
RESEARCH ARTICLE

Accountability of Building Approval Services in Gowa District

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ABSTRACT

This research aims to find out 1) the accountability of building approval administration services and 2) the determinant factors in the accountability of building approval services. The research used a qualitative method with a phenomenological approach. Data sources used primary data through observation and interview instruments and secondary data through reviewing various documents. The data analysis technique uses an interactive model: data collection, condensation, data presentation, and verification/conclusion. The results of this study show 1) Public service accountability for Building Approval in the one-stop integrated investment and service office in Gowa Regency is considered not to have gone well because there are still employees who do not follow procedures in providing PBG management services to applicants and there is no clarity of information and costs displayed on the SIMPG website page or contained in each DPMPTSP agency and the Gowa PUPR Office, and 2) Determinant factors in Building Approval services in Gowa Regency are considered less acute due to the presence of employee resource factors in quantity and quality that have not yet marked and communication factors that do not run optimally.

KEYWORDS

Accountability, Service, Building Approval

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1. Introduction

The government, in carrying out its duties as a servant of the state, will be influenced by citizens in carrying out its functions and duties. Accountability is required to create good, democratic and trustworthy governance. Government institutions that have public accountability mean that these institutions are always willing to be accountable for all activities observed by the people. Likewise, the community, in exercising control, has a great sense of responsibility for the common interest. Not just for the benefit of groups or groups alone.

One of the efforts that can be made to create order and continuity in the governance system is through the concept of good governance. Pinto (in Sjamsiar, 2017: 41) defines good governance as the practice of exercising power and authority by the government in managing government affairs in general and economic development in particular. The concept of good governance is one of the references in efforts to improve quality in several aspects of governance. The implementation of good governance is a prerequisite for the government to realize its aspirations and achieve the goals and ideals of the nation and state. For this reason, it is necessary to develop and implement an appropriate, clear and measurable accountability system so that governance can run cleanly and responsibly and free from corruption, collusion, and nepotism. Improvement of the government system is carried out by changing several important aspects of it, one of which is changes in public service accountability.

Accountability is a process that is manifested through the provision of public services that are fast, responsive, and inexpensive. However, looking at the condition of the ideals of realizing accountable government in Indonesia seems to remain a never-ending story. There are many factors that cause it, some of which are corruption, collusion and nepotism, disobedience to the law so that

its enforcement is very weak, the use of power that exceeds reasonable limits, weak mental control of leaders, officials, and implementers of government bureaucracy. The widespread practices of corruption, collusion, and nepotism in the life of the public bureaucracy have further tarnished the public image of the public bureaucracy. It is realized that the public service delivery by the bureaucracy in Indonesia is still faced with an ineffective and inefficient government system and the inadequate quality of human resources of the apparatus. This can be seen from the many complaints and complaints from the public, both directly and through the mass media, such as convoluted procedures, no certainty of completion period, costs that must be incurred, requirements that are not transparent, the attitude of less responsive officers, and others, thus creating an unfavorable image for the government.

Public service is a vital focus or concentration in public administration science. According to Sinambela (2016), in its development, the services provided by the government to the people continue to experience updates, both in terms of paradigms and service formats in line with the increasing demands of society and changes within the government itself. However, the renewal seen from both sides is not yet satisfactory; even the community is still positioned as a powerless and marginalized party in the service framework. Therefore, the service system in the government bureaucracy is considered unable to implement the Government Regulation/ *Peraturan Pemerintah (PP)* on the Implementation of Law Number 25 of 2009 concerning Public Services, which demands to create and provide excellent service to the community by upholding the values of integrity, honesty, and fairness.

One public service sector often in the spotlight is public services in the licensing sector. The problem that is still symptomatic at this time is that public services in the licensing sector are still unsatisfactory, including the management of building construction permits/ *Izin Mendirikan Bangunan (IMB)*. Of all types of licensing services, licensing services in the *IMB* service is one of the services with a relatively high level of applicants. Gowa Regency shows that the *IMB* service is a very high type of service, which is around 1268 individuals and housing developers (*Buku Profil Perijinan BPPT Kabupaten Gowa, 2020*). This is because *IMB* permits have a very important role in establishing buildings. The existence of this *IMB* is intended so that the regency government can take a role in controlling the physical data collection of the city as a very important basis for planning, supervising, and controlling physical development in the regency, especially Gowa Regency. It is intended that the administration of government in Gowa Regency will be directed and is also very beneficial for building owners in order to provide legal certainty for the establishment of the building concerned, as stated in the Regional Regulation of Gowa Regency Number 04 of 2014 concerning Building in Chapter I article 33.

