



Indonesia Governance Index 2012

**“Towards A Well-Informed Society
and Responsive Government”**





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Executive Report Indonesia Governance Index 2012

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Glossary

AHP	: Analytical Hierarchy Procedures
AIDS	: Acquired Immune Deficiency Syndrome
APBD	: Provincial/District Local Budget
Bappedda	: Provincial/District Planning and Development Board
BPK	: Supreme Audit Agency
BPKD	: Provincial/District Financial Management Board
BPKP	: Development and Financial Supervisory Board
BKPM	: Regional Investment Coordinating Board
BPS	: Statistics Indonesia
DDA	: Province in Figures
DPKD	: Local Financial Management Offices
DPRD	: People's Regional Representative Council
DPR RI	: People's Representative Council
Dispenda	: Provincial Revenue Collection Office
Disnakertrans	: Provincial Office of Man Power and Transmigration
EDOB	: Evaluation of New Autonomous Region
EKPPD	: Performance Evaluation of the Regional Administration
EPPD	: Evaluation of Regional Administration
FGD	: Focus Group Discussion
Gapensi	: National Contractors Association of Indonesia
HDI	: Human Development Index
HIPMI	: Indonesian Young Entrepreneur Association
HIV	: Human Immune Deficiency virus
IGI	: Indonesia Governance Index
JPIP	: Jawa Post Institute of Pro-Autonomy
Kadinda	: Local Chamber of Commerce
Kesbanglinmas	: Office for Development and the Protection of People's Welfare
KPK	: The Commission for Corruption Eradication
KPPOD	: Regional Autonomy Watch
Kementrian PAN	: Ministry of the State Apparatus Empowerment
KUA	: Budget Regulatory
LKPj	: Annual Accountability Report
NGO	: Non-Government Organization

Perda	: Provincial/District Regulation
Pergub	: Governor's Regulation
Permendagri	: Minister of Home Affairs' Regulation
PAD	: Realized Local Revenues
PGI	: Partnership Governance Index
Dinas PU	: Provincial Public Works Office
PPAS	: Financial Statement
RKA	: Provincial/District Bureaucracy Offices Workplan
RPJMD	: The Mid-term Regional Development Planning
SKPD	: Provincial/District Bureaucracy Offices

Foreword from The Executive Director

A part from aiming to improve the welfare of the people through provision of quality public services, regional autonomy also works at ensuring that each and every region can decide their own priorities in development. The independence in setting development priorities in regional autonomy has led to significant variation in the quality of regional governments and has affected other stakeholders as well. In a broader level, such variation has led to a wide gap in development quality among regions.

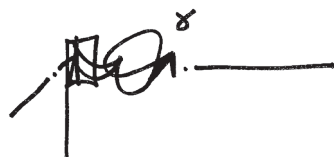
Efforts in addressing such gap in performance have been constrained by lack of capacity of regional governments in making an analysis of governance performance in their respective administration. In light of this gap, an objective tool is very crucial in providing a comprehensive assessment of governance quality in terms of issues, aspects and regional coverage. Kemitraan, a multi-stakeholder organization established in 2000, has been working to fill this gap by initiating the Indonesia Governance Index (IGI) for the assessment of governance performance in Indonesia.

IGI is continuation of the Partnership Governance Index (PGI) previously implemented by the Knowledge and Resource Centre (KRC), a unit under Kemitraan that pools the knowledge, expertise and experience in the implementation of governance reform in Indonesia. KRC involved a number of principal researchers and 33 researchers in all provinces across the country for initiating the IGI.

I would like to thank all governors for their cooperation and feedback, KRC team, IGI principal researchers, and 33 provincial researchers for their hard work in initiating IGI. I would like also to use this opportunity to express my sincere gratitude to AusAID who has provided funding support for IGI.

Finally, I hope that IGI will provide enormous benefit to all stakeholders in Indonesia.

Jakarta, August 2013

A handwritten signature in black ink, appearing to be 'Wicaksono Sarosa', followed by a horizontal line.

Wicaksono Sarosa
Executive Director of Kemitraan



IGI: A Contribution to Indonesia

"Indonesia Governance Index (IGI) was initiated by Kemitraan as an effort to contribute to improved effectiveness in decentralization and regional autonomy policies"

The economic and political crisis that devastated Indonesia by the end of the 1990s further strengthened the reason for calling for reform in Indonesia. The main goal was to prevent past mistakes and to build back a more accountable country. The Partnership for Governance Reform (Kemitraan) was established in 2000 by a number of eminent individual leaders to contribute to the acceleration of the achievement of these objectives.

Since its establishment, Kemitraan has been working actively with government agencies and civil society organizations at both the national and local levels. With the government agencies, Kemitraan has established cooperation among others with the Ministry of Home Affairs, the Commission for Corruption Eradication (KPK), the Indonesian Police, the Supreme Court, the Judicial Commission, the People's Representative Council (DPR RI), the Ministry of Forestry, and the Ministry of the State Apparatus Empowerment. Meanwhile, Kemitraan has also been working with more than 170 civil society/non-government organizations.

