

## **Accountability of Community Public Service on Port Office and Authority of Port Ambon Class 1**

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**Abstract:** The implementation of public services carried out by government officials, especially in the field of port services, is still felt not per the demands and expectations of the community, especially port users. The poor performance of public services is partly due to the lack of transparency and accountability in the delivery of public services. Therefore, public service must be carried out transparently and accountable, especially in this research is the accountability of port services because the quality of the performance of the civil service bureaucracy has broad implications in achieving public welfare.

This study aims to (i) analyze the accountability of public services at the Ambon Class I Port Authority and Harassment Office; (ii) describe and explain the factors that support and inhibit the responsibility of public services at the Ambon Class I Port Authority and Harbormaster Office; (iii) find public service accountability models at the Ambon Class I Port Authority and Authority Office. The approach used is a qualitative approach with the type of research used that is explanatory. The object of study from this research is the organization, because of that, the level of analysis is the organization. Because in this study there are quantitative questions, the method used is a mixed method where the quantitative approach is less dominant because the dominant method is qualitative.

The results revealed that the level of accountability of Port Public Service at the Ambon Class 1 Port Authority and Harbormaster Office measured by program accountability, professional accountability, legal accountability, and political accountability was good. Supporting and inhibiting factors for the responsibility of Port Public Services at the Ambon Port 1 Port Authority and Harbormaster Office are the existence of a clear institutional structure;

2) The apparatus of the Class 1 Port Authority and Harbormaster Office and Seen from the aspect of quality is considered sufficiently qualified; 3) Application of Inaportnet to integrate the port information system; 4) Incentives determine the motivation of people at work. The inhibiting factor of bureaucratic accountability in port services at the Ambon 1 Cls Port Authority and Harbormaster Office are: 1) multiple interpretations of the regulations on shipping and seaport, 2) Separation of the role of Regulators and Operators in the Port has not run optimally due to overlapping authority; 3) Paternalistic culture in bureaucratic life can be seen from the attitudes and behavior of subordinates towards superiors. In addition, the results of other studies indicate that the accountability model used is closer to the pattern of the old public administration.

**Keywords:** accountability, port services, martyrdom, port authority.

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### **I. INTRODUCTION**

Accountability in administrative studies is increasingly being studied and is always interesting to study because the center of the practice of government administration lies in the issues around accountability (Frederickson 1997). Mosher (1986, 7) says, "Accountability may be the most important word in all public and private administrative vocabulary." A similar thing was expressed by Dwivedi (1985, 63-64), "Accountability is the foundation of any government process. The effectiveness of the process depends on how they in the authority explain their ways to fulfill their responsibilities, both legal and constitutional. As a result, at the root of democracy, there is now a provision for public responsibility and accountability. "

What the formal definition of accountability clearly illustrates the difference between two fundamental questions: to whom (in the series of hierarchies of command) is the public organization responsible ?; and for what (responsible activities and performance standards) are the organization? The first question refers to

accountability primarily related to oversight mechanisms and reporting to the highest authority in the chain of command hierarchy (Kearns 1996: 7).

In addition to the two previous questions, there were also some other questions related to accountability: first, who was held accountable? Second, to whom is the accountability delivered? Third, what should be accounted for? (Denhardt and Denhardt 2007, Carino 1992, Bovens, 2006), Fourth, with what means or mechanism is accountability carried out? Fifth, what standards are used to assess accountability? (Carino 1992). Sixth, how is accountability best guaranteed? (Denhardt and Denhardt 2007), Seventh, What are the consequences if you fail to fulfill the goals set for him? (Stecher and Kirby, 2004; Romzek and Dubnick, 2000). Who is held accountable, of course, the bureaucratic actor? To whom the actor expressed his accountability; there was a debate between Carl Friedrich and Herman Finer (1940-1941).

One important question of bureaucratic accountability is, "what is accounted for?" The question in this study is directed at the port sector. The development of sea transportation in the last few years has brought major changes to the future of the maritime sector. Rapid growth in world trade and the effects of globalization have resulted in rapid development in maritime industry technology. This situation brought a tendency in the use of transportation sea facilities and infrastructure as well as greater sea transport capacity. This will also affect the level of service of the Ambon Class I Port Authority and Harbormaster Office which is able to provide better port services to users of the transportation service. Besides that, the demands of the community regarding the need to improve the performance of the public service bureaucracy have become a discourse to date. The rise of democratization issues has put the public in a strong position to demand their rights when dealing with the bureaucracy of public services provided by service providers, both from government and private institutions (Subarsono, 2006: 135). Improving the quality of service delivery to service users' demands sensitivity (responsiveness) from service providers about what actually becomes the expectations, aspirations, and needs of service users.

