Enhancing Trust, Transparency and Accountability in The Local Development Process

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Abstract. Research indicates that accountability system has not been effectively implemented yet and the pattern is found out to be bureaucratic. In order to revitalize this system, we should emphasize and pay more attention on: (1) the improvement of capacity in strategic planning formulation process, and (2) the effectiveness of performance monitoring and evaluation. To accelerate both, the support of proper Information Communication Technologies (ICTs) and e-Government system is of vital importance. This research result, that revitalization for accountability system that emphasizes the need to establish a new functional institutions, namely GAPURA KOTA model.

Keywords: information and communication technologies (ICTs), gapura kota model, accountability system

Abstrak.Berdasarkan hasil penelitian, pelaksanaan sistem akuntabilitas belum efektif dan terdapat kecenderungan pola yang birokratis. Dalam rangka untuk merevitalisasi sistem ini, sebaiknya menekankan dan membayar perhatian lebih pada: (1) peningkatan kapasitas dalam proses perumusan perencanaan strategis, dan (2) efektivitas dari tindakan pengawasan dan evaluasi. Penelitian ini bertujuan untuk memperkenalkan model pembangunan institusi yang berdasarkan teknologi informasi dan komunikasi. Hasil penelitian ini, mengusulkan revitalisasi akuntabilitas yang menekankan kebutuhan untuk membangun lembaga-lembaga fungsional baru, yaitu model GAPURA KOTA

Kata kunci: teknologi informasi dan komunikasi (TIK), gapura kota model, sistem akuntabilitas

INTRODUCTION

Establishing good governance and restoring public confidence do take more than transparency alone. There has to be another side of participation. Good governance brings along respect to human rights, the rule of law, effective people participation in development, as well as transparent and accountable processes and institutions (Konrad, 2011). Thus, the government must open space for the public to participate in almost all sectors or stages of development, from planning, actualization, monitoring, and evaluation. It requires a breakthrough to enhance public transparency. In the administration study, Osborn and Gaebler (1993) offer an approach where the government must spare space for community participation for development (Wirutomo, 2011). This can be done by innovation as a way to make public institutions more transparent and participatory. It is true, though, that there is still a small room for the public to provide input on development planning. As further reflection of democratization and participation as part of good governance, development planning process should also be carried out through participatory process.

The course of ideas on participatory planning started from the realization that the performance of a community development initiative is determined by all parties associated with the initiative itself. Bringing real democracy, good governance and accountability into practice requires higher levels of citizen participation, improved civic education, and more promotion of awareness and appreciation to democratic principles by the leaders (and citizens) especially at the local level (Konrad, 2011*)*.

In the regional development planning process set out in the budget, the efforts are implemented in the following phases: Village-level Consultative Forum Development Planning, District-level Consultative Planning, Regency/City-level Development Planning Meeting, and Provincial-level Development Planning Meeting. This is done in order to achieve government accountability to the public through Budget and Budget Calculation and Allocation Area. In line with the Code of Good Practices on Fiscal Transparency, as a process of public discourse development in the region as one instrument of regional budget management control, the public should be given the freedom to access information on the performance and accountability of local budgets. Therefore, local budgets should provide complete, accurate and timely information to community, local government and central government's benefits in accommodative format, especially relating to supervision and control of the budget. However, this mechanism is still too formal, and

hence won't achieve maximum result in providing space for public participation.

Similarly, accountability as a method to keep the public informed and gain control (Mulgan, 2006), has not yet run properly, due to the main pillars of accountability, i.e. is not maintained. The fact suggests that the accountability system is not working effectively, and this can be seen from the high rate of Corruption Achievement Index that remains stagnant at the score of 2.8 out of 10. Indonesia is the third most corrupt country out of 170 countries in the world. However, the widespread corruption in the country is not merely the result of lack of transparency in government management, yet it is also due to the absence of citizen control over public policy processes. Development paradigms that have since been dominated by emphasis on government actors in many disciplines should be reassessed with a view to opening windows of transparency and participation to the public (Pramusinto, 2006).