During 13 years after the reform, Kemitraan has initiated a number of efforts to advance reform in governance, among others through programmes related to issues on bureaucratic reform, forest management, anti-corruption, representation reform and general election, decentralization and regional autonomy.

One of the important insights gained from the engagement with such extensive stakeholders and wide ranging programs is that good governance arises when civil society, political institutions, and economic society go hand in hand and interact in harmony to achieve common vision based on the interest of the people.

This will only be possible if such interactions are based on accurate and comprehensive information available to and accessible by all. With such information, civil and economic societies can have an informed engagement with the government. In a similar fashion, with accurate information, the government can be more responsive to the demand of the society. With well-informed and evident based discourses taken place among stakeholders, public participation can become more meaningful hence the government becomes more capable of formulating policies rationally and with empathy.

In the effort to make such information available, Partnership initiated the Indonesia Governance Index (IGI). It specifically aims at measuring the governance performance of Indonesian local/regional administrations through an objective, accurate, comprehensive, and in comparable manner.

In the short term IGI results is to provide input for improvement at both the national and local levels. In the long term, IGI will generally contribute to the establishment of a well-informed society on governance issues as well as pushing towards responsive local governments.



A. Why Measuring the Performance of Governance and Regional Development is Important for Indonesia?

“...provincial government has the most important role in ensuring that there is no significant gap among districts/cities”



Provincial Governance and Regional Development in Indonesia

Indonesia has chosen democracy as its system of governance to build a free, just, safe, and prosperous society. Currently Indonesia is witnessing a paradox in its democracy. On one hand, a successful opening-up of civil liberty has led to the avalanche of democratic demands across the nation, however on the other hand, democratic institutions' are inadequately respond to those demands. Street protests are common to demanding attention on road damages, power outage, scarce clean water, inadequate health and education services, and many others. Such legitimate democratic demands have in many cases turned into undemocratic and even anarchic expression of discontent when demands are not immediately met.

Many problems are eventually associated with basic functions of governance, such as clear roles and responsibilities of government institutions, policy making, public services, coordination among institutions and among different sectors, decision making capacities of institutions, and transparency in budget management and financial flow. These myriad problems are indications that improvement in governance, is the solution.

In this era of regional autonomy, most of the problems mentioned above are at district/city levels. However, in compliance with Article 107 of the Minister of Home Affairs' Regulation (*Permendagri*) No. 13/2006, provincial government serves as the coordinator to ensure the harmony of differences in visions, missions and priorities among districts/cities. As the representation of the

central government, provincial government has the authority to manage a relatively huge budget and to approve budget and expenditure planning as well as regional regulations of districts/cities. In addition, provincial government has the most important role in ensuring that there are no significant gaps among districts/cities.

Provincial government's capacity in bridging gaps among districts/cities is very crucial since achievement at provincial level is the aggregate of achievements at district/city level. Nonetheless, the overall performance of the provinces should not solely rely on the performance of districts/cities. This is where proactive role of the province is very crucial. Governance at the provincial level is expected to keep the balance between the flow and direction of development of the districts/cities within its territory.

Usually, local stakeholders measure the performance of their region against internal indicators only

Districts/cities tend to see themselves as distinct in characteristics and cannot be compared with one another. As a result, progress is measured against internal indicators and provinces/districts/cities tend to see progress over time in their own perspective. Comparing progress and achievement with those of other regions and learning how they achieve these will provide a reference for enhancing the performance of their region.

To some extent, a region is established based on some common characteristics of its areas. However,

different progresses and achievements among regions cannot be solely attributed to the diverse characteristics of each province, such as culture and geographical locations. Such diversity is also shaped by policy making, policy implementation/administration, the dynamic of the civil society in advocating their interests and monitoring government administration, and the economic society. These governance factors are political and administrative in nature and they can be achieved regardless of the distinct characteristics of regions.

In this regard, concurrent evaluation of these factors across the regions are crucial to assess the level of progress and achievement of specific regions for a given year and to make a comparison of progress and achievement between regions within one area (island for instance) as well as at the national level.

Nearly all stakeholders have fully recognized the importance of evaluating the performance of regional governments. Under the auspices of the Ministry of Home Affairs, a number of evaluations have been conducted such as the Performance Evaluation of the Regional Administration (EKPPD), Evaluation of Regional Administration (EPPD), and Evaluation of New Autonomous Region (EDOB).

A number of sectoral evaluations have also been undertaken by non-government institutions, such as Economic Governance Index by Regional Autonomy Watch (KPPOD), Civil Society Index (Civicus) by Yappika, JPIP's Performance of Regional Autonomy, and the Corruption Perception Index.

Self-evaluations and self-reports by governments are often riveted to administrative factors, while

sectoral evaluations by non-government entities are often limited and focused to certain sectors only.

Therefore, a comprehensive, objective, and accurate external evaluation is necessary at the provincial as well as district levels to strengthen and complement existing internal and sectoral evaluations.

