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# *Democratic Model of Public Policy Accountability. Case Study on Implementation of Street Vendors Empowerment Policy in Makassar City*

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## **ABSTRACT**

Policy accountability is a form of manifestation of public officials responsible to the people. One form of policy accountability that is discussed here is street vendors policy accountability, because they are a group of citizens who have the economic activities in public spaces. The existence of this policy however, the number of street vendors from year to year increase in Makassar City. Therefore, this study seeks to uncover and explain the democratic policy accountability through the street vendors' responses and expectations to the implementation of street vendors empowerment policy in Makassar City; and to uncover and explain the democratic policy accountability through the stakeholders' responses and expectations to the implementation of street vendors empowerment policy in Makassar City. To achieve these objectives, the study uses democracy theory, in which this theory focuses on togetherness in discussing solutions to the various problems of street vendors and in the policy implementation as well. This study used a qualitative design and case studies strategy. Data collection techniques used was observation, interview, and documentation. Data were analyzed with case description its settings. The results of this study pointed out that the interests and needs of the street vendors are not met through the empowerment policies vendors. This is caused by the absence of accountability forum as a place of togetherness all of street vendors empowerment stakeholders'. Street vendors empowerment policy in Makassar

City are designed base on a top-down approach, so they are considered as objects, which must accept all government programs aimed at them.  
Keywords: Democratic Policy Accountability, Implementation of Street Vendors Policy, and Empowerment Policy

## **INTRODUCTION**

In democratic country, sovereignty or supreme power is in the hands of the people. In this case, the people who determine the leaders and delegation of authority to manage this country to meet their interests. Consequently, leaders who have won the trust from him and his officials (state officials) must account for all of its performance, which include policies, programs, and projects that designed to them through state mechanisms that apply. Herein lies the importance of accountability to those state officials who have provided "decree" to manage the country properly (without corruption, without any waste, and without any fraud).

Accountability of public policy is a form of public accountability. Accountability of public policy is an important in the perspective of public administration, because it is the realization of political will of the state officials and it is one of the forms of responsibility to the people. As implementers of political will of the people, they must demonstrate their performance in the management of public policy. One of kinds of public policy in the study is

street vendors policy. The policy is intended to empower street vendors are still relatively poor, as intended by Hudson & Lowe (2004) that the purpose of a public policy to address public problems, such as poverty problem in Indonesia. The policy is a form of manifestation of government accountability to the public. Such accountability in the accountability perspective is called policy or program accountability (Chandler & Plano, 1982; McKinney & Howard, 1998).

The study focuses on the democratic public policy accountability through the implementation of street vendors empowerment policy in Makassar City. Street vendors are a group of people who are engaged in small-scale business and vulnerable to poverty. However, they also need to survive, including in economic life, as stipulated in Article 27 of 1945 constitution, that every person is entitled to a decent life and work. On the one hand, in street vendors run a economic enterprises is a constitutional claim, on the other side, the street vendors are one source of the problem, which caused the highway traffic jams that occurred in all the major cities in Indonesia, including the Makassar Metropolitan.

There are policies should be based by the Government of Makassar City in handling of street vendors in Makassar City are Local Regulation No. 10 Year 1990 on Control of Street Vendors in Makassar City; Makassar's Major Decisions No. 20 Year 2004 on Control Procedures (SOP) of Informal Sector Traders (street vendors) in Makassar City; and Presidential Decree No. 125 of 2012 on Coordination of Street Vendors Management and Empowerment.

The existence of the policies above, but they have not shown significant results for the eco-

nomic activities of street vendors, as seen around the Tjokroaminoto Road, Pasar Sentral and the main streets in Makassar City. The places still many street vendors who cause chaos and traffic congestion, because they have taken a portion of the road. The same thing can be watched in Hertasning Road, where users of the road have been felt uneasy with the presence of street vendors that cause of traffic congestion (*rakyat Sulsel.com, Sabtu, 07/Juli/2012*).

In addition to the mention above, the number of street vendors in Makassar City is increasing from year to year. Based on data of Department of Industry and Commerce of Makassar City (2013), the number of street vendors in Makassar City in 2009 was 10,426. In the year 2010 has increased about 11 328 street vendors. In 2011 has occurred surge around 11 592 street vendors and in 2014 has occurred surge again about 14,000 people in Makassar City ([www.makassar.go.id](http://www.makassar.go.id)).

The phenomenon above indicate the lack of policy accountability of state officials, especially in terms of implementation of street vendors policy in Makassar City. It can be shown there is a tendency increasing number of street vendors in the last 5 years and there are many street vendors who carry out economic activities in public places in Makassar City. Therefore, the authors sought to uncover the mechanisms of policy accountability by exploring and explaining stakeholders' responses and expectations in handling of street vendors in Makassar City. Thus the purpose of this study was 1) to uncover and explain the democratic policy accountability through the street vendors' perspective in empowerment policy implementation in Makassar City; and 2) to uncover and explain the democratic policy accountability through the

stakeholders' perspective in the street vendors empowerment policy implementation in Makassar City.