The *IMB* management service system carried out by the Gowa Regency PTSP Office has undergone changes with the increase in services to Building Approval Services/ *Persetujuan Bangunan Gedung (PBG)*. With the issuance of Law Number 11 of 2020 concerning Job Creation, several laws have changed, and one of them is Law Number 28 of 2002 concerning Building, which amends, deletes, or establishes new regulations. Article 1 point 11 of the Law states that Building Approval is a license given to building owners to build new, change, expand, reduce and/or maintain building buildings in accordance with Building technical standards.

This *PBG* was previously referred to as Building Construction Permit or *IMB* based on Law Number 28 of 2002 on Building and Government Regulation Number 36 of 2005 on the Implementation Regulation of Law Number 28 of 2002 on Building. It is explicitly stated that the Building Construction Permit is a license granted by the Regency/City Government to the building owner to build new, change, expand, reduce and/or maintain the building in accordance with the applicable administrative requirements and technical requirements.

Looking at the two definitions of *IMB* and *PBG*, both have the same meaning for obtaining licenses and no longer require administrative requirements, so it is convenient for building owners to erect a building according to its function. However, on the other hand, it must comply with Building technical standards to maintain the reliability of building buildings in terms of safety, health, comfort, and convenience.

It is understood that public services organized by the government include public services and administrative services. Both are running to realize the performance of good government services. The government itself, as the holder of control over the direction of state policy according to Law of the Republic of Indonesia Number 30 of 2014 concerning Government Administration article 1 paragraph 2, has five functions, which are also government duties as an organization that works and is tasked with managing the government system, formulating and determining various policies related to these five functions. The five functions referred to are listed in the law and include regulatory, development, protection, empowerment, and service functions. If the five functions are carried out properly in real form, the presence of the government itself will be felt directly by the community. In addition, the government function will also be directly responsible for the direction of state policy and governance (Susetiyo and Anik Iftitah, 2021).

Various *PBG* licensing problems in the Gowa Regency are currently always faced with a less credible government bureaucracy. One of them is the low implementation of accountable services to the public, including service activities in building approval/ *Persetujuan Bangunan Gedung (PBG)*. According to Jaharuddin, 2014 (in Akhmad and Haedar Akib, 2014), licensing problems faced

by the Integrated Service Office of Gowa Regency, which was previously still in the *IMB* system, there were 20.7% of buildings that still had not received *IMB*, and the processing took a long time, namely 1 to 2 months. This shows that the administrative accountability of the public service process carried out by the *PTSP* Office is considered not well applied according to public expectations.

On the other hand, the problem that has arisen since the transition of *IMB* to *PBG* is that many people do not understand the flow of the *PBG* mechanism, which the Gowa *DPMPTSP* Office has not fully socialized. In addition, several *PBG* applicants proposed transitions and new ones in 2022 that are not resolved.

In addition, the *PBG* service is actually divided into two agencies, namely *DPMPTSP*, which only provides and serves the community in the *PBG* registration process; the rest for processing measurements, scoring and so on are carried out by the Public Works and Spatial Planning Office/ *Dinas Pekerjaan Umum dan Penataan Ruang (PUPR)* of Gowa Regency which has many roles in issuing *PBG*. This condition actually makes the flow of *PBG* services more complicated, and also unclear information about the Standard Operational Procedure displayed at *DPMPTSP* and *PUPR* Gowa.

As is known, the SOP (Standard Operational Procedure) is important to follow because it is a reference in the implementation of the Building Construction Permit (*IMB*), which has now changed to Building Approval (*PBG*). The SOP in question is in accordance with PP Number 16 of 2021 concerning the Implementation of Law Number 28 of 2002 concerning Building Buildings, which is used as a guideline in the implementation of accountability for building approval services (*PBG*), as the flow stipulated in the *PBG* SOP in PP Number 16 of 2021 concerning the Implementation of Law Number 28 of 2002 concerning Building Buildings.