What is Indonesia Governance Index?

The Indonesia Governance Index (IGI) is a framework for measuring the performance of local governance. IGI holds the assumption that good governance is associated with how the society (Civil Society Arena), political policy makers (Government Arena), policy implementers (Bureaucracy Arena), and business actors (Economic Society) are in synergy to strive for free, just, safe and well-off lives. Good governance is achieved when all of the above four arenas interact in a balanced manner and in synergy which eventually resulted outcomes for the benefit of all people.

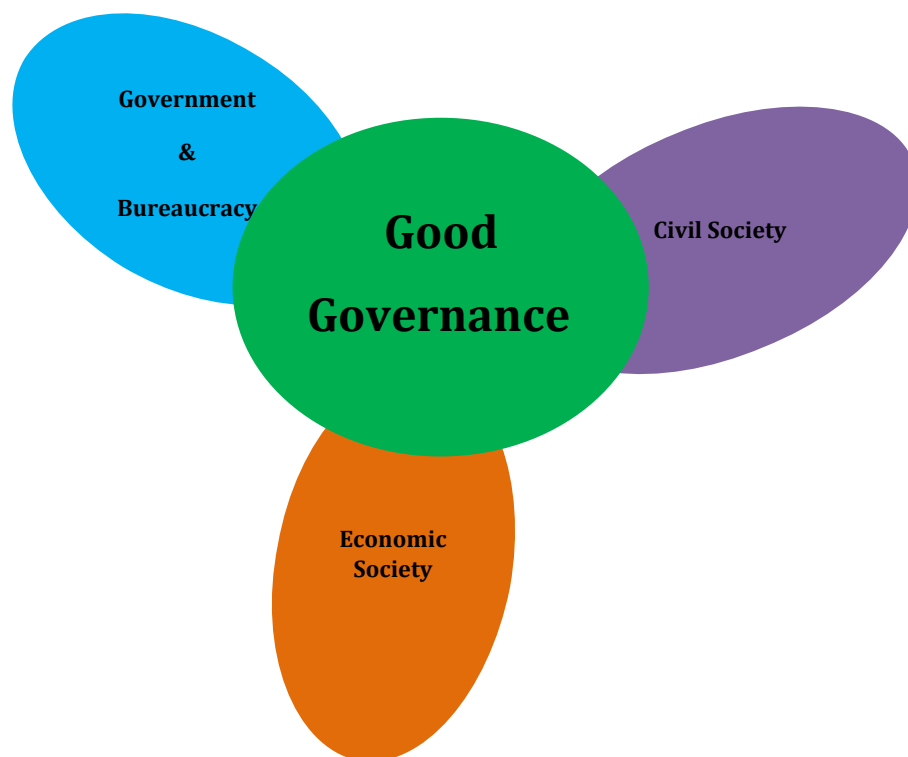
The focus of IGI measurement is local government since, after the implementation of decentralization, local governments are at the forefronts in development at the local level. Local governments have substantial authority in the formulation of regulatory framework and policies that will eventually determine the direction and pace of local development.

It is commonly acknowledged that there are wide variations among local governments in terms of public services, level of poverty, human development, income gaps, and many other indicators of welfare. Efforts in addressing such

problems will only be effective if they are based on evidence and formulated through the involvement of all stakeholders. IGI seeks to provide an overview of the performance of provincial governments through a comprehensive and rigorous framework of measurement that will serve as a reference for such efforts.

Specifically, IGI is aimed at measuring the performance of the government (political office),

bureaucracy, civil society and economic society based on the principles of good governance, namely participation, transparency, fairness, accountability, efficiency, and effectiveness. Using a scale of 1 (lowest) to 10 (highest), it is expected that IGI can serve as an intuitive and user friendly instrument for assessing the performance of each arena of governance, as well as to see the eminence of governance in one province compared to other province.





B. Brief Overview of IGI

“Providing the mechanisms for interaction among arenas of governance is a key in bureaucratic reform. However, solely reforming bureaucracy is not enough. Poor performance of high ranking political officials apparently hindering the development which means that political reform is also a necessity”



Bureaucratic reform that has been pursued seems to be limited to efforts in improving internal bureaucratic procedures.

Rooms for interactions between bureaucracy with civil and economic societies need to be widely opened up to ensure that complaints and feedback from both arenas can be immediately accepted. Therefore, it enables the bureaucracy to become more responsive.

However, bureaucratic reform does not occur in a political vacuum. Politics and bureaucracy should have the same priorities in reform efforts. In many cases, high ranking political officials play role indirectly in capping what the bureaucracy can achieve. This is evident, for instance in how development program and activities by bureaucracy are greatly influenced by policy on budget allocation; and how particular laws and regulations restrict or facilitate the works of bureaucracy.

IGI has even highlighted that change of political leadership at the provincial level (governor) can annul the bureaucracy's previous performance and achievements. In this light, the government (high ranking political officials) is the weakest link in the chain of such development strategy. However, it is worth noting that political reform in the absence of strong bureaucracy will not result good quality of public services..