Service user satisfaction is thus a very important key for service providers if the product wants to be appreciated and continues to be used by service users or the community. All service providers, institutions, agencies or institutions are always required to be able to improve the quality of their services because the quality is a constantly changing goal. A tool that is now considered effective may in the future no longer satisfy users because of technological innovation so that improvements and improvements need to be continued (Hardjosoedarmo, 1996: 61). The demand is of course not only applicable to companies but also very important to be applied to the Ambon Class I Port Authority and Port Authority Office as providers and providers of public services in the form of sea transportation services.

The implementation of public services carried out by government officials, especially in the field of port services, is still felt not in accordance with the demands and expectations of the community, especially port users. This is evidenced by the many complaints or complaints from service users through the mass media and other complaints media, regarding the procedures and mechanisms of service work that are convoluted, not transparent, not informative, less accommodating, less consistent, limited facilities, facilities and service infrastructure so that it does not guarantee certainty (law, time and cost) and there are still many practices of extortion and actions that indicate irregularities, collusion, corruption and nepotism (*KKN*). The failure of the Indonesian people in building a government bureaucracy system capable of carrying out government functions is characterized by various phenomena of bureaucratic pathology such as illegal levies, corruption, collusion, and proceduralism (always based on procedures), (more convenience is given to influential people) and so on. The poor performance of public services is partly due to not yet the implementation of transparency and accountability in the delivery of public services. Therefore, public services must be carried out transparently and accountably especially in this study is the accountability of port services because the quality of the performance of the public service bureaucracy has broad implications in achieving public welfare.

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## **II. MATERIAL AND METHODS**

In relation to the implementation of public accountability, public officials have several options to respond to the accountability standards, namely: first: With a tactical approach. This means that decision-makers can use a tactical

approach to respond simply to the time they have in the direction of accountability standards that are explicit or other informal. The tactic approach is essentially a reflection of the emergence of organizational response, and is driven by intense pressure from the accountability of the organization's external environment to take immediate action. Second: Strategic approach. This means that public officials take strategic actions to

anticipate and take positions in changes in environmental accountability. Strategic approaches require understanding and desire to always improve actions before the organization is forced or pressured to do something. Public officials use discretionary authority to make internal assessments of the organization and to increase accountability before there is disappointment and criticism from the public.

In this study, the theory used as the basis for accountability is the theory put forward by Barbara Romzek and Melvin J Dubnick (1987) and Barbara Romzek and Patricia Ingraham (2000), as described below.

**a. Barbara Romzek and Melvin J Dubnick (1987)**

They say that accountability is a basic but backward concept in public administration in America. Scholars and practitioners freely use the term to refer to answerability for action or behavior. Administrators and agencies are responsible to the extent necessary to answer their actions.

From an alternative perspective, accountability plays a greater role in the process of public administration than is demonstrated by the idea of answerability. In its simplest form, answerability shows that accountability involves a limited, direct, and mostly formalistic response to the demands posed by certain institutions or groups within the public service environment. More broadly understood, public administration accountability involves the means by which public institutions and employees manage diverse expectations generated within and outside the organization.

**b. Barbara Romzek and Patricia Ingraham (2000)**

Both in Denhardt and Denhard (2003) provide a useful framework for understanding many perspectives on accountability. They state that there are four main types of accountability based on the internal or external side of the organization and starting from the individual level, which has a high to a low position. First is based on closed supervision of individuals who have low job autonomy. Second is legal accountability that involves detailed external oversight of performance and adherence to specified mandates such as the legislative and constitutional structures and fiscal audits and hearings and oversight. The third is professional accountability based on arrangements that seek a high degree of autonomy for individuals who are based on their decision-making on norms and practices as institutionalized. Fourth is political accountability that requires responsiveness to key external stakeholders, such as elected officials, groups of customers and the public.