Since the transition of building licensing to *PBG* in 2022 until 2023, there have been various criticisms and suggestions that have come from *PBG* applicants to *DPMPTSP* and to the Gowa *PUPR* agency, namely regarding service fees, followed by service procedures and the attitude and behavior of officers who are considered not to provide certainty of the time and costs paid by the applicant. The community considers this condition as a form of lack of administrative accountability shown by the *DPMPTSP* and the Gowa *PUPR* in providing *PBG* management services.

The accountability of *PBG* management carried out by the Investment and Integrated Service Office of Gowa Regency also shows other problems, namely the low ability of government officials to supervise their internal personnel, especially service personnel. The system of procedures and service mechanisms applied tends to be unprofessional. It often ignores the public's interest in providing good services such as compliance in entering the office on time, working during working hours, and following standard operating work procedures. This is often what is not implemented properly by department employees. Naturally, the public often voices the importance of service accountability for internal government. According to Sanderson (2010) in Wijaya (2007), the success or failure of service activities is determined by the supporting and inhibiting factors of government policy. Implementation and policy processes are the main form and very decisive stage.

DPMPTSP of Gowa Regency, in carrying out its duties to provide *IMB* and *PBG* management services, uses two doors in implementing *PBG* management, and there are still various problems that occur in the enforcement of local regulations relating to *PBG* management. It is not uncommon for the agreed rules to be violated by the apparatus on duty. The service provided by the apparatus is still considered slow, and there is no accuracy in the completion of the management. The processing time that should be given is 3-4 weeks, but what happens is that the process lasts up to three months. In addition, the sanctions imposed on officers who make mistakes have not been maximally applied. Service is considered quality if it does not cause complaints from the people served. Tjiptono (2009) explains that each service organization must define quality based on its own goals, expectations, culture, and customers. That is, a quality service if there is conformity with the requirements that have been set in the service.

Observing the above phenomenon related to *PBG* management services, which are still considered slow in completion, it can also occur because of human resources or employees whose educational qualifications are not adjusted to their duties and functions, for example, employees who have educational qualifications for Biology Education but are placed in the *PBG* registration service unit, which should be occupied by employees whose qualifications are Bachelor of Public Administration. Therefore, to support the smooth running of *PBG* management services, it is very important that an organization has human resources who have competencies in accordance with their duties. For this reason, employee competency adjustments must be made to the placement and assigned tasks. Competence is the basic ability and quality of work needed to do a good job (Furham, 1990) in Zubaidi et al. (2019: 69). According to Aruan (2003) in Zubaidi et al. (2019: 69), the competence of local government apparatus means the ability that must be possessed by an apparatus in the form of knowledge, skills, attitudes, and behaviors required in carrying out their duties.

In addition, the cause of the unaccountable service process is due to the competence and division of tasks, which are not in line with the responsiveness of the service provider, in this case, the employees of the Gowa Regency PTSP Office. These employees should be able to show a professional attitude in serving the community and in accordance with established regulations by following all standard operating work procedures. Hadi & Tarwan, 2018 in Razak et al. (2022) suggest that the responsiveness of each institution and its processes must be aligned with efforts to serve various stakeholders. Alignment between the services of public organizations with the needs and desires of the public will improve the performance of these organizations.

Various reviews of experts describe quality service, which is certainly a demand for the Investment and One-Stop Integrated Service Office of Gowa Regency. The implementation of an accountable service system is a form of administrative accountability for every *PBG* service process provided to the community. Although the Gowa Regency *PTSP* Office has made various efforts to provide *PBG* services in an accountable manner, the level of public satisfaction in 2021 for *PBG* management is still unsatisfactory with indicators of procedures, employee attitudes and appearance, employee abilities, and availability of facilities and infrastructure.