## **THEORITICAL FRAMEWORK**

### **CONCEPT OF ACCOUNTABILITY IN THE PUBLIC POLICY CONTEXT**

In the context of public policy, public accountability is an important concept, because policy makers or public officials must realize the public needs and resolve public problems. In this respect, public accountability is a form of accountability of state officials or public officials to public. Furthermore, according to Oliver and Drewry (1996), public accountability is state officials obliged to provide an explanation or justification for his actions and then make improvements if they make a mistake in performing their duties. This definition indicates a necessity of state officials as policy makers show their performance in formulating and implementing public policies to public. So that Mosher (1968) asserts "Responsibility may well be the most important word in all the vocabulary of administration, public and private." Obviously, responsibility is meant here is internal responsibility of bureaucracy as an implementer of poor empowerment program. The urgency of state officials accountable to public because as a consequence of democracy, where the people as the public should be the main orientation in public service.

Another definition of public accountability proposed by Bovens (2006), a relationship between an actor and a forum, in which the actor has an obligation to explain and justify his or her conduct, the forum can pose questions and pass judgments,

and the actor may face consequence. Based on the definition, the actor can be either an individual or organization. Then, accountability forum, can be a specific person, such as a superior, a minister, or journalist, or it can be an agency, such as parliament, a court, or the audit office, but it can also be a more virtual entity, such as, in the case of public accountability, the general public.

The relationship between the forum and the actor, the account giving, usually consists of at least three elements. First, the actor must feel obliged to inform the forum about his conduct, by providing various sorts of data about the performance of task, about outcomes, or about procedures. The obligation that is felt by the accountant can be formal and informal. Public managers often will be under a formal obligation to give accounts on a regular basis to specific forums, such as their superiors, supervisory agencies, or auditors (Bovens, 2005).

Second, the information can prompt the forum to interrogate the actor and to question the adequacy of the information or the legitimacy of the conduct. This is the debating phase. Hence, the close semantic connection between "accountability and answerability (Bovens, 2005).

Third, the forum usually passes judgments on the conduct of the actor. It may approve of an annual account, denounce a policy, or publicly condemn the behavior of a manager or an agency. In passing negative judgments the forum frequently impose some sort of sanctions on the accountant. These sanctions can be highly formalized, such as fines, disciplinary measures or even penal sanctions, but often the punishment will only be implicit or informal, such as very fact of having to give an account in front of television

cameras, or of having your public image or career severely damaged by the negative publicity that result from the process (Bovens, 2005).

The relationship between the forum and the actor can be visualized as follows:

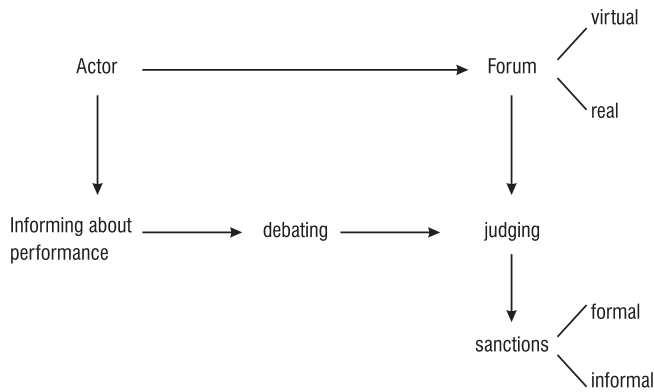


FIGURE: ACCOUNTABILITY (BOVENS, 2005)

Based on the picture above, that the relationship forums and actors, where the actors responsible to the forum. The actors will take responsibility for all actions related to the formulation and implementation of a public policy. Similarly, actors need to prepare reports or information about the performance of public policy. Forums that have been identified by Bovens (2005) just as the place for accountability of public actors, but in the study forum is a place to meet among state officials / government as a determinant and implementer of policies with citizens to discuss public issues and also implementing them.

The forum as a container together is a manifestation of the interests of citizens who need to be accommodated in the determination of public policy. This is explained by the theory of democratic citizenship, in which citizens do not only considered as legal status, but more than that, citizens as individual's capacity to influence the political system; it implies active involvement in

political life. So the role of government is to make sure that the interplay of individual self-interests operates freely and fairly (Denhardt & Denhardt, 2007).

Democratic accountability of public policy is an accountability mechanism that allows state officials as a determinant and implementer policies together with citizens implement them. State officials can understand very well the needs and interests of citizens if they are in a mechanism being with them. State officials as a determinant and implementer of the policy will be accountable to the public when the policy meets their needs and interests. This is the focus of the study, due to the togetherness mechanism with stakeholders will be able to bear a policy that can resolve public problems. Then, this means policy accountability realized through the democratic mechanisms.

In connection with the above, the author presents the results of previous research related to this study, where the results of research are a reference in determining the focus and position of this research in the context of accountability research. The results of these researches can be seen in Table 1.

Based on the table 1 above, the authors focused on democratic policy accountability. Policy process that involves the people will guarantee realization of interests and needs of the people especially the poor. Similarly, implementation process as such would ensure the democratic accountability of policy implementation.