At local level, corruption is also increasing. Regardless of the urgency, improving the quality of public services should be the primary goal of decentralization. The main problem in the implementation of regional autonomy and decentralization which might incur investment barriers are: low service delivery, lack of rule of law, and local regulations (regulations) that are not pro-business. Public service complaints are mainly related to the uncertainty of cost and length of time needed in licensing and dealing with bureaucracy (*www.duniakontraktor.com*).

The low quality of public services is caused by the lack of morals and ethics in public service delivery apparatus, which perpetuate corrupt behavior. This is caused by several reasons, including, among others, the absence of "installed" system of responsibility and accountability within local government organizations. This condition will further diminish public trust and confidence to the government (Astuti, 2009).

As transparency alone is not sufficient to achieve good governance, there should be active involvement of the community (participation) in order to enhance the legitimacy and accountability of any policy taken and implemented by the government. The government must provide rooms for the public to participate in almost all sectors or phases of development, from planning, actualization, monitoring and evaluation. It requires a breakthrough to enhance public transparency, and this can be done with innovation as a means to make public institutions become more transparent and participatory.

Based on the above, this paper will discuss the importance of building a system of innovation as strategic step to rebuild public trust and confidence through transparency and accountability in budget implementation from regional development planning, implementation, to monitoring and evaluation. The basic idea of this paper embarks from the effort undertaken by the Surabaya municipal government in building innovation to improve transparency, public participation and accountability.

Surabaya local government has established and been implementing a number of innovations programs using information and communication systems, yet on the other hand it has not been followed by any increase in community participation. The main question posed in this study is what would be the more effective model to build public trust, transparency and accountability.

RESEARCH METHODS

Based on the formulation of the problems and objectives, this research applies qualitative approach. Primary data are explored through multiple data sources including informants. Informants are selected based on purposive sampling technique using a criterion-based selection, where the number of informants are set up by researchers based on certain considerations. The informants in this study, including the individual bureaucrats, are regarded in their capacity to represent the local government bureaucracy, individual members of parliament in their capacity to represent the legislature, and a component representing the government service users (community). To develop or formulate a new model to enhance community participation in local development process, Focus Group Discussions (FGDs) are conducted by involving officials of each department of public service, parliament and public figures as the main stakeholders in the service. FGDs were conducted in 2 (two) phases with different agendas: (1) dissemination of research results and the brainstorming of ideas or solution-based ideas relating to the low level of community participation in local development process. Based on the results of the first FGD, a theoretical analysis is conducted in relation to various alternative solutions to the problems that have been identified. This aims to further formulate the initial draft design to improve community participation model in local development, applying during the process the technology and information system. (2) The second FGDs stage was conducted with the main agenda of disseminating preliminary draft design of the proposed model.

RESULT AND DISCUSSION

Since 2011 Surabaya citizens can obtain information more easily about their city. Surabaya Municipal Government Information Service (CGIS) is a concept of

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stand-up and drive-thru information. This room is designed to make it more practical for people to find information, raise their curiosity and attract them to get in, dig up the needed information, then exit the room to get the answers they need. This way, visitors do not spend excessive time in the room, just like in a fast food restaurant drive-thru system. The information presented in CGIS is no longer scattered pieces of paper or verbal explanation. However, all the data is already in digital form. Some information is also presented in form of audiovisual image displayed on screen. Not only that, CGIS also has a two-side computers that are connected to the Internet. One side of the computer is connected to in-focus projector, making the zoom version can be seen on "electric screen". On the other hand, a touch screen can be used to access the data bank of Surabaya Municipal government. The data bank contains a collection of information collected from all budget users per unit in Surabaya Municipal Government such as tourist locations, profiles of the city park, licensing requirements, and so forth. Visitors can explore and find the information by them-selves by touching the wanted-information on the menu.