Based on information from officers and secondary data at the One-Stop Investment and Integrated Service Office, the number of *PBG* applicants in 2022 was 33, which means an average of 3 *PBG* applicants per month. In 2023, there was a considerable increase in the number of *PBG* applicants; namely, from January to May 2023, there were 38 applicants, which means an average of approximately 8 people per month. The information obtained from the *PUPR* Office is somewhat different because the *PUPR* Office calculates not the number of applicants but is calculated on the basis of the number of building units that have been issued. So, if a developer applies with 50 units, then *PUPR* counts 50 *PBG* applicants, while *DPMPTSP* only counts one *PBG* applicant. Based on information from *PUPR*, the number of building units proposed in 2022 is 442, while in 2023 until August, it has reached 483 building units. This means that the data available at *PUPR* has also increased significantly. Based on secondary data, it is known that as far as the *PBG* management service process at the One Stop Integrated Investment and Service Office and the Gowa *PUPR* Office of Gowa Regency since 2022 shows a response by *PBG* administrators, the majority of the community feels less satisfied with the *PBG* services provided. This means that the *PBG* service process implemented so far is still less accountable in the administrative process for all service administration activities.

From the description above, the authors are interested in researching the accountability of building approval services at the One-Stop Integrated Investment and Service Office and at the *PUPR* Office of the Gowa Regency. On that basis, the following research problems were formulated: (1) How is the accountability of the building approval service process in Gowa Regency? (2) What factors determine the accountability of building approval services in Gowa Regency?

2. Methodology

This research is qualitative research that aims to provide a systematic, factual, and actual description of the object under study, in this case, a description of the management of Building Approval/ *Persetujuan Bangunan Gedung (PBG)*. This research uses a phenomenological approach, which is intended to provide a systematic, factual, and actual description of the management of Building Approval/ *Persetujuan Bangunan Gedung (PBG)*. This approach is an imperative study that is what it is about the experiences, observations, and information from the object. It aims to understand and describe situations, events, and human behavior that arise and occur daily at the One-Stop Investment and Integrated Services Office/ *Dinas Penanaman Modal dan pelayanan Terpadu Satu Pintu (DPMPTSP)* and the Public Works and Spatial Planning Office/ *Dinas Pekerjaan Umum dan Penataan Ruang (PUPR)*. The phenomenological approach is one of the renewal ways to examine the relationship between humans and their environment, in this case, the relationship between officers and applicants at the research location. Data sources consist of two types, namely: (a) Primary data sources, namely data sources that directly provide data to data collectors, and (b) Secondary data sources, namely data obtained indirectly. Primary data sources are determined, and informants are selected through purposive sampling techniques, which are selected with certain considerations and objectives. To facilitate the research process, researchers must utilize facilities in the form of instrument development matrices, observation guides, interview guidelines, and documentation search guides in collecting data so that research is easier, more careful, complete, and systematic so that it is easy to process and the results are valid and reliable. Analysis in qualitative research tends to be done inductively, and meaning is essential (Moleong, 2006: 04). Data collection in this study, according to Sugiyono (2016), was carried out through interviews, Observation, and documentation with data validity tests in qualitative research including tests, credibility, transferability, dependability, and confirmability. The data analysis technique used is descriptive qualitative through in-depth interpretation and meaning. This qualitative descriptive analysis is closely related to the qualitative descriptive research approach as a researcher who intends to understand the phenomenon of the subject matter in the research through the data analysis process carried out with the interactive model technique by Miles, Huberman, and Saldana (2014) there are four flows, namely, data collection, data condensation, data presentation, and verification/conclusion.

3. Results and Discussion

3.1 Accountability of Building Approval Service Administration

Accountability of the *PBG* service process: the advantages of obtaining a building permit are that the administrative process is made easier by utilizing technology, besides that the building function is not only one but can be mixed, and there is government supervision of the building to be built. Based on the research findings from the dimension of compliance with procedures, the implementation is considered less than optimal because information on *PBG* management procedures refers to Standard Operating Procedures (SOPs) and service standards that are in accordance with regulations set by the Ministry, but the SOP information is not clearly published through the website. It should be better to support *PBG* service activities, which are the responsibility of *DPMPTSP* and also *PUPR* Gowa, if the entire flow of *PBG* applications, terms and mechanisms are displayed in the room and not only published through the website so that it can make it easier for applicants to carry out the *PBG* management process, considering the condition of the community is not fully able to understand the technology to manage *PBG* online.