## PUBLIC ACCOUNTABILITY IN PUBLIC ADMINISTRATION PERSPECTIVE

The development of public administration studies can be understood from the development

TABLE I

## THE RESULTS OF PREVIOUS RESEARCH ACCOUNTABILITY AND THE DIFFERENCE OF THIS RESEARCH

RESEARCHERS	TITLE OF RESEARCH	RESEARCH FINDING	DIFFERENCES
AdangDjaha (2012)	Control and Bureaucratic Accountability in Primary Education Services in AlorRegency	Fund management of BOS and DBEP, bureaucracies tend to be closed rather than transparent. The gap between knowledge and behavior is interpreted as a hypocrite as described in the "Sala Model" by Riggs.	This study highlights the democratic policy accountability
Taufik (2010)	Analysis of the Governing Political Accountability in Samarinda City	The dynamics of political accountability in local governance of Samarinda City high enough degree of presence, quality and intensity of the implementation of practical argumentation hearings were conducted.	This study is focused on policyaccountability
Rahmanurrasjid (2008)	Accountability and Transparency in Local Government Accountability to Achieve Good Governance	Implementing accountability and transparency in local government encountered problems due to the lack of evaluation of the delivery of LPPD, accountability report is not accompanied by the budget calculations	This study emphasizes the policy accountability
Manggaukang (2006)	Local Government Accountability in Local Autonomy: A Case Study in Sumbawa Local Government	Accountability of local governments in local autonomyhas not been adequate. Appropriate accountability model in local autonomy is a model that emphasizes the accountability of local government partnerships, social coordination, and dialogue	This study is focused on the democratic accountability of public policy
Rahmat (2009)	Accountability of Local Government Bureaucracyin Public Services Delivery in Makassar City	Bureaucracy accountable in public services delivery. Policy, ability, leadership apparatus, the organization's physical appearance, reliability, responsiveness, assurance and empathy have a positive relationship with bureaucratic accountability and quality of service delivery	This study is focused on the democratic accountability of public policy

or shift of paradigm. In general, there are three paradigms of public administration, i.e. the classic paradigm of public administration, new public management, and new public services (Denhardt and Denhardt, 2007). As a paradigm, of course, have different points of view, especially from the epistemological perspective.

Classic Public administration paradigm or classic bureaucracy more focused on the efficient public services delivery with an emphasis on rules and hierarchy (Weber in shafritz and Hyde, 1987). The

same thing was stated by Wilson (shafritz and Hyde, 1987), an efficient public service delivery performed by the separation of the functions of political and administrative functions. Than, Goodnow (shafritz and Hyde, 1987) developed separation of the function became a separate thought and he called as the dichotomy of Politics and Administration. Political functions focus on policy formulation while administrative functions implement policies that have been formulated by politics. Public accountability in this paradigm is

more focused on Ensuring that administrators adhere to standards and conform to the rules and procedures establish for them in carrying out their function. It is not a matter of using discretion appropriately and responsibly, it is a matter of avoiding the use of discretion by closely adhering to the law, regulation, organizational procedures, and directives of the supervisor (Denhardt & Denhardt, 2007).

New public management paradigm is a paradigm of public administration that denies the existence of old public administration paradigm, because the paradigm is deemed no longer able to answer the challenges of the current public administration (Hughes, 1994). This paradigm focuses on the efficient public services delivery by using management techniques are widely used in business organization, - run government like a business (Hughes, 1994). In this case, business and the market model are superior and ought to be emulated in the public sector. Public service programs are designed and implemented depending on the needs of the market, -customers. The focus of accountability is, than, on meeting performance standards to produce results.

New public service paradigm is a paradigm in public administration which is different from the two paradigm mentioned above. This paradigm emphasizes the democratic public service delivery. In this case, public officials as policy maker and implementer of public policy seek to understand the public interest in the formulating and implementing public policy (Frinaldi and Embi, 2013). Because public interests will be basis for the policy formulation policies and programs. In this paradigm, the implementation of public services does not emphasize the use of management techniques

in business organizations, because business and public organizations have a different orientation, as proposed by Denhardt & Denhardt (2007), "government should not run like a business; it should be run like a democracy. .... Both Elected and appointed public Servants are acting on this principle and expressing renewed commitment to such ideals as the public interest, the governance process, and expanding democratic citizenship. "Public accountability that is understood here is the public officials ability to meet their needs and resolve their problems. The study focuses on policy accountability that based on the new public service paradigm. In this case, the government as state officials and public service providers need to engage them in solving the public problems and involve them in the implementation.

#### DEMOCRATIC PUBLIC POLICY ACCOUNTABILITY

Policy accountability is one type of the accountability concept. This type of accountability found in Dwivedi & Jabra (1989) by calling it as political accountability. The legitimacy of a public program is largely determined by political accountability, which is a program that designed by policy makers encompasses all the interests of citizens. This policy accountability also can be identified with accountability program proposed by Chandler and Plano (1982), in which a public program can meet the public needs.