High ranking political officials are elected by the people and are responsible for the development of regulatory frameworks, budget allocation, and the direction and achievement of long-term regional development goals.

IGI results indicate that one of the problems associated with government performance is the lack of consistency between the 5-year development planning and the annual accountability reporting. It shows that there is a lack of strategic direction in ensuring the sustainability of development.

Bureaucracy is essentially the implementing body of policies formulated by the government. As it is independent to the cycle of election, bureaucracy can ideally contribute continuously to innovations in public services improvement. IGI findings show that the bureaucracy arena has lower level of performance when associated directly to the public – such as participation, transparency and effectiveness – than the average performance of bureaucracy associated with the principles not directly related to the public, such as fairness, accountability and efficiency. The findings are commonly found across the provinces in Indonesia and once again indicate that bureaucratic reform has only been limited to improvement of procedures, and have yet to lead to changes in provision of services to the public.

Since the beginning of reform, civil society arena has been the only arena that has shown rapid progress in their role to support governance. Civil society arena of governance shows better average score than other arenas in its advocacy through the principles of good governance and local empowerment. Yet, it should be noted that the civil society arena shows the lowest level of internal governance performance especially related to the principle of accountability and efficiency. This arena faces the challenge of improving its own accountability and efficiency in coordinating advocacy and monitoring efforts as

same as they promote good governance principles to other stakeholders.

Economic Society Arena also plays significant role in protecting business interest and promoting economic growth and local business climate. Unfortunately, this arena has not been able to play a meaningful role in affecting significant increase in employment in the regions. Its ability to absorb employment in 2011 is a mere 1% (1 million people) of the total labour force of 108 million people, not including the number of unemployed of 7 million people that need to be absorbed. In this light, economic society's achievement in the principle of effectiveness in absorbing employment and economic growth is the lowest in comparison to its other principles of good governance.



C. IGI Main Findings

“IGI main findings show a common trend in all across provinces in Indonesia. A website on IGI is available and accessible for all to do rich analysis and compare findings at general trend, regional, and provincial levels as well as indicators per principle of good governance. The IGI website contains a wealth of data and invites all stakeholders to see the overall trends of governance in Indonesia and to do in-depth assessment based on the context of each region.”



1. Change of Regional Heads that is not Followed by Transfer of Political Knowledge Can Annul Previous Development Achievements

Although the four arenas mentioned above have contributed to the performance of a province in good governance, government and bureaucracy arenas are the most crucial factors. Interesting findings from a number of provinces show that a Regional Head can greatly influence whether a region will have a good or poor governance performance.

Take the case in the provinces of West Sumatra and Gorontalo, for instance. In 2008 governance assessment (PGI 2008), both provinces ranked third and eighth respectively. However, results of the IGI 2012 assessment shows West Sumatra at rank 20th and Gorontalo at rank 22nd.

The Governor of West Sumatra who served office during the assessment in 2008 was doing very well in leading the province, while the Governor of Gorontalo was very widely known for his many brilliant innovations to advance his region. Things were very much different and there was a drastic decline of performance in both provinces during the IGI assessment in 2012 with new governors.

In the discussion among the experts in four arenas of governance during data collection in West Sumatra

for IGI 2012 assessment, it was evident that the lack of performance of the Governor especially in disaster management after the big earthquake in West Sumatra.

Other interesting case involves Bengkulu Province, which was the only province in Sumatra with poor score and ranked the third worst province in governance performance after West Papua province and North Maluku province. In the PGI 2008, Bengkulu ranked 17th. During the 2012 assessment, the current Governor was apparently a suspect for corruption case. This has caused a political turmoil as to whom would be capable of replacing him. Dynamics indicated that the People's Regional Representative Council (DPRD) supports the Regional Secretary (Sekda) as the prospective candidate rather than the Vice Governor. This has unfortunately caused the decline performance of bureaucracy led by Sekda who is not a political appointee.

The opposite case occurs in North Sumatra province. During the PGI assessment in 2008, the Governor of North Sumatra was suspected for corruption and had to stand trials since June 2008 before officially removed from office in March 2011. North Sumatra province was ranked the 33th or the worst in the PGI 2008. On the other hand, results of the IGI assessment in 2012 showed a very significant improvement of the province in its performance in governance, putting it at rank 12th.

2. For Government, It Is More Difficult to be Transparent Rather Than Meeting Procedural Accountability.

....transparency seems to be a principle that the Government has difficulty to comply with rather than procedural accountability.

The results of the IGI assessment of all provinces in 2012 show that the average score for the performance of the Government in transparency is considered **Poor** (4.58) with a slightly better score for performance of the Bureaucracy that shows a **Fair** score of 5.04. The scores indicate problems in accessing public information – such as non-confidential government documents - in most provinces in Indonesia.

During data collection, it was evident that accessing information in 19 provinces was done through complicated process while accessing information in 2 provinces was just impossible. Even when access was possible, personal approach and lobby to certain high ranking officials or certain local bureaucracy offices (SKPD) was necessary.