### **III. RESEARCH METHODS**

To achieve the objectives of this study, the approach used is a qualitative approach. While the type of research used is explanatory. The object of study from this research is an organization, because of that the level of analysis is the organization. Because in this study there are quantitative questions, the method used is a mixed method where the quantitative method is less dominant because the dominant method is qualitative. In accordance with the problems in the study, the Ambon Class I Port Authority and Port Authority Office was chosen to be the location of the study with the consideration that researchers already knew the place of research. The type of data used in this study consists of two types namely primary data and secondary data. Primary data is divided into two considering the method used in this study is the mix method so that for dataQualitative primary sources are from key leaders in the Ambon Class I Port Authority and Authority Office. Whereas for the purposes of quantitative primary data sourced from the users of port services at the Ambon Class I Port Authority and Harbormaster Office. Secondary data is obtained through searches from various sources such as organizational documents in the form of policies, performance reports and other authentic data that are considered relevant. Qualitative data analysis in this study was carried out by referring to interactive data collection or collection models data with data analysis according to Huberman and Miles (Bungin, 2003).

### **IV. RESEARCH RESULTS AND DISCUSSION**

**A. Research Results**

1. An aspect of Accountability of Public Services of the Ambon class 1 Portion and Authority Office in the Port Field

**a. Program Aspect**

Based on documentation studies and the results of interviews with informants, the accountability of the Port Authority and Port Authority Office in public services was reviewed in the aspect of the program, revealed some interesting phenomena. This phenomenon is Ambon Class 1 Port Authority and Authority apparatus has carried out its duties as regulated in the Law in the field of Transportation, Government Regulation in the field of Port, Minister of Transportation Regulation, Minister of Transportation Decree and instructions on sea transportation secretary. Of all these regulations are guidelines for guidelines and technical guidelines for public services in the port sector. Ambon Class 1 Portinari and Authority in carrying out its duties and functions is adjusted to the guidelines or rules that have been set. In order to improve the quality of service and to facilitate

coordination with stakeholders, the Ambon Class 1 Portfolio Office and Authority has the authority to regulate and supervise all activities that occur at the port based on the Minister of Transportation Regulation Number: PM 36 of 2012 concerning Organization and Work Procedure of the Harbormaster and Authority Offices Port.

### **b. Aspect of Professionalism**

Based on the results of interviews with informants about accountability in the professionalism aspect of the apparatus in public services, it was revealed that professionalism is only interpreted internally in an organization that includes work in accordance with the capabilities possessed and implemented based on established guidelines and priority, and has not given priority to public interests. This happens because there is no professional code of ethics that serves as a guideline in carrying out the duties and responsibilities of providing services to the community or stakeholders.

### **c. Legal Aspects**

From the results of interviews and observations, the accountability of the public service bureaucracy in the port sector was legally reviewed, revealed that the Ambon Class 1 Port Authority and Port Authority Office had carried out their duties as regulated in the transport minister's regulation. According to Carino (1993) that program accountability is related to the results of government operations to achieve program effectiveness, the means that must be provided is a comprehensive performance audit which is an objective test of the financial performance and program operations of an organization using economical, efficient standards and predefined effects.

2. Supporting Factors and Inhibiting Accountability of Port Public Services at the class 1 Ambon Port Authority and Harbormaster Office:

#### **a. Supporting factors**

The results of the study revealed that the supporting factors intended were the support of the organizational structure of the organization which gave full authority to regulate and supervise public services in the port sector. The existence of apparatus resources and internet-based port service system and the existence of employee reward systems. In this connection, it can be explained some of the factors supporting the public service of the Ambon Class 1 Port Authority and Harbormaster Office as follows:

#### **(1) Institutional Structure**

The findings of the study show that one of the things that support the implementation of port services is the existence of a clear institutional structure from the Ambon Class 1 Port Authority and Harbormaster Office, which is representative enough to describe the various main tasks and functions of each institution. Whereas the elaboration of the main tasks and functions in each field in the KSOP is clearly explained through formal regulations. Like the description of the main tasks and functions of the Portfolio and Port Authority Office, it is regulated in the Minister of Transportation Regulation Number: PM 36 of 2012 concerning the Organization and Work Procedure of the Portfolio Office and Port Authority. Then the ministerial regulation was revised into Minister of Transportation Regulation Number: PM 135 of 2015 concerning Amendments to the Minister of Transportation Regulation No. PM 36 of 2012 concerning Organization and Work Procedure of the Portfolio Office and Port Authority.