Political accountability is closely associated with the concept of democracy and legitimacy. In this case, the state officials accountable when they can account their actions to the public, either directly, because they are political officials elected or appointed (when politically Elected or appointed), or

indirectly because they were subordinates of politically elected officials (indirectly as subordinates of politically elected bodies). Politically elected public officials are politically had to accountable to political “promises” through policies and programs that are oriented to the public. Policies and programs as such can be increased level of acceptance or legitimacy of an elected political official.

The essence of democratic public policy accountability is the fulfillment of public needs and problem solving through togetherness process with them. Togetherness process is important in a democracy, because democracy is understood as expressed by the originator of democracy, Abraham Lincoln, democracy is of the people, by the people and for the people. This indicates that the sovereignty is belonging of the people. Therefore, the main reference of state officials in formulating and implementing public policy is public/people interests. Therefore, definition of accountability in the study is in line with that proposed by Oliver and Drewry (1996), those state officials shall provide an explanation or justification for his actions and then make improvements if they make a mistake during performing their duties.

Democratic accountability of public policy is a policy designed by policy makers refer to the interests and needs of citizens. In the determination process, the state officials as a determinant and implementer of policy together with the citizens. Togetherness in formulating and implementing policies is a form of democratic policy accountability.

Democratic public service, in fact, is public service, which is held by the public bureaucracy by taking into account the citizens’ interests (Gawthrop, 2002; Lynn, 1996). The interests of

citizens will become basis of the public service delivery and should be prioritized. Public services provider needs more “listening” citizens rather than “telling” and provides “serving” rather than “steering”. Citizens and public officials are expected to work together to define and solve problems in a way that is cooperative and beneficial to both parties (Denhardt & Denhardt, 2007).

In public administration perspective, especially in the new public service, emphasizing the democratic public service. Public services as such look every citizen has a variety of interests that need to be understood by the state officials and the realization in the form of policies, programs, and projects. To avoid bias on understanding of the people interests, then they should be involved in the policy formulation and implementation. Togetherness among the state officials and the citizens in formulation, implementation, and evaluation of policies, programs, and projects, which according to the author is essential mechanisms of public accountability.

In connection with the above, the togetherness will avoid errors in interpretation of the citizens’ interests so that the response of the state officials will not be biased as well in policy formulation. Public administrators have limited understanding of their interests, as many cases, so it becomes important democratic mechanism to overcome these problems and can make state officials more accountable.

State officials need to provide a mechanism for citizen involvement in policy formulation and implementation. Their involvement in the policy implementation process, because it requires a lot of discretion to the achievement of the policy objectives (Denhardt & Denhardt, 2007; Lipsky, 1980).