In addition to CGIS, Surabaya also has a media center made to accommodate community participation in form of complaint, information, or advice on the process of urban development undertaken by the government of Surabaya. Media Center also serves as facilitator to connect with the needs of Surabaya people, and a bridge of communication between stakeholders to achieve the objectives of Surabaya city development. Complaint, information, or advice that goes to the Media Center will be processed and forwarded to relevant Unit Budget User (Local Government Unit) within Surabaya Municipal Government. Once Media Center gets an answer or confirmation from the relevant Unit Budget Users, Media Center will inform the public who have previously sent complaint, information, or advice to the Media Center.

In addition to government efforts in increasing community participation through the establishment of Information & Communication Technology system, other focus in this paper is on the attempt to increase grass-root-level participation, highlighting poverty alleviation program in Surabaya as the case studied. Surabaya Municipal Government strives to reduce urban poverty through many programs, one of which is the implementation of an integrated program of social rehabilitation of Surabaya slums, both for the improvement of physical environment and socio-economic condition of people in the city. Matters relating to this social rehabilitation program has been set in Surabaya Mayor Regulation Number 33 of 2011 concerning General Guidelines for Implementation of

Slum Regional Social Rehabilitation (SRSR) Program in Surabaya. The program activities have clear legal certainty and its implementation is mandatory. Slum Regional Social Rehabilitation Program is created to enable public or individual to carry out their normal social function and to become more powerful in society, addressing physical condition of a village environment that still needs some improvement. This program is a development program that is based on community participation (community-based development). Implementation of programs is aimed at empowering the local communities in order to improve the socio-economic and environmental conditions in independent and sustainable manner.

This Social Rehabilitation Program is implemented by using a bottom-up approach in which the execution of the fieldwork carried out based upon the initiative and aspirations of the community (grassroots), ranging from planning, implementation to monitoring and evaluation. The community has a very important role and is required to be actively involved in the implementation of this program. Other objective of this program is to improve social conditions of neighborhoods and communities in the City of Surabaya, where the treatment is integrated to improve the physical environment, social and economic condition of the city's citizen. Various activities under this program include the preparation of institutional and social community programs; business skills training; environmental and unhabitable home improvement; and briefing on sustainability and independence of citizens.

The objectives of the Slum Regional Social Rehabilitation Program are as follows: a. to improve the quality of social and economic life of society and / or poor families especially in slum areas; b. to improve the quality of the residential environment through awareness-raising and highlighting the need for an integrated management of both physical aspects, infrastructure and socio-economic conditions of the people; c. to empower people to develop initiative, creativity, and spirit of independence/self-reliance in the implementation of welfare activities in the neighborhood; d. to improve the ability of businesses in order to develop a source of family income by targeting the poor in Surabaya.

That is why every year the government must continue to monitor and evaluate the SRSR program including the development of the most updated poor family data in Surabaya that will be used later for the reduction of poverty and analyzing the costs and benefits in the future in the calculation of the budget needed to run this program. Therefore, proper criteria are needed to measure and asses program's performance so as to enable to identify the success level of the program. Thus it can be said that Slum

Table 1. Criteria And Indicators To Assess The Success Of The Program

Criteria	Indicator
Acceptable	all aspects of the management of the activities carried out by agreement among the actors so as to obtain the support of all parties;
Transparance	providing the widest access to public to get the information related to the implementation of the program
Accountable	each program implementation accountable in accordance with the provisions of the legislation;
Integrity	implementation of an integrated program with a variety of associated components so that it can run in a coordinated and synergistic;
Partnership	program implementation and the need for partnership between the Government, the Government in charge of the government and society as a partner in addressing issues of social welfare and social welfare;
Continuity	Providing program conducted continuously, in order to reach self-sufficiency;
kesetiakawanan	program implementation should be guided by a social conscience to help people who need help with empathy and compassion;
Equity	implementation of the program has been emphasis on equality, non-discrimination and the balance between rights and obligations;
Benefits	Implementation of the program has the benefit of improving the quality of life of citizens;
Participation	each of the project program has involved the entire community;
Pofessionalism	each of the project to the community based on the professionalism within the scope of his duties and implemented optimally

Source: Surabaya Regulation (2011)

Regional Social Rehabilitation program development and implementation include efforts to solve problems that will be useful for future municipal government as a decisive step to renew and improve program that will ultimately reduce the number of poor families in Surabaya.

