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Research Article

THE ACCOUNTABILITY OF LOCAL GOVERNMENT IN PRIMARY EDUCATION MANAGEMENT IN KENDARI

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ABSTRACT

This study aims to analyze and describe the accountability of local government on the provision of primary education. The study uses a qualitative approach, a procedure that emphasizes research on the characteristics of natural background, the researcher as an instrument, and the data is collected through in-depth interview, observation and documentation. The focus of research results in written and spoken descriptive data and is analyzed inductively. The results show that there are three (3) forms of accountability by local government in the management of primary education in Kendari, namely: (1) Hierarchical Accountability, an accountability of Head of Department of Education and Culture of Kendari, which outlined in a report called the Performance Accountability Report of Government Agencies (PARGA), (2) Political Accountability, namely accountability of Mayor of Kendari made in the form of a report consisting of (a) Report of Regional Government Administration (RRGA), (b) Description Report of Accountability (DRA) of regional head, (3) accountability to citizens and to its stakeholders. Of the three forms of accountability, only hierarchical accountability and political accountability are routinely carried out at the end of each fiscal year.

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INTRODUCTION

Government accountability in the management of primary education has always been an interesting issue to be studied, because the center of the practice of government administration is in the issues around accountability (Frederickson, 1997: 172), while the management of primary education provided by the government is a basic service and become one of the core public service that is essential for improving the quality of life of citizens (McKevitt, 1988: 1). Education is the key to excellence, even is an existence for countries in the global competition, so it should be a priority in the era of globalization, the main argument is that globalization brings the value of democracy, and a successful democracy is a democracy that is supported by education (Olsen et al 2000: 1). Law Number 20 Year 2003 on National Education System mandates that central government and regional governments must provide services and facilities as well as the guarantee of implementation of good-quality education for every citizen without discrimination. The mandate of Law No. 20 Year 2003 gives meaning that every citizen of Indonesia has the same right to obtain the quality education in accordance with interests and talents he/she has, regardless of social status, race, ethnicity, religion, and gender.

The evidence indicates that what is stated in Law No. 20 Year 2003 on National Education System is still far from the people's expectations, especially reviewed from the aspect of accountability in which the management of primary education held by the government still characterized by unaccountable bureaucracy. The low public satisfaction with the performance of local government is proposed by Fauzi, who responds to the findings of the survey on the level of public satisfaction with government performance during the era of reform which is still low. Further Fauzi stated that: "The implementation of government devoted to the public, then the government should be oriented to the satisfaction of the public. If the public satisfaction is only 31 percent, meaning the problem is 69 percent." (Merdeka.Com: Fauzi, June 6, 2013, 16:24).

The problem of the low of public satisfaction with government performance actually quite suggests that the government has not properly applied the principle of accountability in the public service including the management of primary education. The focus of this study is the question of how exactly the form of accountability by local governments in the management of primary education in Kendari? The purpose of this study is to describe and analyze the forms of accountability by local governments in the implementation of primary education management in Kendari.

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REVIEW OF LITERATURE

Theory of Accountability

Accountability is an important concept for the overall democracy of Western countries. As written by the review committee of public agencies of Victoria, Canadian Royal commission on financial management and accountability that the relevance of accountability is very appropriate in a democratic government during the 1970s. They revealed that the discrepancy in the management of government stems from a weakness caused by accountability. According to Sangkala, accountability is a concept that continually progress and is continuously used because it gives the image of transparency and trust to those who run it (Sangkala, 2011: 29), therefore in order to exactly understand the concept of accountability, it is important to determine the domains of any aspect that can be used as benchmarks to assess the accountability of office holders.

Indeed, the government accountability not only in the form of political accountability and accountability to customers but the important thing is accountability to citizens and to the stakeholders (World Public Sector Report - United Nations 2005: 7)

The view of classical public administration paradigm in terms of accountability is that the administrators should not make a lot of policy, but they only implement the laws, regulations and stipulations that have been determined by the hierarchical leaders and elected officials. The implication of this accountability is the responsiveness or direct accountability to the public which is implicitly seen as unnecessary and inappropriate thing. Accountability in the view of the classical administration is expressed by Goodnow (1987: 28) that politic should be related to government policy, while administration should be related to the implementation of the policy.