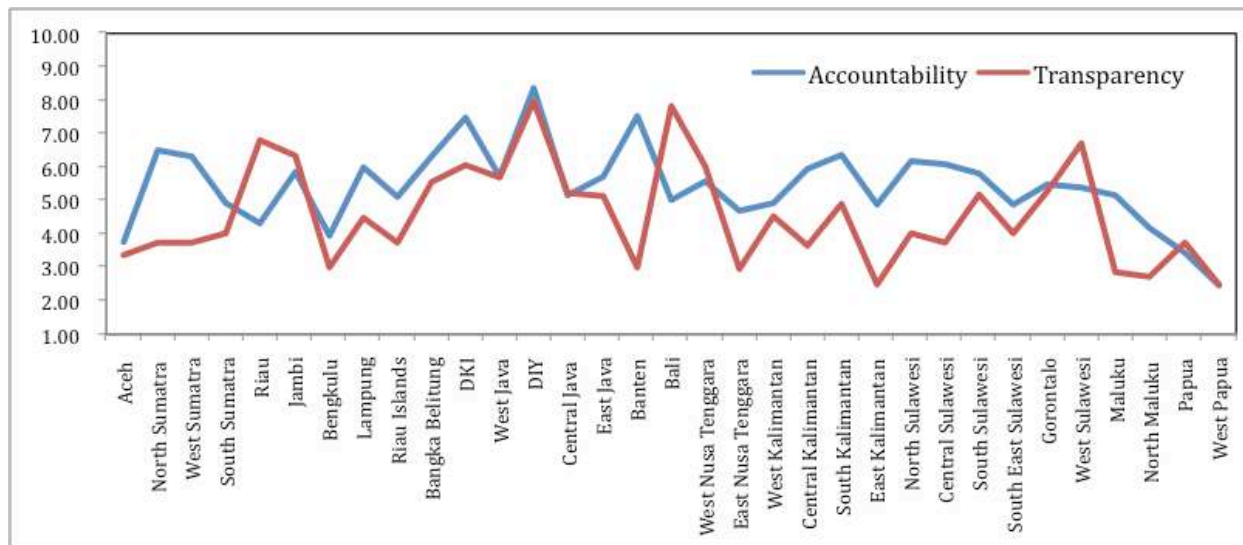
Financial documents and Governor Regional Accountability Report (LKPj) are the two types of documents that public found greatly difficult to access since they are still classified as confidential. Even more difficult is accessing information on the use of the so-called aspiration fund by the members of People's Regional Representative Council (DPRD) and other necessary documents located at the DPRD. Overall, access to information is

difficult in 16 provinces and very difficult in 13 provinces. The findings are evidence of non-compliance to the Law Number 14 Year 2008 on Public Information Disclosure.

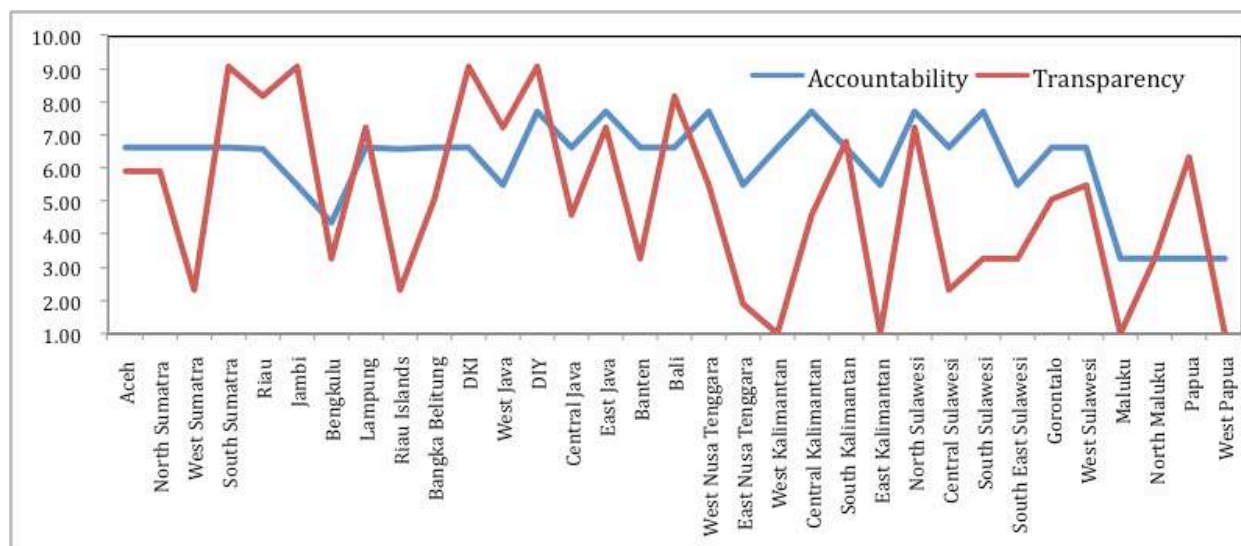
Although scored **Fair (5.45)** or a little below the performance of the Bureaucracy (6.17), the performance of the arena of Government in the aspect of accountability is better than the performance in the principle of accountability in all provinces. It is interesting to note that it is difficult to be transparent – by making information available and easy to access in government websites – than to be accountable procedurally.