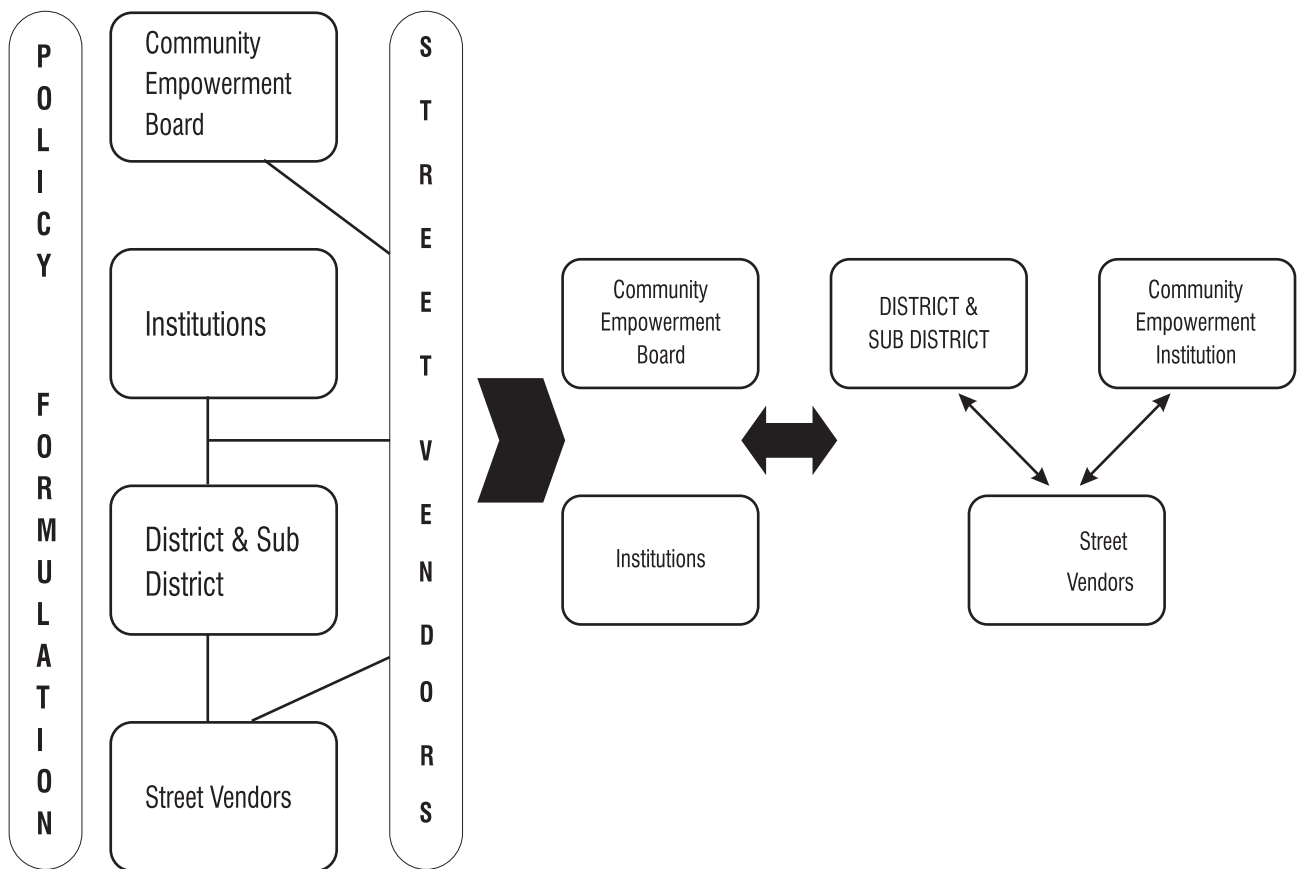


FIGURE 1: MODEL OF DEMOCRATIC STREET VENDORS POLICY ACCOUNTABILITY

Discretion is necessary because of the often-conflicting policy implementation related to policy coverage, resources, and interaction with them (Lipsky, 1980). Based on the above authors describe a model of democratic street vendors policies accountability in Makassar City, as shown below.

Based on the figure 1 below, the policy formulation stage of democratic street vendors need to involve all the stakeholders in Makassar City so that the problems can be solved together. Similarly in street vendors policy implementation, they need to be involved because it often appears barriers can be a problem in street vendors policy implementation. The existence of a model or a mechanism to involve all stakeholders in the formulation and

implementation of street vendors policy that show a proof democratic accountability of street vendors policy in Makassar City.

## RESEARCH METHODS

This study is located in Makassar City, because the city is the most number of street vendors in South Sulawesi Province, where the last 3 years has increased significantly. The research design used is a qualitative design and case study research strategy. The research design and strategy can reveal implementation of street vendors policy accountability based on its context. This study used type of explorative and explanative case study. Both types can be used simultaneously (Yin, 2000) to obtain in-



depth explanation about the democratic street vendors policy accountability in Makassar City.

Determination of the informants in the study was determined purposively, i.e. they are deemed to have competence in relation to democratic street vendors policy accountability. Such determination is based on the judgment of experts (or the researchers themselves) for a specific purpose or specific situations (Neuman, 1997). The informants in this study are:

- Mayor of Makassar City
- Coordination Team of Street Vendors Management and Empowerment in Makassar City
- Head of Industry and Commerce Department of Makassar City
- Head of Community Empowerment Board of Makassar City
- The Street Vendors in Makassar City
- NGOs
- The community leaders in Makassar City

Data collection used is observation, depth-interviews, and documentation. depth-interviews techniques were conducted to the leaders of local institutions, NGOs, and community leaders who are directly related to the implementation of street vendors policy empowerment in Makassar City. Observations were made on tangible objects, which are directly related to the implementation of street vendors policy empowerment in Makassar. In addition to the primary data collected through in-depth interviews, it is also very necessary support by a variety of secondary data, such as the various policy documents relating to street vendors.

Documentation technique is to collect data from documents in the form of regulations, drawings, journals and the results of previous studies related to addressing poverty in South Sulawesi

Province. Data were collected from a variety of techniques are processed by means of the data classification, categorization, and clarifying. The data is processed through data reduction, then the result will be analyzed using case study analysis strategy. Data analysis was performed by descriptive cases and its settings (Yin, 2000).

## RESULTS AND ANALYSIS

### ANALYSIS OF DEMOCRATIC POLICY ACCOUNTABILITY BASED ON THE STREET VENDORS' PERSPECTIVES IN STREET VENDORS EMPOWERMENT POLICY IMPLEMENTATION IN MAKASSAR CITY

The study focuses on the democratic accountability of street vendors policy implementation in Makassar City. This is necessary to understand what they reveal about the implementation of the street vendors empowerment policy in Makassar City. This case is required to present what government do to overcome their problems and to empower them. Information about them obtained through tangible objects that are directly related to the economic activity of the street vendors. Besides this, the data obtained also from the results of in-depth interviews to the street vendors, and secondary data. Similarly, the information obtained from the focused group discussion with the street vendors in several districts in Makassar City. Based on all these data sources, the writer's process data through data reduction, as are shown in Table 2 below.

Democratic accountability of street vendors policy implementation is a implementation process of the policy which involve them in the process. Their involvement is designed in a togetherness mechanism to discuss solutions of the problem and

its implementation.