Goodnow's view is different from though of Hughes' (1994), Hodge (1993) and Dimock and Dimock (1969: 123). Hughes explained that the public bureaucracy must be accountable for every action, attitude, behavior, and its policies to the public during the duties. Hodge (1993) states that there are two forms of accountability, internal accountability, it is about moral and personal commitment of an individual to be true to their values, and external accountability comes from the outside in being accountable to the community. Dimock and Dimock (1969: 123) argues that accountability in public administration achieved through internal and external controls. Thus, Hughes (1994), Hodge (1993), and Dimock and Dimock (1969) have the same thought in terms of external accountability to the public.

Day *et. al.* provide an explanation of accountability that "accountability begins with individuals in simple societies, it ends with institutions in complex societies". (Day *et. al.*, 1987). This explanation emphasizes the accountability made by the individual in relation to society and ends at the organization's relationship with the community. Accountability describes the agreement, both about an acceptable performance and justification language used by the actors in defending his actions. Governmental organization created by the public, for the public and must be held accountable to the public (Hughes,

1994: 240). Hughes' thought is the same with Smith's that defines the accountability is more than just the ability to identify the public needs, but as the ability to provide what they demand (Smith, 1985: 23). Thus, the responsibility is more directed at the government's ability to supply the demands of society.

Accountability in responsive governance is addressed to the various stakeholders, both from government and from the community who all have demands to be heard and responded. In the perspective of public service, accountability becomes an indicator of the extent of public services carried out, while the ultimate goal of accountability is basically to ensure the responsiveness of government to the citizens, both the selection of services and their needs (Sangkala, 2012: 201). The view of responsive governance paradigm on accountability is the same as Dwivedi's thought explaining that accountability is the foundation of any government process. Therefore, the effectiveness of the process depends on how those who are in authority to explain the way of them to fulfill their responsibilities, legally and constitutionally (Dwivedi, 1985: 63-64).

The Dwivedi thought is in line with the principle of accountability in good governance proposed by UNDP that decision makers in the government, the private sectors and civil society organizations accountable to the public and institutional stakeholders, accountability varies, depending on the type of organizational decision, whether the decision is internal or external (UNDP, 1997: 9). According to G. Shabbir Cheema that accountability is the basis of democracy and good governance, which forced the state and the private sector and civil society to focus on outcomes (Cheema, 2007: 32). This view is understood that accountability is absolute as a reference base in governance, because without accountability, it is ascertained that democracy and good governance are not likely to be realized.

Theory of Public Services

According DeVrye (1994: 8), there are two senses contained in the word service, namely "... the attendance of an inferior upon a superior" or "to be useful". The first contains meaning to participate or to comply and the second means usefulness or usability. Davidow Uttal (1989: 19) gives broader understanding that "... whatever enhances customer satisfaction". Thus, the service is an attempt to enhance customer satisfaction.

Frederickson (1997: 21) expresses the meaning of public from the Greek, namely: "... The public as a political community-the polis-in which all citizens (that is adult males and nonslaves) participated". Then developed in modern English that "... the public to mean all the people in a society, without extinguish between them". The two concepts are mutually reinforcing the understanding of public which means all people without exception in a community participating in the government.

Public service is defined by Roth (1987: 1) as "any services available to the public whether provided publicly (as is a museum) or privately (as is a restaurant meal)". The "any services" related to goods and services in the servicing. The public service means any form of service activity undertaken

by an organization or individual in-kind services to the public either individually or in groups or organizations. Goods and services in the public service by Olson in Lean are categorized into two major groups, namely public good and private goods (Lean, 1987: 11). Public good is "a pure public good is defined as a good requiring indivisibility of production and consumption, non-rivalness, and non-excludability". Thus, pure public goods are consumed together and every one can not be prevented from having it. Both types of goods with three different characteristics are then developed by Savas (1987: 38) into four, namely: "... private goods, toll goods, common pool goods and collective goods". Separators used are consumptions and exclusion, both individual and joint.

Theory of Public Management

Literally, management is defined as the process of planning, organizing, leadership and controlling of members of the organization and the use of other organizational resources for the achievement of organizational goals that have been set (Stoner and Wankel, 1996: 4). Normatively, management describes what should be done by a manager in the management process; it is profit-oriented or business-oriented, because it is considered incompatible with the ideology of public administration that tends to be public oriented. The management functions normatively are planning, organizing, staffing, directing, coordinating, reporting and budgeting (Pasolong, 2010: 84-85).