The use of procedural indicators such as the Audit by the Supreme Audit Agency (BPK) instead of performance indicators may explain why performance in accountability seems to be better than that of transparency. Therefore, performance in accountability should not, in this case, be measured separately from the performance of other principles that contribute to a more meaningful performance in accountability such as participation, fairness, efficiency, and effectiveness.

Picture 1. Gap between Transparency and Accountability in the Arena of Government



Picture 2. Gap between Transparency and Accountability in the Arena of Bureaucracy



3. Poor Quality of Development Planning

One month of delay can mean delay in the provision of public services and subsequently lead to impacts that range from a mere delay in the implementation of an infrastructure project to more adverse ones such as disease spread or malnutrition in women and children.

IGI findings show poor quality of development planning as indicated by the discrepancy between the mid-term regional development planning (RPJMD) and the annual accountability report (LKPj). The average performance score for this indicator in 33 provinces is 3.55. By comparing the consistencies between RPJMD and LKPj, it shows that only DKI Jakarta and DIY have RPJMD that are consistent with its LKPj.

Factors contribute to the inconsistencies between RPJMD and LKPj are: (a) incomplete documents, (b) some provincial RPJMDs do not have annual achievement targets, (c) some provincial RPJMDs have annual achievement targets outcome level (such as HDI, level of poverty) while LKPj only indicated achievement at output level; (d) LKPj put more emphasis on expenditure accountability report but has not yet able to relate it to the achievement status of development targets as mentioned in the RPJMD.

This finding indicates the lack of consistencies between mid-term development planning and its annual accountability report.

In terms of local budget (APBD), most provinces experienced delay in the approval of the APBD (through the regional regulation (*Perda*) and its follow up implementation through Governor's regulation (*Pergub*)). Although most provinces have their APBD for 2011 approved by the end of December 2010, approval in a number of provinces was between January-April 2011 (Bengkulu-28 January 2011; DKI-13th January 2011; West Papua-3rd March 2011; Aceh-26th April 2011).

However, problems arise when most Regional Regulations of APBD are only enacted by the end of the year. It still takes some time until the APBD fund is disbursed to the province. Hence, the implementation of development programs also suffers delay due to budget unavailability at the beginning of the fiscal year. One month delay means delay in provision of public services that can lead to impacts that can range from merely a delay in the implementation of infrastructure project to more serious problem such as disease transmission or malnutrition in women and children.

Ideally, APBD is approved by the end of October of the previous year to ensure APBD funds can be disbursed by the end of the previous year. North Sumatra is the only province that is punctual in APBD approval (21st October 2010).

Other findings include the level of rigorousness in documenting the making of regulatory framework. The results of the IGI 2012 assessment indicate the lack of standard mechanisms to document the process of formulating regional regulations since its listing in the Regional Legislation Program (*Prolegda*) until its enactment. There is no standard documentation that can show the time required to issue a *Perda*.

It is also very difficult to track down records of meeting activities by fractions and commissions in the parliament during the deliberation of a draft regulation. This is an evidence of poor institutionalization of the planning procedures for developing regulatory framework thus difficult for the public to take part in monitoring the process or giving inputs.

Therefore, it is deemed urgent to develop a standardized system all across provinces for documentation and administration of all People's Regional Representative Council (DPRD) activities. Such documentation system will become the evidence of initial effort to engage meaningful participation of the public.

IGI findings show that the overall performance of the People's Regional Representative Council (DPRD) tends to be low and lead to the poor overall performance of the government arena. For example, the total actual spendings of the DPRD reached an average of 4% (interval 1-10%) of the total realized APBD. In terms of performance, People's Regional Representative Council (DPRD) only produced in average 1-5 regulations in one year with delayed approval in most cases and poor documentation. Despite its huge budget for operation, DPRD shows poor performance. As a result, this has further raised question with regard to this institution's efficiency and effectiveness in performing its functions and responsibilities.

Misconceived planning leads to inefficient governance. Coupled with poor documentation and lack of transparency, development priorities become unclear and so prone to political influence.

Monitoring and advocacy by other stakeholders become impossible. In the end this compromises the government arena as it fails to show progress in governance.

4. The Commitment of Provincial Government to Education, Health, and Poverty Reduction is Still Low

“Most district governments still require the support of the provincial government in ensuring the provision of wider and better quality public services. Commitment for allocation in the provincial budget for these three sectors is therefore very crucial.”

As part of assessing the principle of fairness in government arena, IGI measured the commitment of the provincial government to the three basic public services in each province, namely education, health and poverty reduction.