#### **(2) Human Resources Apparatus**

The findings of the study revealed that the Ambon Class 1 Port Authority and Port Authority Office was viewed as being of sufficient quality, but the quantity aspect was still considered lacking. The quantity of apparatus resources in question is the inadequate number of apparatus with the workload at the Ambon Class 1 Port Authority and Harbormaster Office. Furthermore, other findings reveal that there is still a need for training that is relevant to the main tasks and functions to support the availability of apparatus resources from aspects of competence and skills. Thus indirectly with the availability of apparatus resources that have skills will facilitate the creation of quality services.

#### **(3) Internet-Based Port Service System (Inaportnet)**

To integrate the standard port information system in serving ships and goods physically from all agencies and stakeholders, the Ministry of Transportation applies Inaportnet, which is a single internet-based electronic service system. The application of Inaportnet for the service of ships and port goods is contained in the Regulation of the Minister of Transportation of the Republic of Indonesia PM 157 the Year 2015 concerning the Application of Inaportnet for Ship Services and Goods at the Port, dated October 13, 2015. The Inaportnet itself is for the service of ships and goods, which includes incoming ships, ships moved, ships out, moorings and cancellations. The application of Inaportnet services to ships and goods at the port is carried out in accordance

with the duties, functions, authorities, and responsibilities of each government agency and related stakeholders in the port based on the provisions of the legislation. Government agencies and related stakeholders in Ambon port include the Port Authority and Port Authority Office, Customs Office, Port Health Office, Agricultural Quarantine Office, Fish Quarantine Office and Fish Quality Supervision, *Pelindo* Ambon, Shipping Companies, and Port Loading and Unloading Companies.

#### **(4) Reward System**

Based on the results of the research, it shows that at the Ambon Class 1 Port Authority and Port Authority Office for apparatus has been given in accordance with applicable regulations because all matters relating to income, income, or incentives are already regulated in the legislation and need to be accounted for so that they will be guilty if the rights not given according to applicable regulations. For State Civil Apparatus incentives or salaries are regulated in the statute Number 5 of 2014 concerning State Civil Apparatus and Government Regulation Number 30 of 2015 concerning Amendments Seventeenth of Government Regulation Number 7 of 1977 Regarding the Salary Rules of Civil Servants.

#### **b. Obstacle factor**

From the results of the study revealed that the inhibiting factors in the bureaucracy accountability of port services are shipping and port law, coordination between stakeholders, paternalistic culture. The following can be explained by several factors inhibiting the implementation of port services as follows.

##### **(1) Regulation (Regulation on Shipping and Ports)**

Based on the Statute number 17 of 2008 concerning Shipping contains approximately 355 articles covering various kinds of problems related to maritime affairs such as shipping, navigation, environmental protection, seafarer welfare, maritime accidents, human resource development, community involvement, the creation of coast guard, and many again. In this case, The Statute Number 17 of 2008 concerning Shipping eliminates the legal monopoly held by *Pelindo* over commercial ports and thus opens the sector to the participation of other operators, including from the private sector. The law also provides clear separation between operators and regulators. According to current regulations, *Pelindo* has the authority to manage other ports (which are likely to compete) in their respective geographical control areas. According to the new law, most governance authority at the port level will be in the newly established port authority.

##### **(2) Inter Stakeholder Coordination**

In order to implement the Shipping Law of 2008 which mandates the separation between regulators and operators. Furthermore, the law explained that regulators are port authorities, namely government agencies at the port as authorities that carry out the functions of regulating, controlling and supervising port activities that are commercially operated. The Port Authority referred to here is from the Ministry of Transportation, represented by the Office of Harbormaster and Port Authority. Whereas for operators are Port Business Entities that can be represented by BUMN (*Pelindo*) or private parties. With the separation of Regulators and Operators, service in Ambon port can lead to a good national port order. Separation of the role of Regulators and Operators at the Port in addition to providing positive impacts such as the clear authority of each party. However, this separation has not run optimally because of several polemics that arise with the separation of the role.