Public management is an interdisciplinary study of the general aspects of the organization and is a combination of management functions with human resources, finance, physic, information and politic. In this context, it can be stated that in spite of many public management using the concept of scientific management, but the management of the public is not the scientific management (Overman in Keban, 2004: 85). Management education is as an activity integrating educational resources in order to be concentrated to achieve predetermined educational goals (Pidarta, 2004: 4). That management of primary education is held by government agencies, the management of primary education can be categorized as public management.

Law No. 20 Year 2003 on National Education System mandates that education is a conscious effort and planned to create an atmosphere of learning and the learning process so that learners actively develop their potential to have the spiritual power of religion, self-control, personality, intelligence, character, and skills that required by themselves, the community and the state. The purpose of national education is to develop students' potentials to be faithful man and devoted to God Almighty, noble, healthy, knowledgeable, skilled, creative, independent, and become democratic and accountable citizens. This shows that the purpose concept of education in Indonesia almost cover all aspects that seem more detail than educational purposes according to Jacques Delors, later known as the four pillars of education, UNESCO version, namely: learning to know, learning to do, learning to be, and learning to live together. Likewise with the educational purposes according to UNDP: namely freedom from discrimination, freedom from fear, freedom of thought, speech, and Participate, freedom from want, freedom to develop and Realize, freedom from injustice

and violations, freedom from indecent work (Rifai, 2011: 50-51).

RESEARCH METHODS

The approach used in this research is a qualitative approach with the type of explanatory research. This research seeks to analyze and describe the accountability of local government in management of education. The research strategy is a case study. Data collection techniques are interview, observation and documentation. The focus of research is on the actions of bureaucrats of Education and Culture Department of Kendari with respect to accountability of local government in the implementation of education management in Kendari.

The research data are primary data and secondary data. Primary data is the main data in the form of information about the phenomenon behind the application of the principle of accountability in the administration of educational management resulted from direct interviews to informants. Secondary data is supporting data in the form of official internal and external documents that are relevant to the purpose of research.

The research was conducted in the Department of Education and Culture of Kendari and it was analyzed through qualitative analysis techniques using an interactive analysis model (Miles and Huberman, 1994: 429). The interactive analysis model concerned with the process of analysis before the data collection begins, during the data collection performed and after the data collection ends. The processes take place simultaneously and interact each another throughout the research activities until finding a truly valid formula. Qualitative data analysis is carried out through data reduction, data presentation and conclusion.

RESULTS AND DISCUSSION

Accountability Head of Education and Culture in Kendari

Based on the results, it is obtained information that accountability undertaken by the Head of Education and Culture office of Kendari is a hierarchical accountability. The consequence of the attempt of state administration that obey the principle of accountability is the issuance of Presidential Instruction No. 7 Year 1999 on Performance Accountability of Government Agencies and the Decree of the Head of State Administration Institution No. 239 / IX / 6/8/2003 dated March 25, 2003 on Guidelines for the Planning and Reporting of Accountability and Performance of Government agencies. Based on the two regulations above, then the meaning of accountability of public officials in carrying out the functions and duties is to make a report on the implementation of the obligation as a liability called the Performance and Accountability Report of Government Agencies (PARGA).

Accountability of Head of Education and Culture Office of Kendari in education management in 2013 presented in the PARGA and it becomes the accountability of the Head of Education and Culture Office of Kendari to the Mayor of Kendari about the accomplishment of the implementation of all programs/activities which measured by comparing the planned target with the realization of programs/activities of the Education and Culture Office in 2013. The functions of the PARGA are: (1) As a tool for the Education and Culture Office of Kendari to deliver performance accountability to all

stakeholders (2) As a mean for decision making and evaluation of performance achieved by the Department of Education and Culture of Kendari, and (3) to obtain suggestions for the improvement of future performance. Performance of the Department of Education and Culture of Kendari is a combination of the performance of any existing fields and the secretariat of the Department of Education and Culture of Kendari which conducted through alignment, in order to establish a formula of targets and determine the level of achievement of performance of target indicators in each field and the secretariat.

Determination of performance achievement of target indicators taken from the performance indicators of outcomes of activities on the basis that the activities carried out principally intended to achieve a goal. The classification of performance achievement predicate of the Department of Education and Culture of Kendari referring to the guidelines for the preparation of PARGA with performance predicate categories are: (a) gains of over 85 percent is very well predicate, (b) 70 to 85 percent is good, (c) 55 to 70 percent is moderate, and (d) achievement of 55 percent is less good predicate.