Provincial government argues that significant budget has been allocated by districts/cities for public services. To some extent, most district governments are in fact still in need of provincial government's support in ensuring provision of wider and good quality public services. For that purpose, the commitment for allocation in the provincial budget for the three sectors is very crucial.

IGI findings show that the average score for the performance of government in the three public

services is still poor: commitment to education (3.02), health (3.05) and poverty reduction (3.91). Below is a detailed overview of the scores.

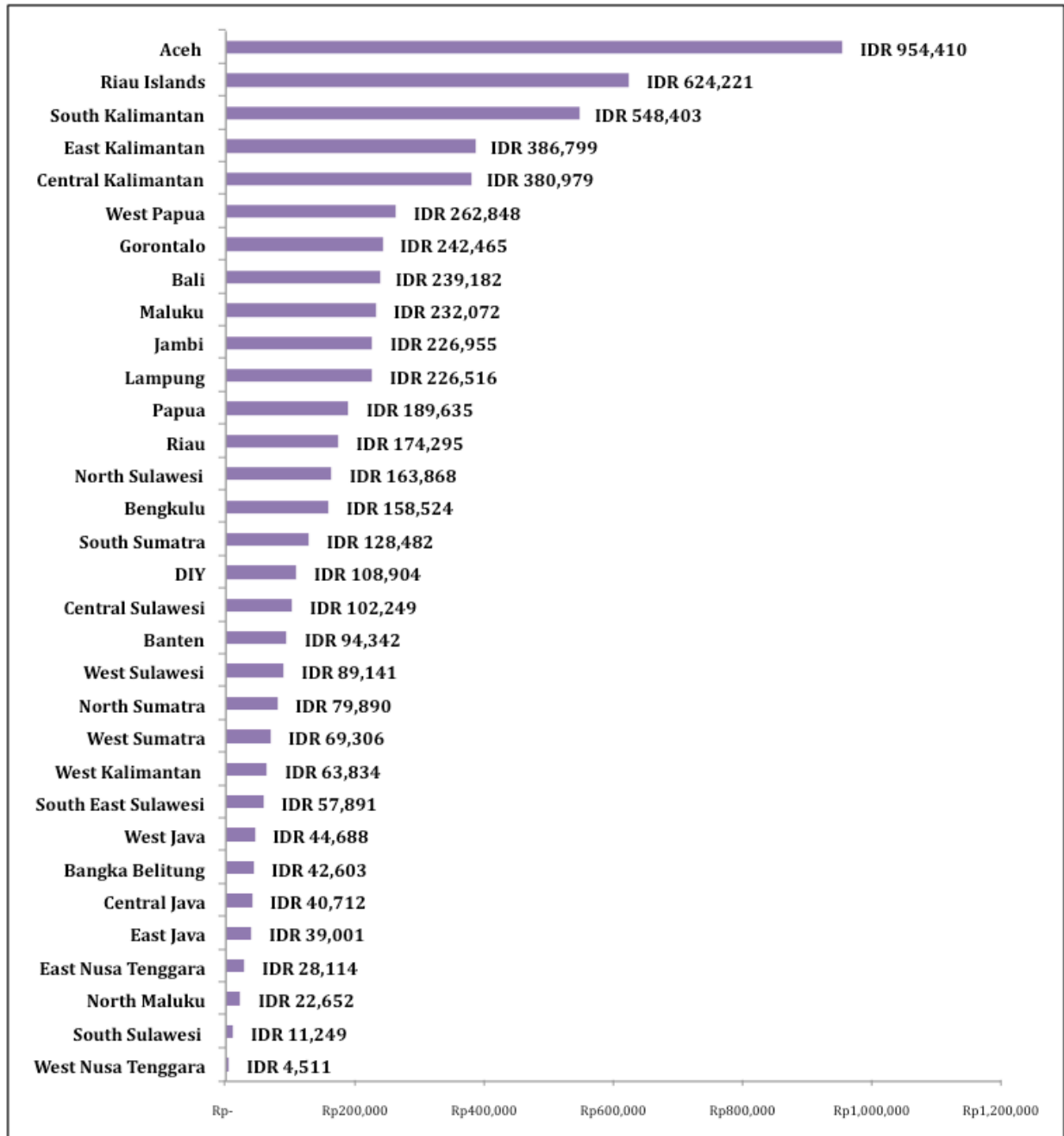
Commitment to Education

Results of the IGI assessment indicate an average score on commitment to education in 33 provinces as low as 3.02. The score confirms details of IGI findings that show that in all provinces, allocation in the total APBD for education is still below 20%, including the budget for the apparatus expenditure. The highest allocation for education is 14% (including apparatus expenditures) or 13% (excluding apparatus expenditures) of the total APBD. The lowest allocation for education is 1% of the total APBD. With such allocation, roughly the allocation for education per year for each student in 9-year compulsory education is only a mere IDR 188,711. This is considered very small amount and

certainly would not be able to assist districts/cities in the implementation and improvement of the quality of education. Albeit there are districts/cities who have allocated more than 20% in the APBD budget for education however most of the allocation have been spent on teachers' salary and other routine costs. Little can be expected from districts/cities to increase the budget allocation for education. This is where the provincial government should be able to help.