##### **(3) Culture of Paternalism**

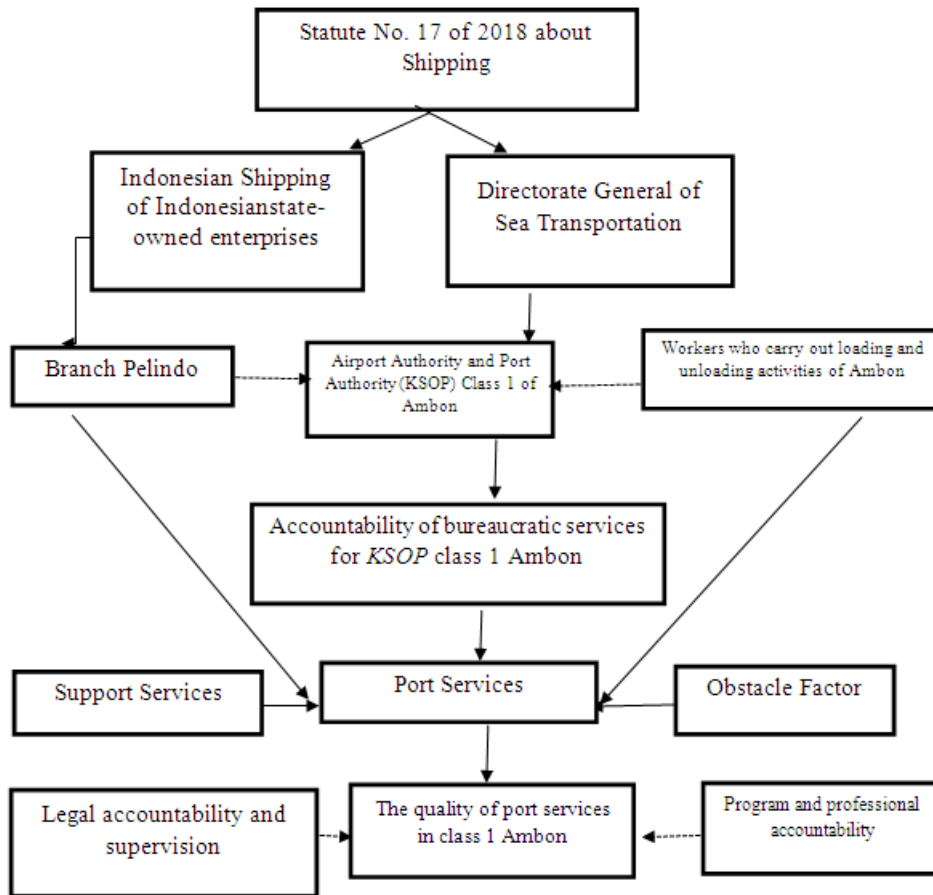
Externally, this paternalistic culture can be seen from the viewpoints of port service users of the apparatus if they are disadvantaged in the service process. Based on the results of the interview, it can be described that the community still considers leadership as everything for an officer who will be able to change the behavior of his subordinates because the leader is responsible for all activities carried out by the office. However, this certainly will not create good accountability, because good accountability will be reflected if the apparatus wants to receive input or supervision from anyone, including from the community.

#### **3. Existing Empirical Model of Accountability of Bureaucracy of Ambon Class 1 Port Authority and Harbormaster Office.**

Based on the results of the study, the empirical model of bureaucratic accountability in port services is generally used by the Ambon Class 1 Port Authority and Harbormaster Office based on the mechanism of the Directorate General of Sea Transportation of the Ministry of Transportation, which is hierarchical or vertical. Based on the results of the study that at the Ambon Class 1 Port Authority and Harbormaster Office, every budget year under the auspices of the Ministry of Transportation gets a budget allocation which is determined by the program planning and activities of the Directorate General of Sea Transportation. The mechanism for

distributing the amount of budget for each KSOP in all regions of Indonesia, including the *KSOP* class 1 Ambon. The mechanism for obtaining budget allocations to finance various programs and activities of public services in the field of port starts from the planning stage and proposing priority programs from each field in the KSS 1 class Ambon to the Directorate General of Sea Transportation. Based on the explanation above, the following can be visualized by the empirical model of Bureaucratic Accountability in Port Services in the Ambon class 1 Port Authority and Harbormaster Office as shown below:

**Figure 1.** Empirical Model of Bureaucratic Accountability in Port Services in the Ambon class 1 Port Authority and Harbormaster Office.