The gains of development of primary education facilities at the Department of Education and Culture of Kendari in 2013 include: (1) Construction of 14 units of school building, the gains of 94.73 percent with excellent predicate, (2) building of the school library, the gains of 100 percent with excellent predicate, (3) Procurement of school furniture (18 packets), gains of 100 percent with excellent predicate, (4) Regular/periodic maintenance of school buildings (138 units), the gains of 93.97 percent with excellent predicate, (5) Routine/periodic maintenance of school supplies (2 units), the gains of 53.57 percent with less good predicate, and (6) Moderate/severe rehabilitation of classrooms (40 units), the gains of 98.93 percent with good predicate.

In addition to development of facilities of primary education, the gains in primary education can also be seen from the following activities: (1) the procurement of books and stationery of students, gains of 100 percent with a very good predicate, (2) procurement of practice equipments, the gains 94.96 percent with excellent predicate and (3) procurement of stationery of junior high school and branch offices, gains of 97.73 percent with excellent predicate. The results showed that all three activities have very well-predicate performance achievement.

The gains of primary education is also evident from these activities; data evaluation of School Operational Assistance (BOS) and BOP, national exam, socialization and mapping of regrouping and the provision of scholarships to poor families. Results showed that: (1) the evaluation of BOS and BOP data, had gains of 100 percent with a very good predicate (2) the implementation of the national exam, had gains of 99.80 with excellent predicate, (3) the socialization and mapping of regrouping, had gains of 99.19 with very good predicate, and (4) the provision of scholarships, had gains of 100 percent with very good predicate. In detail, the accountability of the activities in the field of primary education which realized in the form of the gains as contained in the PARGA of Kendari, is shown in Table 1 as follows.

Table 1 Performance Gains of Primary Education Sector Year 2013.

No.	Gains (%)	Predicate	Number of activities
1	> 85	Very good	13
2	70 ≤ 85	Good	1
3	55 ≤ 70	Medium	-
4	< 55	Less good	3
Total			17

Source: PARGA of Kendari in 2013.

The table confirms that of 17 types of activities in the field of primary education, there are 13 activities with excellent predicate gains, 1 (one) activity categorized as good predicate, and 3 activities have less good predicate. Information about the accountability of the Head of National Education Department of Kendari in the management of primary education delivered by an informant from the office who briefed through the interview as follows:

"If accountability in the sense of accountability report, then at the end of each year, all programs of educational activities including in the field of primary education made its report in the form of Performance and Accountability Report of Government Agencies (PARGA). The PARGA is submitted to the Mayor of Kendari as a matter of accountability for the implementation of all program activities. If the delivery PARGA as performance accountability to all stakeholders, I think it has not been done "(KA, Interviews: 10 April 2014).

What was described by informant from the Department of Education and Culture of Kendari, that PARGA of that department was not delivered to the community, illustrates that the Department of Education and Culture of Kendari has not carried out one of the three functions of PARGA, namely as a mean for the Department of Education and Culture of Kendari to convey accountable for their performance to all stakeholders. Thus, the accountability of the Head of the Department of Education and Culture is categorized as hierarchical accountability. The absence of the submission of the accountability to all stakeholders essentially have a meaning that the Department of Education and Culture of Kendari has not implemented the principle of accountability to citizens and to its stakeholders.

Accountability of Mayor of Kendari

Under Article 27 paragraph 2 of Law No. 32 Year 2004, the Government issued Regulation No. 3 Year 2007 on Report of Regional Government Administration to the Government, Accountability Report of Regional Head to the Parliament, and Information of Report of Regional Government Administration to the People. In the general provisions of Government Regulation No. 3 Year 2007 is mentioned that (1) Report of Regional Government Administration to the Government, hereinafter referred RRGGA is a report on the regional government administration for 1 (one) year budget based on the Work Plan of Regional Development (WPRD) presented by the regional head to the government. (2) Description Report of Accountability of regional head to parliament hereinafter called DRA, is a report containing information on the regional administration for 1 (one) year budget or the end of the tenure that submitted by the regional head to the Parliament. (3)

Information of Report of Regional Government Administration is a report on the regional administration to the public through media available in that region.

Based on the research results, the accountability of public officials in the administration of education in Kendari conducted gradually through two (2) phases, namely: (1) Accountability of Head of Education and Culture Department of Kendari, outlined in the Performance and Accountability Report of Government Agencies (PARGA), and (2) Accountability Mayor of Kendari, outlined in the reports: (a) Report of Regional Government Administration to the Government (RRGA), (b) the Description Report Regional Head Accountability to Parliament (DRA). The results showed that accountability which is done regularly by the Municipal Government is only in the form of report of regional government administration to the Government, and report of description of accountability to Parliament, while accountability in terms of information delivery of reports of regional government administration to the people, was not done on a regular basis. This confirms that the principle of accountability of public officials to the citizens and the stakeholders have not been applied properly.