In general, as in Table 2 below, based on the perspective of PKL structuring and empowerment undertaken by the government of Makassar in the three district samples, - District of Ujung Pandang, District of Makassar, and District of Bontoala, is the Government Makassar City has always wanted to relocate and displacing the street vendors. In District of Ujung Pandang, the street vendors responded that the Government policy of District of Ujung Pandang have changed where they have been given a special location to carry out economic activities. The policy undertaken by government after he closed the location of Laguna Pantai Losari as a location of they're selling. The Government allowed selling along the bridge, since mid-year 2013. In addition, The government provided identification numbers registration to them that must be installed on their carts. However, they are still worried about how long such conditions persist, because during this time that the leadership change street vendors arrangement will also change and the change is not always in their favor.

They have recognized that there have been changes since mid-2013, but they were actually hoping that the government provides aid carts and chairs uniformly to all street vendors in the Pavilion of Losari. Likewise, they are expecting financial aid from the Government of Makassar. This expectation is justified, because the Pavilion of Losari is a historic district and is known as the culinary locations in Makassar City. In addition, this location is also an icon of Makassar as a metropolitan city and will become a world city as it became his vision.

Based on the recognition of several informants - street vendors - around the pavilion of Losari

beach, they have been given permission early January 2014 by the Government of Ujung Pandang District, mostly merchant who sells in the pavilion of Losari beach derived from the Laguna where the Laguna is the location of culinary area managed by the Government tourism office of Makassar, but due to land tenure conflicts and thuggery which occurred at that location, the Government tourism office proposed to the Mayor of Makassar City to stopped culinary activities in the location and most of them relocate to pavilion of Losari beach.

The phenomenon is only occurred in the District of Ujung Pandang, because the Mayor of Makassar has delegated authority of management of street vendor to the lowest government level, namely the District Government. This is in accordance with the spirit of contemporary public Administration perspective, which the government carries out delegation of authority to the lower levels of government because, this government to deal directly with citizens in the public service delivery. Similarly, the problems that arise will allow could be solved quickly and precisely, so that the policy objectives can be realized effectively.

Delegation of authority from the Mayor of Makassar to the Government of Ujung Pandang District in structuring and empowerment of street vendors is in conformity with Law No. 34 Year 2014 on Local Government, where government function of district has changed from function of government administrative area to the function of government working area. The function reinforced by the Regulation of Mayor of Makassar No. 80 Year 2013 regarding the arrangement of street vendors and collection of retribution. The change of the function is expected to overcome the

TABLE 2

**EXPECTATIONS AND RESPONSES OF STREET VENDORS IN DEMOCRATIC IMPLEMENTATION OF  
STREET VENDORS EMPOWERMENT POLICY IN MAKASSAR CITY**

Locations	Responses	Expectations
1. District of Ujung Pandang	<ul style="list-style-type: none"> <li>• Location selling already laid out in Losari beach pavilion</li> <li>• All street vendors have got identification card</li> </ul>	<ul style="list-style-type: none"> <li>• They expect to the government to provide aid carts and chairs uniform</li> <li>• They expect to find out capital aid</li> </ul>
2. District of Makassar	<ul style="list-style-type: none"> <li>• To facilitate capital aid</li> <li>• They refused relocated to an area that is not strategic</li> </ul>	<ul style="list-style-type: none"> <li>• They hope not to be moved around the place that are not strategic</li> <li>• They hope not evicted again</li> </ul>
3. District of Bontoala	<ul style="list-style-type: none"> <li>• To facilitate capital aid</li> <li>• They refused relocated to an area that is not strategic</li> </ul>	<ul style="list-style-type: none"> <li>• They hope not to be moved around the place that are not strategic</li> <li>• They hope not evicted again</li> <li>• They hope some Sponsor aid to the arrangement of their selling location</li> </ul>

Source: Results of Data Reduction, 2014

problems. Similarly, the various complaints of citizens can be responded quickly and provide appropriate solutions.

Furthermore, District of Ujung Pandang differ two other sample districts, namely District of Makassar and Bontoala. Both of these districts have not organized selling locations of them. This can be seen them in every road, due to they have not received the authority of the Mayor of Makassar.

In addition, there has been no delegation of authority on the handling of street vendors in the two districts of the samples; the street vendors do not feel safe in their economic activities. They still always haunted by the eviction carried out by the Civil Service Police Unit of Makassar until today. On the one hand the Government of Makassar City require order and beauty of the city, but on the other side of the street vendors as citizens claim

run economic activity in strategic places or public facilities, such as on the edge of the highway. Economic activities on the edge of the highway would greatly disturb to road users who cause congestion and chaos of the city.

The foregoing shows that there is a gap between reality and expectations of them on the Government of Makassar. This gap indicates that the government did not consider the interests of them in formulating and implementing the policy in Makassar City. This is not in accordance with democratic theory, which determinants and implementing policy that are expected to involve them in the process of street vendors empowerment policy in Makassar City, as expected by the perspective of the New Public Service (Denhardt and Denhardt, 2007).

State officials as a determinant and implementing public policies that turned out to have a wide

range of street vendors. It can be shown interests and needs of the street vendors were not accommodated in the policy of structuring and empowerment of them in Makassar City. As a democratic country, the country should pay attention to disadvantaged citizens, because it is the mandate of the 1945 Constitution, the earth and the water used for the welfare of the people. Based on this, government must be responsible for them through policies and mechanisms that involve them in the policy process.