**B. Discussion**

1. Accountability of the Public Service of the Ambon Class 1 Portion and Authority Office in the Port Field

**a. Program Accountability**

In this study, program accountability is traced from the program planning process to the implementation of programs and activities by the Ambon Class 1 Port Authority and Port Authority Office. According to Carino (1993), that program accountability is related to the results of government operations to achieve program effectiveness, the means that must be provided is a comprehensive performance audit which is an objective test of the financial performance and program operations of an organization using economical, efficient standards and predefined effects.

**b. Professional Accountability**

Professional accountability occurs with greater frequency because the government is increasingly handling difficult and complex technical problems. In these circumstances, public officials must rely on skilled and expert subordinates to provide the right solution. Subordinates are expected to be fully responsible for their actions and work hard from the leaders of institutions who trust them to do the best work possible. If they fail to meet job performance expectations, they can be reprimanded or fired. If not, they hope to be given sufficient flexibility to be able to complete the work. Thus, professional accountability is characterized by the placement of control over organizational activities in the hands of subordinates with special skills or skills to get the job as

desired. Therefore, the key to the system of professional accountability is to respect the expertise in institutions (Romzek and Melvin Dubnick, 1987).

### **c. Legal Accountability**

Legal accountability according to Romzek and Melvin Dubnick (1987) is a form of bureaucracy that involves the application of controls for various public administration activities. Nevertheless, in contrast to bureaucratic accountability, legal accountability is based on the relationship between the controlling parties outside the body and members of the organization. That parties outside are not arbitrary; the party is an individual or group in the position of giving legal sanctions or affirming formal contractual obligations. Usually, these outsiders make laws and other policy mandates that public administrators must enforce or implement. In terms of policymaking, outsiders are "lawmakers" while public administrators have a role as "executors." The legal accountability relationship between control and control is also different where it is found between superiors and subordinates in the form of bureaucratic accountability. In the bureaucratic system, the relationship is hierarchical and based on the ability of supervisors to respect or punish subordinates.'

## **2. Supporting Factors and Inhibiting Accountability of Port Public Services at the Class 1 Ambon Port Authority and Harbormaster Office**

### **a. Supporting factors**

In the implementation of port services to the user community in the Ambon Class 1 Port Authority and Harbormaster Office, the results of the study revealed that there were several supporting or encouraging factors so that the implementation of public services to the user community went well and smoothly.

#### **(1) Institutional Structure**

The findings of the study show that one of the things that support the implementation of port services is the elaboration of basic tasks and functions. The formulation of the main tasks and function of positions in the organization has been determined to be a guideline and the basis for acting members of the organization. This finding is in line with the results of a study from Robbins (1995), which states that the institutional structure as a supporting factor is the environment faced by each organization to obtain all the resources needed by the organization in its survival as reflected in the formalization of the organizational structure reflected in the division of labor or grouping of functions, centralization of relations in hierarchy and capacity. The institutional environment is actually interpreted as something that includes all elements contained in an institution that have the potential to affect part or all of the organization. Institutionalism is reflected in the map or organizational scheme that gives an overview of the overall activities and processes that occur in the organization.

Furthermore, the findings of other research results reveal that the organizational structure that has been established by regulation is the formal mechanism by which the organization is managed. The organizational structure shows the framework and arrangement of the realization of a fixed pattern of relationships between functions, parts or positions as well as people who show different positions of duties and authority and responsibilities within an organization. The findings of this study are also supported from the view of Soeprapto (2005) stating that to provide services to the community several factors are often encountered and influence in an effort to realize the quality of public services, among which is the organizational structure. The structure is an arrangement in the form of a framework that gives shape and form, thus it will see the work procedure. In a government organization, a procedure is a set of actions that are set first, which must be passed to do a task. Meanwhile, in this concept it is said that the organizational structure can also be interpreted as a relationship of characteristics, norms, and patterns of relationships that occur in government organizations that have potential good relations with what they have in running.

#### **(2) Apparatus Resources**

In line with the results of Dwiyanto's study (2005), the quality of public services provided by the bureaucracy will be influenced by various factors, one of which is the level of competency of the apparatus. This shows that carefully examined factors that affect the quality of public services cannot be seen from just one aspect but from the results of the interaction of various aspects of an organization. Theoretical support also conveyed by Steirs (1996) states that the main factors that influence the effectiveness of an organization are the factors of workers or members of the organization because they are the ones who in the long run will facilitate the organization.