Analysis of Accountability of Regional Government in Education Management

Refers to the principle of accountability in the paradigm of responsive governance (World Public Sector Report-United Nations (2005), which emphasizes the accountability of public officials to citizens and stakeholders compared to political accountability and accountability of customer, then as a consequence of the implementation of an activity, public officials are required to provide accountability to citizens and stakeholders. Thus, the responsive governance paradigm assumes that in the implementation of primary education management, Kendari municipal government has implemented accountability to citizens and stakeholders.

The findings of the research proves that the accountability of the Government of Kendari conducted in the form of submission of the Report of Regional Government (RRGA) to the Government through the Minister of the Interior, and the submission of RDA of regional head to the legislature of Kendari, while accountability of Department of Education and Culture conducted in the PARGA to the Mayor of Kendari. Although Government Regulation No. 3 Year 2007 mandated local governments to deliver the regional administration reports information to the public once a year, but it has not done continuously, because it was only done once in 2008. In other hand, the PARGA has never completely delivered to citizens and stakeholders. This fact further means that the Kendari city still applies the principles of the classical paradigm of public administration in the implementation of the accountability, where accountability is done only to politicians and the legislature. Therefore, the government of Kendari is considered less serious in applying the principle of accountability to citizens and stakeholders.

The fact about the accountability of the Government of Kendari illustrates the character of accountability in classical paradigm of public administration namely formal, hierarchical and legal. Administrator is responsible to the elected political leaders who have been elected democratically (Denhardt and Denhardt,

2003: 11-12). The view of classical paradigm of public administration in terms of accountability is that the administrators should not make a lot of policy, but they only implement the laws, rules and regulations that have been set for them by the hierarchical leaders and elected officials, the accountability focuses on the certainty that the administrators comply with the standards, rules and procedures prescribed for them in carrying out their functions. The implication of this accountability is the responsiveness or direct accountability to the public which implicitly seen unnecessary and inappropriate. The elected officials are noticed as responsible persons in converting the public desire into policy. One thing that can be a reference to accountability in the classical administration view is expressed by Goodnow (1987) that politic should be related to government policy, while the administration should be related to the implementation of the policy.

Goodnow's view is different from the Hughes' thought (1994), Hodge (1993) and Dimock and Dimock (1969). Hughes explained that the public bureaucracy, must be accountable for every action, attitude, behavior, and its policies to the public during the relevant duties. Hodge (1993) states that there are two forms of accountability, internal accountability, it is about moral and personal commitment of an individual to be true to their values, and external accountability comes from the outside in being accountable to the community. Dimock and Dimock (1969: 123) argues that accountability in public administration achieved through internal and external controls. Thus, Hughes (1994), Hodge (1993), and Dimock and Dimock (1969) have the same thought in terms of external accountability to the public. Form of accountability undertaken by the Government of Kendari and the Department of Education and Culture in Kendari theoretically in line with the opinion of Goodnow (1987), but in contrast to Day *et. al* (1987). Day *et. al.* provides an explanation of accountability that "accountability begins with individuals in simple societies, it ends with institutions in complex societies". This explanation emphasizes the accountability made by the individual in relation to society and ends at the organization's relationship with the community. In a simple form, accountability is something that concerns the direct relationship between people. In short, accountability describes the agreement, both about an acceptable performance and justification language used by the actors in defending his actions.

CONCLUSION

1. Accountability of public officials in the administration of education in Kendari conducted in phases namely: (1) Accountability of Head of Education and Culture of Kendari, outlined in a report called Performance Accountability Report of Government Agencies (PARGA) of Department of Education and Culture of Kendari, and (2) Accountability of Mayor of Kendari, outlined in reports consisting of (a) Report of Regional Government Agency (RRGA), (b) Description Report of Accountability (DRA) of Regional Head.
2. Accountability is done routinely by the City Government in the provision of education is an accountability in the form of reports of regional government administration to the government, and presenting description report of accountability to

Parliament, while accountability in terms of information delivery of reports of regional government administration to the people was not done routinely. Thus, this study reinforces the view of public administration paradigm that the accountability of public officials is done through accountability to politicians and the legislature.

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