The findings of this study also show that the procedure for *PBG* management at *DPMPTSP* is quite convoluted because the information that can be obtained by the applicant both on the *PUPR* website page and the procedures displayed at *DPMPTSP* Gowa are not clear about all the requirements that the applicant must meet. *PBG* management information is generally not displayed in the room, be it a picture of a direction sign. While procedurally in the *PBG* management at *DPMPTSP* Gowa, the *PBG* management procedure starts from several stages, namely from the community (applicant) to the service counter to take the form, fill out the form and complete the administrative requirements after all the files are complete, registration is carried out for the next stage submitted to the Licensing and Non-Licensing A field for data entry and verification after that, forwarded to the Spatial Planning office for the technical review process until the issuance of the Regional Retribution Determination Letter/ *Surat Ketetapan Retribusi Daerah (SKRD)* and payment is made and the last stage is printing the Building Approval Certificate/ *Persetujuan Bangunan Gedung (PBG)*.

In essence, the improvement of public service systems and procedures towards excellent public services provided by apparatus/bureaucrats to the public Zeithami and Berry, (1988) (Sinambela, 2011). Reliability, namely the ability to carry out the promised services precisely and reliably further Firmansyah (2022) explains that these elements include: The public service provider organization, in this case, is a government organization as a public service provider which is focused on: Information systems and Standard Operational Procedures (SOP) should be carried out with full attention so that it is hoped that it will generate a positive view both from customers and apparatus that provide services. Therefore, the implementation of public services must be carried out and run based on the principles of service in accordance with applicable regulations, one of which is clarity regarding service fees, which is often an easy land for unscrupulous employees who are not responsible for their functions and duties as state civil servants.

Indicators of public services with cost certainty are considered less than optimal implementation because cost certainty does not have clarity based on Ministry Regulations and Gowa Regency regulations Number 13 of 2013 concerning the determination of unit prices for building structures and building infrastructure and Perda Number 4 of 2018 concerning certain licensing fees and retribution payments that are equipped with evidence/receipts showing transparency in retribution fees. Looking at the calculation system of the amount of retribution fee in *PBG* processing that must be paid by the *PBG* applicant where for semi-permanent building types with an area of 51-100m² and only one floor, a fee of IDR. 450,000 will be charged, and the *PBG* retribution payment system can also be made at the bank, and the proof of payment will later be uploaded into the *SIMPG* system as proof of payment. *PBG* Retribution is imposed on *PBG* applicants for the issuance of *PBG* and Certificate of Functioning/ *Sertifikat Laik Fungsi (SLF)*, which includes consulting services for compliance with technical standards, issuance of *PBG*, building inspection, issuance of *SLF* and Building Ownership Certificate/ *Surat Bukti Kepemilikan Bangunan Gedung (SBKBG)*, and printing of *SLF* plaque.

Based on Gowa Regency Regulation No. 4 of 2014 concerning buildings and structures, it is explained that in determining the unit price of building structures and building infrastructure in the territory of Gowa Regency, the applicant only pays the *PBG* retribution fee that has been determined based on the legal basis of Regional Regulation No. 4 of 2018 concerning certain licensing retribution. Cost is one important measure that shows whether a public service is accountable or not. Costs are generally associated with the level of service accountability because cost transparency in services is something that is vulnerable to manipulation. So, clarity over the details of costs is something that must be implemented in the process of organizing public services. The accountability of public services from the aspect of cost is measured by looking at the basis for determining the amount of service costs, the suitability of the standard amount of costs with the costs received by the community, and the clarity of service cost information. Payment of *PBG* retribution at *DPMPTSP* is made by the applicant through the BPD bank using online payment or direct payment to the bank according to the number of fees charged by the technical field, in this case, the Spatial Planning office with the legal basis of Perwali and Perda. Based on the findings in the field, researchers did not find any additional fees other than the *PBG* retribution fee itself.

PBG service accountability is seen from the dimension of service time, where the service time referred to in this case is the time used to manage licensing services until the service process is completed. Zubaidi et al. (2019) Determination of PBG processing time standards based on standards set at DPMPTSP. The time determination in the SOP does not match the reality in the field, and there is no clarity of time in the process of examining PBG documents, which only promises that the applicant will be contacted if the file is complete or there are files that need to be corrected, and sometimes even what often makes a long time is the determination of the Supervisor to determine the Technical Assessment Team/ *Tim Penilai Teknis (TPT)* or Expert Professional Team/ *Tim Profesi Ahli (TPA)* at the consultation stage if the uploaded documents are complete where the technical team with a lot of work results in a lack of time to consult and examine PBG documents So that in this case the indicator of compliance with time standards is considered less than optimal. In addition, the PBG management time basically in the management of PBG in Gowa already has a standard time set by the PUPR ministry, namely for 28 working days, but it is precisely the time standards that have been set sometimes the employees, especially in the Gowa PUPR office, stall or delay examining the files from the applicant so that the PBG issuance also takes a long time.

