPD* agenda is annual activity to do, so the data needed needs to be up-to-date, since it's going to help in determining the priority of development, sometimes data that exists is not that new, since there's no option, it still will be used.
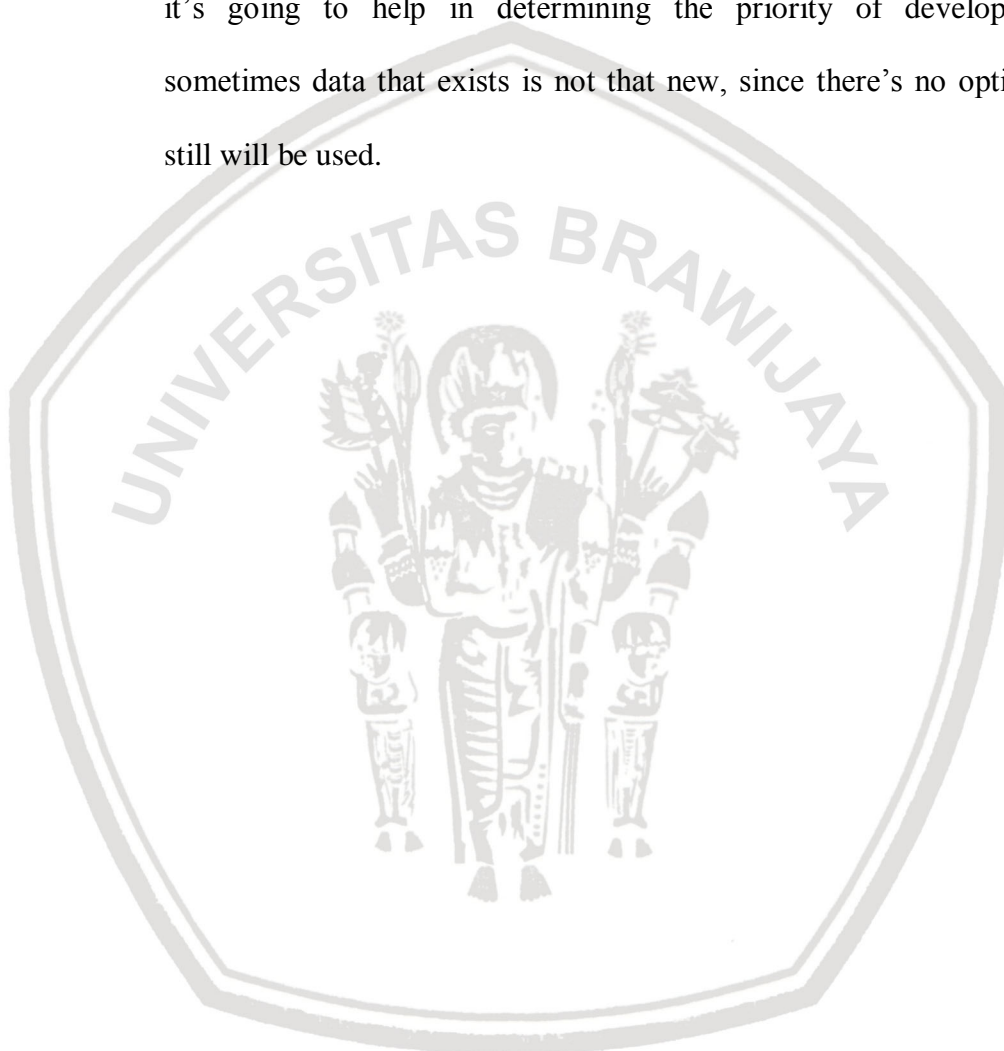
CHAPTER V

CONCLUSION AND SUGGESTION

A. **Conclusion**

Based on the results of research and analysis that has been described in chapter IV of this undergraduate thesis, the researchers draw some conclusions, namely:

1. Administrative accountability carried out by the Planning, Research and Development Agency of Malang City as agency in charge in the preparation of Regional Government Work Plan document of 2017 can be labeled quite well and has met the ideal characteristics presented by experts in terms of administrative accountability theory. Although there are some characteristics that have not been fulfilled, such as the characteristics of External Accountability to Whom on points Courts of Justice, Mechanism on points External Supervision and Control Mechanism and Judicial Procedures, and Consequence on points Compensation for the Citizen because it is not set in the guidelines used in the preparation this Regional Government Work Plan. And in terms of normative based on the regulation that exists, Planning, Research and Development Agency as an agency in charge in terms of development planning, especially in the preparation of this Regional Government Work Plan document has followed the guidelines well by performing stages in accordance with what is set, so it needs to be maintained continuously.

2. Supporting factors in this case is because it has been using the guidance of preparation that since 2010 has not changed so that makes the implementation of each year to be familiar and technical guidance is always published in each year to make the preparation of this *RKPD* document becomes lighter, moreover with the assistance of the Sectoral sectors which is happened to be in the same agency, communication with Work Units becomes easier. While for the inhibiting factor is in terms of time that must wait for the determination of the National Government Work Plan and Provincial Government Work Plan and also the system used still using the manual inputs that lead to a relatively long time especially plus the party who process data only 2 employees and less cooperative in the time sector for some Work Units in providing the data needed for the preparation of this Regional Government Work Plan and no sanction for that.

3. With the title of administrative accountability in the prevention of corruption and as a government who honored with BB predicate of their Government Performance Accountability System, this document planning was that satisfying enough even in fact though they didn't include the society and external organs to control and monitor the whole process or at least step by step of the process since it wasn't regulated in the regulation so that's why it wasn't happening.

B. **Suggestion**

Based on the results of research and discussion conducted, the researchers provide some suggestions in improving administrative accountability in the scope of planning as a foundation in the prevention of corruption at the local level, namely:

1. The addition of legal basic about product of law that will solve about the lacking in administrative accountability characteristic in compiling this document to patch up for existing characteristics, but still with reference to the center

2. The addition of Human Resource Quantity in this case Civil Servants should be considered to support the performance in the implementation of the main tasks and functions, especially in the Sub-Unit of Planning, because handling the city scope only with two employees in one sub-field will slow the performance Of the in charge unit, let alone still using a manual input system with a lot of data from the Work Units to be processed, even this is felt by the employees in the sub-field. Then the addition of Human Resources in the preparation of this Regional Government Work Plan is one thing that needs to be considered.

3. Using an online data entry system by each party involved with a deadline system that will facilitate the future, in order to encourage parties involved more discipline and on time is also safe to keep the document so as not lost or tucked.

4. Apply stricter sanctions or consequences from verbal reprimands to late parties in collecting documents required for Regional Government Work Plan preparation process

C. Limitation of Research

While doing this research the researcher has some limitations such as:

1. Limitations in accessing data. Researcher only got minimal data. To get the secondary data takes a long time even several times the informant subtly had hard time to provide on the pretext since it has been stored in the archive in the warehouse

2. Conducting interviews in the workplace just made the researcher must follow the timeline of informants that are not fixed which resulted in difficulty in obtaining secondary data and also little lack of openness of the informants in giving the data since some of them are privacy of organization that can't be that easily given to others.

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