#### **(3) Reward System (Incentives)**

Incentives determine people's motivation to work because if they are given incentives according to their professional skills and abilities they will work optimally without discrimination. This finding is in line with Westra (1990) 's view that as long as people have not been able to meet their physical needs, that person will

always be in a state of unbalance so that they lack support for the organization's established programs. Consider the needs of decent living and work performance that are regulated through an incentive system by considering education, achievement, productivity, and high discipline. If employees have high productivity and are diligent then they have a higher salary than employees who have low productivity and are lazy. This is what spurred employees to improve work performance in providing services so as to increase incentives with their welfare.

**b. Obstacle factor**

The culture of paternalism in the performance of public services refers to the relationship between the leader, who functions and is a father, with the community, who is a child. In the context of the public service system, paternalism has two dimensions. First, the paternalism relationship between the bureaucratic apparatus and the service user community. Second, the relationship between paternalism that occurs between leaders of agencies or superiors with officials of the implementing staff or subordinates. The first Paternalism refers to external relations, while the second paternalism refers to internal relations, that is, within the organization of the bureaucracy itself.

Basically, the pattern of relations is paternalism according to Blau and Scoot (in Dwiyanto, et al: 2002: 173), more informal, very personal, and informal habits that develop in the bureaucratic structure. The style of the relationship cannot be separated from the influence of feudalism, which is a mental attitude that determines the forms of relationships and interactions between fellow group members. Patterns of interaction in feudalism are usually built on asymmetrical relationships, not egalitarian, as with the existence of exclusivism in interacting with someone because of differences in terms of age, position, role, position and status (Hardjowirogo in Dwiyanto, et al: 2002: 173). Feudalism in the bureaucracy arises and develops in the form of asymmetric patterns of relations or interaction between bureaucratic officials and the public, bureaucratic arrogance, differentiation of services, as well as a culture of bribery in the bureaucracy. Feudalism in other bureaucracies is a taboo culture and fear from subordinate officials to criticize the attitude or actions of leaders, recruitment of officials on the basis of personal relationships, nepotism or the tradition of giving gifts to officials. (Dwiyanto, et al: 2002).

**3. Model of Public Service Accountability at the Ambon Class 1 Port Authority and Harbormaster Office**

In this study, the model described is a summary of actual reality (empirical model), which is then modified into a model recommendation, which attempts to illustrate an ideal form of bureaucratic accountability in port services at the Ambon Class 1 Port Authority and Harbormaster Office. Therefore, in this section, the author tries to explain and describe the recommendation model according to the findings of the field, which is then juxtaposed with the concepts and theories of accountability.