The absence of policies and mechanisms that involve them, so that the street vendors in the district of Makassar and the District Bontoala have seen chaotic and disturbing the peace, beauty and hygiene of environment. They run economic activities any places in the edge of road, which tend disturbing pedestrians and bikers or car. In addition, they also did not care the problem of waste or garbage, so that the beauty of the environment was difficult to realize. The qualities of traded goods have not been considered, so it will harm consumers. (Observations, 2014).

The phenomenon above shows the government, as state officials have not been accountable for policy implementation. This happens because the implementers of this policy are not professional, as stated by Frederick (Denhardt and Denhardt, 2007) that professionalism determine bureaucratic accountability as policy implementers. It can be seen the implementers such as Community Empowerment Institute (LPM) which has the responsibility to empower street vendors turns its structure follows the bureaucratic structure so that the workings of the LPM follow the workings of bureaucracy. All cadres in the LPM in Makassar include community leaders who do not have

empowerment of street vendors background. As a result, the problems of them are not handled effectively so that it becomes an obstacle to realize his vision, *Makassar to become a world city*.

Steps taken by the Government to empower street vendors in Makassar is the capital aid provided by the government, which is a revolving fund for small businesses, including street vendors therein. This revolving fund managed by the Community Empowerment Agency in each village. Each of them to obtain funds from the government the amount varies depending on the type of business of them, ranging from Rp 500,000, - up to Rp 2.000.000, -. The funding program, unfortunately, does not include assistants to assist them in managing the revolving fund, so that the level of success is also difficult to measure.

Based on the explanation above indicates the absence of a mechanism built by the Government that enabling them to engage in it. District and sub district, as the government is directly responsible for the handling and empowering them turned out he did not much care to them. The relationship mechanism between the Government and street vendors is instructive mechanism, as there are in the government bureaucracy. Such mechanisms are not accountable in handling and empowerment of street vendors in Makassar City.

Bureaucratic mechanism did not allow them involved in the process of determination and implementing empowerment policy of street vendors. This shows the lack of accountability of public officials, as mentioned by Oliver and Drewry (1996), states that the implementer is obliged to provide an explanation or justification for his actions and then make improvements if they make a mistake in performing their duties.

TABLE 3

## EXPECTATIONS AND RESPONSES OF STAKEHOLDERS IN DEMOCRATIC IMPLEMENTATION OF STREET VENDORS EMPOWERMENT POLICY IN MAKASSAR CITY

Stakeholders	Responses	Expectations
District Government	<ul style="list-style-type: none"> <li>• Changing the mindset of street vendors</li> <li>• Unruly street vendors</li> <li>• Do not allow the increase in the number of street vendors</li> </ul>	<ul style="list-style-type: none"> <li>• The government can set up a land</li> <li>• Street vendors should be independent in its business and held at their homes</li> <li>• Street vendors need to have capital support</li> </ul>
Sub District Government	<ul style="list-style-type: none"> <li>• Cleanliness is the responsibility of street vendors</li> <li>• Do not allow the increase in the number of street vendors</li> </ul>	<ul style="list-style-type: none"> <li>• Street vendors placed in one location for easy control</li> <li>• Provide capital assistance to street vendors</li> <li>• Street vendors are very difficult to control emotions</li> </ul>
Community Empowerment Institute	<ul style="list-style-type: none"> <li>• Makassar city government provide a revolving fund for street vendor</li> <li>• The level of street vendors awareness on hygiene is very low</li> <li>• Street vendor has been disturbing the publicspace</li> </ul>	<ul style="list-style-type: none"> <li>• Increase financial aid to street vendors</li> </ul>
Community Empowerment Board	<ul style="list-style-type: none"> <li>• Data base of the number of street vendors inaccurate</li> </ul>	<ul style="list-style-type: none"> <li>• Governments must have accurate data so that assistance can be given uniformly</li> <li>• Provide specific skills to the street vendors</li> <li>• Changing the mindset of the street vendors</li> </ul>
Department of Industry and Commerce	<ul style="list-style-type: none"> <li>• Socialization to street vendors</li> <li>• Street vendors have limited capital</li> </ul>	<ul style="list-style-type: none"> <li>• Government need relocation of street vendors</li> <li>• Street vendors do not disturb road traffic</li> </ul>

Source: Results of Data Reduction, 2014

#### ANALYSIS OF DEMOCRATIC POLICY ACCOUNTABILITY BASED ON STAKEHOLDERS' PERSPECTIVE IN STREET VENDORS EMPOWERMENT POLICY IMPLEMENTATION IN MAKASSAR CITY

The section above discusses democratic street vendors policy accountability from the standpoint of target groups, namely street vendors in Makassar City. In this section the discussion is

directed to implementer of the policy, namely District Government, Sub-District Government, Community Empowerment Agency, Community Empowerment Board, and Department of Industry and Commerce. This can be illustrated in Table 3 below.