This program has been implemented since 2003, with activities including the empowerment of people, businesses and the environment. Currently the program has established local institutions named poor family coaching unit (PFCU) as an institution established by the local district through existing stakeholder consultation, to carry out the task of coaching the poor. As many as 78 units / village have been addressed, consisting of 400 beneficiary families in 20 villages and 13 districts, namely Benowo, Putat Jaya, Pakis, Simomulyo, Wiyung, Ngagel, Ngagel Rejo, Lakarsantri, Jeruk, Manukan Wetan, Tubanan, Pacar Kembang, Gading, Pacar Keling, Karangpilang, Kedurus, Pucangsewu, Asemrowo, Gununganyar dan Kedungbaruk.

In order to run the program effectively and deliver maximum benefits to poor families in the city of Surabaya, some criteria and indicators to assess the program's success are set up as follow table 1:

Assessment criteria for the program is deemed successful if Slum Regional Social rehabilitation program has been able to reduce poverty in Surabaya. The success parameters are as follows: a. Establishment of poor family coaching unit (PFCU) and fulfillment of PFCU facility needs; b. Coached people gain business skills; c. People run the program independently; d. House is ready to be used for socio-economic activities of the poor; e. building repaired, improved and more livable, and environmental infrastructure is improved; f. Increased business ability to develop a source of income to support the economy of the poor families from year to year.

Although the program has been implemented since 2003, but data from Central Bureau of Statistics showed that poverty rate in 2010 covered 112,465 poor families. That figure is a decline from the previous year (2009) that recorded 118,225 households. As illustration, the amount of poverty in Surabaya in 2005 reached 112,223 households. The number of subsequent years are as follows: 2006 (113.125 households), 2007 (126.724 households), 2008 (113.747 households), 2009 (118.225 households), and 2010 (112.465 households). This number indicates that poverty alleviation program has not yet performed as expected. It is interesting to examine why poverty alleviation programs that are designed based on the community prticipation has yet to succeed.

Apart from a number of achievements made by the Surabaya Municipal Government as described above, there remains other problem, e.g. the low participation in development planning process. The low level community participation in local development planning process, is presented, among others, in research by Liyana Agustini (2008) that shows the level of public participation in the preparation of the Surabaya Regional Spatial Plan covering the following: 1) Community participation is low

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at the level of 43% . 2) Public participation is moderate at the level of 36%. 3) Public participation is high at the level of 21%. Results of these studies indicate that community participation in local development planning process is still relatively low.

Another study also discovered that participation rate remains relatively low, and this finding is supported by the study conducted by Ima Mufidya Ningrum which looked at e-RT/RW Surabaya Municipal Government Program. E-RT/RW programs have two targets: to educate citizens and facilitate public access to Surabaya City. To achieve this goal Surabaya Municipal Government provides equipment such as modems that are provided free of charge to the 9124 sub-ordinate neighborhood coordinators (RT) and 1389 neighborhood coordinators (RW), which makes up to 10,513. The ever increasing internet access is expected to further widespread the access for the people. Middle class, not only rich people, should also be able to enjoy it. With this the program, people can express their aspiration without having to meet in person and so far it is considered very effective. To capture public's participation in e-RT/RW Surabaya Municipal Government's programs, a research was conducted in Rungkut Menanggal Village. Unfortunately the result shows that community participation in Rungkut Menanggal Village in e-RT/RW programs remains low, which is possibly due to lack of information obtained by the residents regarding the programs.