The expectation in service accountability that is highly expected by the public is the certainty of time given by local employees to the applicant, and when looking at the PBG settlement time process, it is often in the process of managing PBG for a long time due to the examination of documents that must be adjusted to the rules and sometimes there are technical documents that are not suitable so that they are needed to be completed by the applicant, but the applicant himself takes a long time to respond and complete the missing files. This is what makes the permit processing delayed until the applicant completes all the files that are considered incomplete.

Furthermore, the responsive dimension is that the service provider must be responsive, friendly, disciplined, polite and friendly, and provide sincere service. The competence of service providers is one of the public service standards. The competence of service providers must be determined appropriately based on the knowledge, expertise, skills, attitudes and behavior needed so that the PBG management services from the DPMPTSP office and the Gowa PUPR office provided can be of high quality and quality. The Gowa government, in this case, DPMPTSP and PURP as the PBG service center, must be more responsive or more responsive to what is needed by the community and know better how best to provide public services to the community. The research findings show that the community received a good response to the PBG service. This can be seen from the responses of the majority of people who responded that the DPMPTSP employees and PURP Gowa office employees at the time of management, where employees were polite, friendly, and disciplined, so the indicators of responsive public services are considered good enough. According to Sutedi (2010), there are several reasons why building a building requires PBG. First, so as not to cause a lawsuit from other parties after the building is built, before erecting a building, there must be clarity on the status of the land concerned.

3.2 Determinant Factors in the Accountability of Building Approval Service Administration

A good service delivery system can be seen from the amount of human resources owned by the DPMPTSP agency and the Gowa PUPR office effectively utilized to serve the needs of PBG applicants. The tasks or activities of the apparatus office are detrimental to the service interests of the community who want to arrange PBG. From the research findings, which are the Determinant factors inhibiting PBG public services at DPMPTSP Gowa, they are considered less accountable due to employee resource factors in quantity and quality that are not yet smart and communication factors that do not run optimally. Accountability as an instrument of control can achieve success only if (Raba, 2006) Public employees understand and are responsible for their expected results. The implementation of services shown by DPMPTSP employees and from the Gowa PUPR Office does not actually solve the community's problems in terms of the status of the building they own; even with the PBG, the community feels a new problem which is considered information in the implementation of PBG services which is dominated by the use of technology, but the government does not realize that the condition of public knowledge is not all of them can understand technology; moreover, the information displayed on the DPMPTSP website about PBG is also unclear starting from the mechanism, procedures and stages of PBG management so that applicants experience difficulties in managing PBG. There are six factors of public service, according to Moenir (2006: 88), namely "1) Awareness factor, 2) Rule factors, 3) Organizational factors, 4) Income factors, 5) Ability and skill factors, and 6) Service facilities factors.

Service orientation shows how much bureaucratic energy is utilized for the delivery of public services. A good service delivery system can be seen from the amount of human resources owned by the DPMPTSP agency and the Gowa PUPR office effectively utilized to serve the needs of PBG applicants. The duties or activities of the apparatus office are detrimental to the service interests of the community who want to arrange PBG. With the provision of activities outside the main task of service, sometimes employees at DPMPTSP and also employees of the Gowa PUPR office tend to ignore the applicants who are served due to various other work tasks that local employees must complete.

4. Conclusion

The research findings conclude that a) Public service accountability for Building Approval at the one-stop integrated investment and service office in Gowa Regency is considered not running optimally. This is indicated from each dimension of service accountability, starting from compliance with procedures whose implementation is still not good because there are still employees who do not follow the PBG management procedures referring to the SOP and service standards that are in accordance with the regulations and have been published through the website of the Ministry of PUPR. Public services with cost certainty are considered poor because information on cost certainty is still unclear, displayed on the SIMPG page and information provided directly by Gowa DPMPTSP employees. b) Determinant factors inhibiting PBG public services at DPMPTSP Gowa are considered less accountable due to employee resources in quantity and quality that have not yet been marked.

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