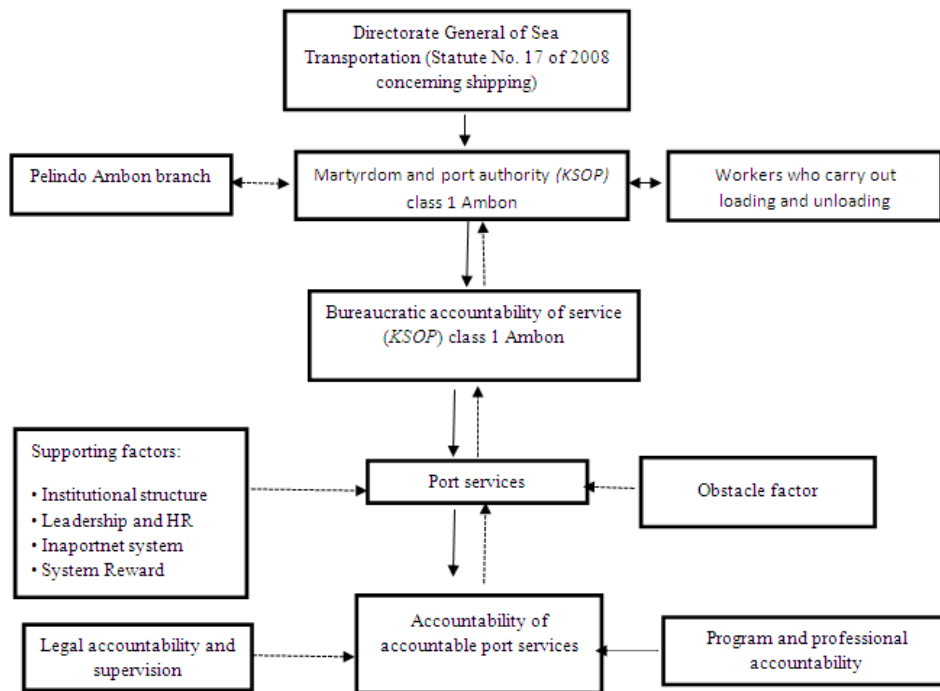
The results of research on bureaucratic accountability in port services at the Ambon Class 1 Port Authority and Harbormaster Office measured by program accountability, professional accountability, legal accountability and political accountability adopted from Romzeck and Ducnick's (1987) accountability model revealed that between planning and implementation the program is appropriate, the program is based on the needs of the organization. Therefore the programs and activities carried out so far have answered the port problems in Ambon City. Then for professional accountability, it is known that the executing services of port services to service users have met the standards, both in quantity and quality. Then supporting facilities and infrastructure services are also adequate because it is supported by an internet-based service system (*inaportnet*). For legal accountability, it is found that legal instruments that guarantee the organizational structure of the Port Authority and Port Authority are available, but legal instruments that serve as guidelines or references in working for officers still occur misunderstanding in their implementation.

According to Romzeck and Ducnick (1987) that strategies for managing expectations, accountability of public administration take various forms. The focus here is on four alternative systems of public accountability, namely bureaucratic accountability, political accountability, professional accountability, and legal accountability. Furthermore, it is said that each is based on differences involving two important factors: (1) whether the ability to set and control expectations is held by certain entities within or outside the institution; and (2) the level of control the entity provides in determining the institution's expectations.

Based on the analysis of all indicators in the implementation of bureaucratic accountability in port services at the Ambon Class 1 Port Authority and Harbormaster Office, it can be visualized the recommendation model or alternative bureaucratic accountability model in port services at the Ambon class 1 Port Authority and Port Authority Office as shown following.



**Figure 2.** Bureaucracy Accountability Recommendation Model in Service Services Port in Ambon class 1 Port Authority and Port Authority Office



## V. CONCLUSION

Accountability of the bureaucracy in port services at the Ambon Class 1 Port Authority and Port Authority Office which is measured by program accountability, professional accountability, legal accountability, and political accountability. The results of the study revealed that the planning and implementation of service programs and activities were sufficiently in line; Accountability in the professionalism aspect of the apparatus in public services revealed that professionalism is only interpreted internally in an organization that includes work in accordance with the capabilities possessed and implemented based on guidelines that have been established and prioritized, and has not given priority to the public interest; Accountability of the bureaucracy reviewed from the legal aspect revealed that the Ambon Class 1 Port Authority and Port Authority Office had carried out their duties as regulated in the transport minister's regulation.

Furthermore, the findings of the study show that one of the things that support the implementation of port services is the existence of a clear institutional structure from the Ambon class 1 Port Authority and Harbormaster Office, which is representative enough to describe the various main tasks and functions in each field and section; The class 1 Ambon Port Authority and Port Authority Office apparatus, seen from the aspect of quality, is considered sufficiently qualified, but the quantity aspect is still considered lacking; Application of *Inaportnet* to integrate a standard port information system in serving ships and goods physically from all agencies and stakeholders; Incentives determine people's motivation to work because if they are given incentives according to their professional skills and abilities they will work optimally without discrimination. The inhibiting factor of bureaucratic accountability in port services at the Ambon Class 1 Port Authority and Harassment Office is: multiple interpretations of regulations on shipping and seaport, the law also provides a clear separation between operators and regulators but the fact that *Pelindo* is still in control port policy; Paternalistic culture in bureaucratic life can be seen from the attitudes and behavior of subordinates to superiors.

The port service accountability model at the Port Authority and Port Authority Office in Ambon Port 1 Port concluded that the accountability model used was closer to the old public administration pattern. This is seen from the pattern of port activities, starting from the planning and implementation stages of public service activities that still embrace formal, hierarchical and legal accountability.

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