Although the mechanism of development planning process is well-elaborated (detailed) and has set up technical terms completely, it does not mean that the implementation of development planning process (local development planning meetings) can be run in accordance with the designated track. Many cases show that implementation of local development planning meetings has deviated from normative references. Local development planning meeting forums were hardly anything more than just ceremonial and formal event. These meetings were dominated by government officials, which is quite different from the characteristics of the participatory planning process that is supposed to include all elements of society. As a result, program/ activity plans that were resulted from these meetings can only accommodate the apparatus' interest. Thus, the development planning process does not reflect the real needs of the community, let alone solution to the problems being faced by people in regions.

Some conventional problems may cause development planning process implementation to become administrative and formalistic, including: 1) limited information received by the public, making them unaware of the exact schedule of development planning meetings, 2) limited time allocated by the government so impressed hasty implementation of development planning meetings, 3) limited human resource capacity in formulating the programs/activities and in making adjustments to the proposed activities with existing planning documents, 4) apparatus tend to attempt only to meet the demands to make administrative documents available. These constraints will always be there every year and occur repeatedly if no breakthrough is made, i.e. in form of a system that can accommodate community's aspiration in sustainable manner without being constrained by space or time. Thus, it is safe to say that the implementation of development planning process is not yet run in participatory and transparent manners.

The public participation is needed not only in the development planning process but also in monitoring and evaluating the implementation of development programs and development results, i.e. to ensure that it goes in line with the plan. The rampant level of corruption shows that the implementation of development programs and projects still faces so many irregularities and only benefits the interest of small group or a handful of local elites that collude with the providers of goods and services for government projects.

Community do not realize how important their involvement and participation is in safeguarding the development programs and projects so as to make sure it is implemented in accordance with the designated objectives and plans. Public access to information regarding the implementation of development programs has not been opened. The government version's report of programs implementation tends to aim only to meet administrative and formality targets. Likewise, government agency's performance reports that are compiled each year generally brings only positive news and does not describe the real condition. It is further exacerbated by the inefficient use of budget use for development programs and projects.

Development implementation is still based and directed on budget (budget-driven activities) rather than on results and objectives. This can be seen from the report of performance accountability in each work unit. Budget users always measure the success of the implementation of programs and activities upon criteria like: absorption of the budget as planned, the accuracy of time allocation, the number of participants, etc. On the other hand, the achievement of program goals and activities is not used as a criterion in preparing performance reports. In general, the level of formality can be met, but not the public administration ethics, which concerns the primacy of public interest as principles that should be enforced at the level of implementation (Astuti and Supriyanto, 2011).

Here we would like to emphasize the need for the establishment of institutional model that acts as liaison between the community and the government. It becomes necessary particularly since the civil society has not yet been completely developed in the country. Community is expected to participate and get involved actively so that they can participate in controlling the use of regional

development funds in an appropriate manner. However, it has not functioned well. Therefore, innovation is needed in the form of institutional capacity building to stimulate the community participation in an integrated system and one that can be run continuously. It is argued that people in democratic system cannot exercise their rights without access to information, which enables them to make an informed-decision at the ballot box (*www.Sida.se/ publications.com*).

To build an integrated system to accommodate local community's aspiration in sustainable manner, this paper will introduce a development institution model based on the use of information and communication technology. This model adopt the concept of e-government, a form of e-business in government sector which refers to a process and structure aimed at providing better public services electronically to public (citizens) and employers (businesses) (Srivastava and Thompson, 2010). Of the two concepts, e-Government then can be concluded as the application of electronic tools in (1) interaction between government and society (citizens) and the government and employers (businesses), and (2) the internal operations of government. Interaction through electronic media is merely aimed to facilitate and encourage the creation and implementation of democratization and good governance (Backus, 2001).

E-government is the use of information & Communication technology (ICT), particularly Internet, to provide better public services, one that is close to the customer, cost effective, and with different ways but better (Holmes, 2001; Thomas, 2002; Mahajan, 2009). Explanation about e-Government refers to the characteristics of good governance which requires transparency and efficiency in governance. ICTs are already widely used by government agencies, just like in their enterprise counterparts, only e-Government involves much more than just the tools. Effective e-Government also involves rethinking organizations and processes, and changing behavior so that public services are delivered more efficiently to the people who need them (*www.Sida. se/publications.com*).