Based on the table 3 below, the Government of District and Sub-District levels who are in direct contact with street vendors considers that they

carry out economic activities in public places are actually banned by the Government of Makassar. This is caused by the street vendors still have the mindset that have not care the chaos and beauty of the city. To overcome this problems, the government of district and Sub-District trying to ban to new comer who sell in this area. Likewise, they need to be in place at a particular location that allows them to be controlled by the government.

Furthermore, the main constraints faced by the government in the process of empowerment of street vendors is how to change the mindset of them from the old mindset to a new mindset, changing their consciousness of hygiene of selling place and cleanliness of wares. According to government of district, to change the habit of throwing garbage in any place would be very difficult to do even less to change the mindset becomes more effective. Moreover, cleanliness is also the barriers for them, so that each sub-district give responsibility to them to clean up their sales locations.

Another obstacle, based on the table 3 above is the location of the street vendors very difficult to manage. They sell the merchandise in along the road, which is the place is prohibition to sell, so that their presence does not only damage the urban planning but also cause congestion.

Based on the above phenomenon, Government of District and Sub district as levels of government dealing directly with them, evidently he unable to solve their problems. This shows the government, as public service providers, development, and community empowerment has not been have a mechanism that allows the implementers and citizens to discuss issues of common concerns and formulate common solutions to these problems. Mechanism as such is a forum of accountability

(Bovens, 2005) for state officials and its citizens. Such mechanisms also show a model of democratic accountability policy.

One of the partners of sub district government for community empowerment is Community Empowerment Agency. This agency is the only institution recognized by the government in community empowerment and is confirmed in Mayor Regulation No.1 of 2013. In the street vendors empowerment, Government of Makassar City mandated the Community Empowerment Agency for revolving funds delivery to them in Makassar City. The amount of funds transferred to them through the Community Empowerment Agency as much as IDR 50,000,000, - per sub district. The Fund is administered in two stages: the first stage of IDR 25,000,000, - and the second stage of IDR 25,000,000, -. This fund is given to them as capital with the value varies depending on the type of merchandise, ranging from IDR 500,000, - to IDR 2.000.000, -. The provision of capital is selected by the Community Empowerment Agency.

The providing of such assistance was also unable to bring them organize their future, as proposed by Narayan (2002). Empowerment not only means providing the materials facilities to them but also provide the ability and authority to them to control their lives. In this case, government policy is not able to meet their needs, so that the government is not accountable in terms of the revolving fund program.

One of the stakeholders in street vendors empowerment is Community Empowerment Agency of Makassar. The institution is not specifically to the empowerment of street vendors but society in general. It focuses on in-kind assistance

and skills training. The other stakeholder is Department of Industry and Commerce of Makassar City. It also helps them to obtain capital and provide assistance to street vendors carts.

Government as a formulator and implementer of public policy, based on the description above, does not involve them in the public policy process. The policy model is often referred to as the Top-Down Approach. Policy model is not sensitive to the interests and needs of grass roots communities, such as street vendors. Bureaucracy as the implementer of the policy more use of this model in the formulation and implementation of public policy. Consequently, public programs that emerge do not meet of the poor needs, such as street vendors as the target group of the program.

They are difficult to be eliminated as occurred in the big cities in development countries. The policy implementers cannot be done properly. It can be seen that the relocation is expected, as the main solution apparently does not always find an agreement between the government and street vendors. It is very difficult to find a convenient location with low cost. Therefore, to overcome street vendors problems need to involve all stakeholders in a forum of accountability, so that solutions that arise are shared with them and implemented also together. Such mechanism ensures democratic public policy accountability.

The problems that arise, such as clutter, uncleanliness their merchandise, and they fight against the government are a form of lack of responsibility in the government's handling them in Makassar City. Therefore, the government needs to change the top-down model of policy and bureaucratic mechanisms for implementation of street vendors empowerment policy in Makassar

City, because the model is an unaccountable and undemocratic policy model. The model that is needed is to build an accountability forum, where the forum provide a mechanism of togetherness between the Community Empowerment Agency, street vendors, relevant institutions, district and sub-district government, and Community Empowerment Board in formulating a solution to their problems and implementing it together anyway. The mechanism of togetherness with all the stakeholders, both the formulation and the implementation of empowerment policies can empower them.

## **CONCLUSION**

Government as implementer of the policy has not demonstrated a democratic accountability mechanism of the street vendors policy implementation in Makassar City, because the interests and needs of them have not been fulfilled by the policy. Various issues that arise in the empowerment of them, but it has not involved all the stakeholders together to solve these problems and its implement also together. The citizen engagement mechanism is a accountability forum for all stakeholders in Makassar City.

The accountability forum is a form that explained by democratic and accountability theories. Community Empowerment Agency should play the forum, because the institution can facilitate and involve all stakeholders in empowerment of street vendors. So the democratic model of policy accountability is a solution to the complex public problems. Therefore, Government of Makassar City needs to activate the Community Empowerment Agency which can run the functions as forums that allow all stakeholders involved to

discuss solutions to these problems and also implement jointly.

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