In relation to local development planning capacity, the use of ICTs in providing data and information required in the preparation of strategic planning becomes more relevant, accurate and up to date, and hence it can produce accountable decision. Moreover, in order to improve the effectiveness of monitoring and evaluation function, ICTs are needed to support data processing and information collection on organization or individual performance to improve the process of data and information documentation effectively and efficiently (Astuti and Supriyanto, 2012). For the purpose of accelerating public or stakeholders participation in policy formulation, implementation and evaluation can be supported by using ICTs. That is due to ICT's nature that can facilitate
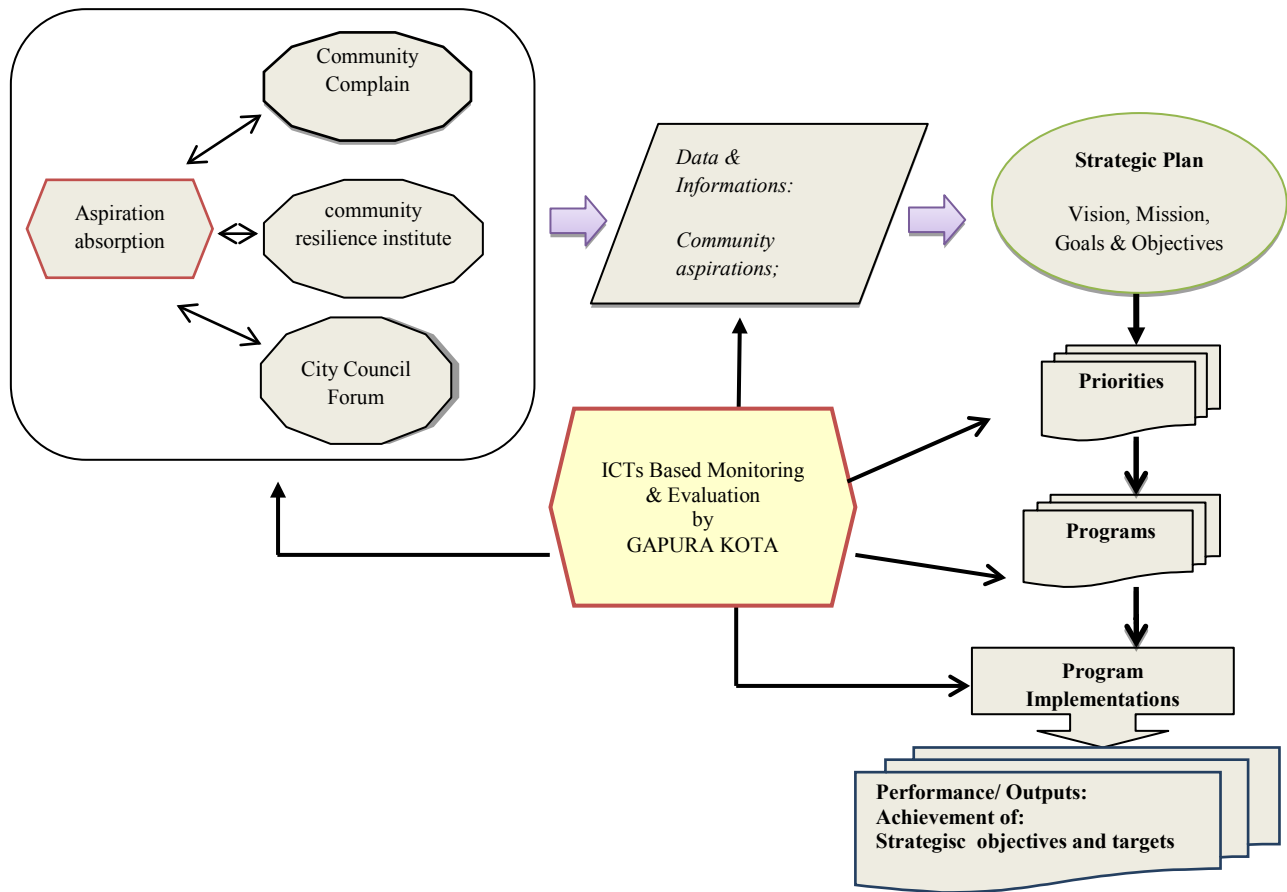
decision making process by enabling the exploration of different solutions. In addition, it can also be done through sharing of information and ideas between participants, their partners and other stakeholders (Thakur, 2009).

With the involvement and active participation of all stakeholders and wider community, democracy can run properly. This indicates that the direction towards the creation of good governance is increasingly apparent. In a government system where the people already have strong awareness in decision making and policy formulation process and are able to perform control function over the implementation of development programs and projects, bureaucrats and the politicians will also be more careful in carrying out the tasks mandated to them. Thus it will also increase the accountability of development programs budget management at local government level.

The effort to revitalize the accountability system within the local government can be described in the following way: bureaucratic accountability is focused on achieving better performance and outputs achievement to each unit in the local government institutions. The performance should really emphasize the aspect of government program policy in accordance with the need and aspiration of local community, while also in line with national development priorities. Thus, we need to formulate a strategic plan that contains vision, mission, goals and objectives based on accurate data and information regarding community aspirations and adapt it to the existing potential and limitations conditions (SWOT data and information) being faced by the region. In this phase, we need ICTs support system so that we can collect such accurate and comprehensive data and information efficiently and effectively, since ICTs have the potential to resolve the institutional dilemma posed by democracies, i.e. in balancing between raw and refined public opinion (Fishkin, 2000) by creating the means for greater public deliberation and information sharing (Coleman & Gøtze, 2001).

The main problem lies in discrepancy or inappropriateness between the community aspiration and local needs, with the formulated strategic development plan and development priorities and development programs conducted during the year's budget. Such conditions are often repeated again and again for a long period of time, which then cause failure to achieve local and national development goals. Thus, it is necessary to establish an institution to monitor and evaluate the whole process, especially to ensure the relevance or synchronization between the needs of local communities with the development programs run by local and center government institutions, called 'GAPURA KOTA". In order to be able to conduct its functions effectively, Gapura Kota urgently needs the support of information communication technology (ICTs) facilities.

Based on theoretical analysis and elaboration of

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Figure 1. GAPURA KOTA model
Source: Astuti and Supriyanto (2011)

the existing condition in local government especially in the City of Surabaya , the formulation of the Model to improve local government's transparancy and accountability system as an effort to rebuild citizen's trust to the government, namely 'Gapura Kota Model', may be depicted as follows at figure 1.

CONCLUSION

To perform its functions effectively, the "Gapura-Kota" model urgently needs the support of information communication technology (ICTs) facilities. The "Gapura-Kota" model was designed by adopting and developing the role of the existing media center that has been built in the Surabaya Municipal Government, yet with more proactive role. As described above, "Gapura-Kota Model" serves as media center that accommodates and absorbs people's aspirations, and makes database that is always updated consistently. The collected data and information on community's aspirations is then analyzed and aligned with the strategic planning of the local government institutions, and later on it is formulated as strategic issues for the next entry and as regional development priority list. In addition to functioning as the channel for community's aspirations and as data bank of

the region's economic, social and development problems, "Gapura Kota" also put some emphasis on monitoring and evaluation. "Gapura-Kota" model is also designed to perform monitoring functions to prioritize regional development, program and project selection process, implementation of programs and projects and finally to evaluate the performance achievement of each unit user budget.

Thus, public participation is not addressed directly but rather through the "Gapura-Kota" system, since community has limited capacity to participate directly either in the process of planning, implementation, and evaluation of development programs.

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