Futhermore, there is a very significant variation between provinces in the allocation of the budget for education. Aceh province provides the highest allocation for education of **IDR 954,510 per student per year** while NTB makes the lowest allocation of only **IDR 4,511 per student per year**. Such significant variation in budget allocation will certainly lead to significantly different quality and experience of education among children in the two different provinces.

Picture 3. Provincial Government Budget Allocation for Education per Student per Year (9 Year Compulsory Education)

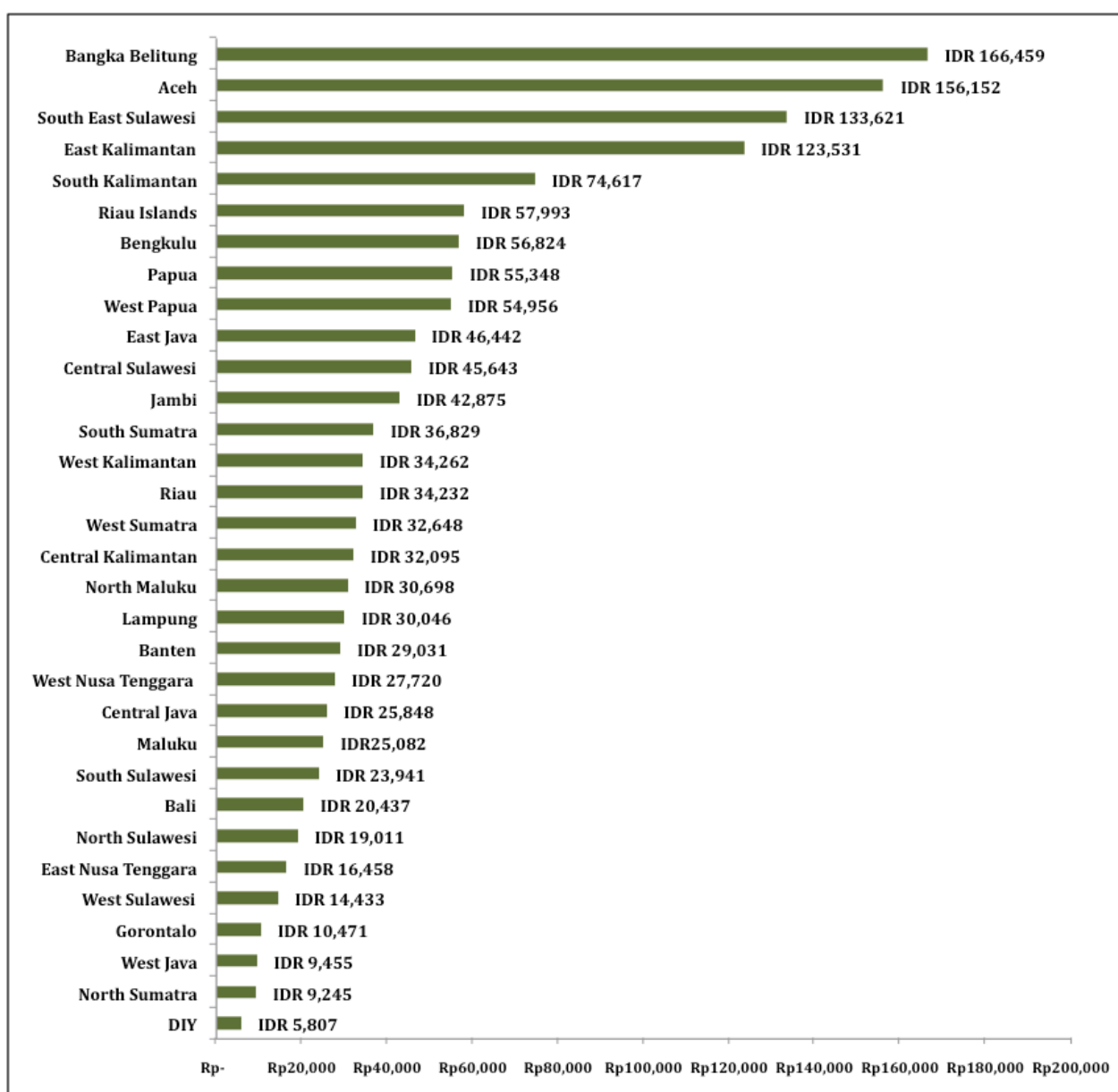


Commitment to Health

There is also significant variation among provinces in the budget allocation for health. The Bangka Belitung province has the highest allocation of **IDR 166,459** per capita per year while Yogyakarta Special

Region (DIY) province has the lowest allocation of **IDR 5,807** per capita per year. The IGI findings indicate the remaining half-hearted commitment of provincial governments in health sector. The average score for government's commitment to health in 33 provinces is only 3.05.

Picture 4. Provincial Government Budget Allocation for Health Per Capita Per Year

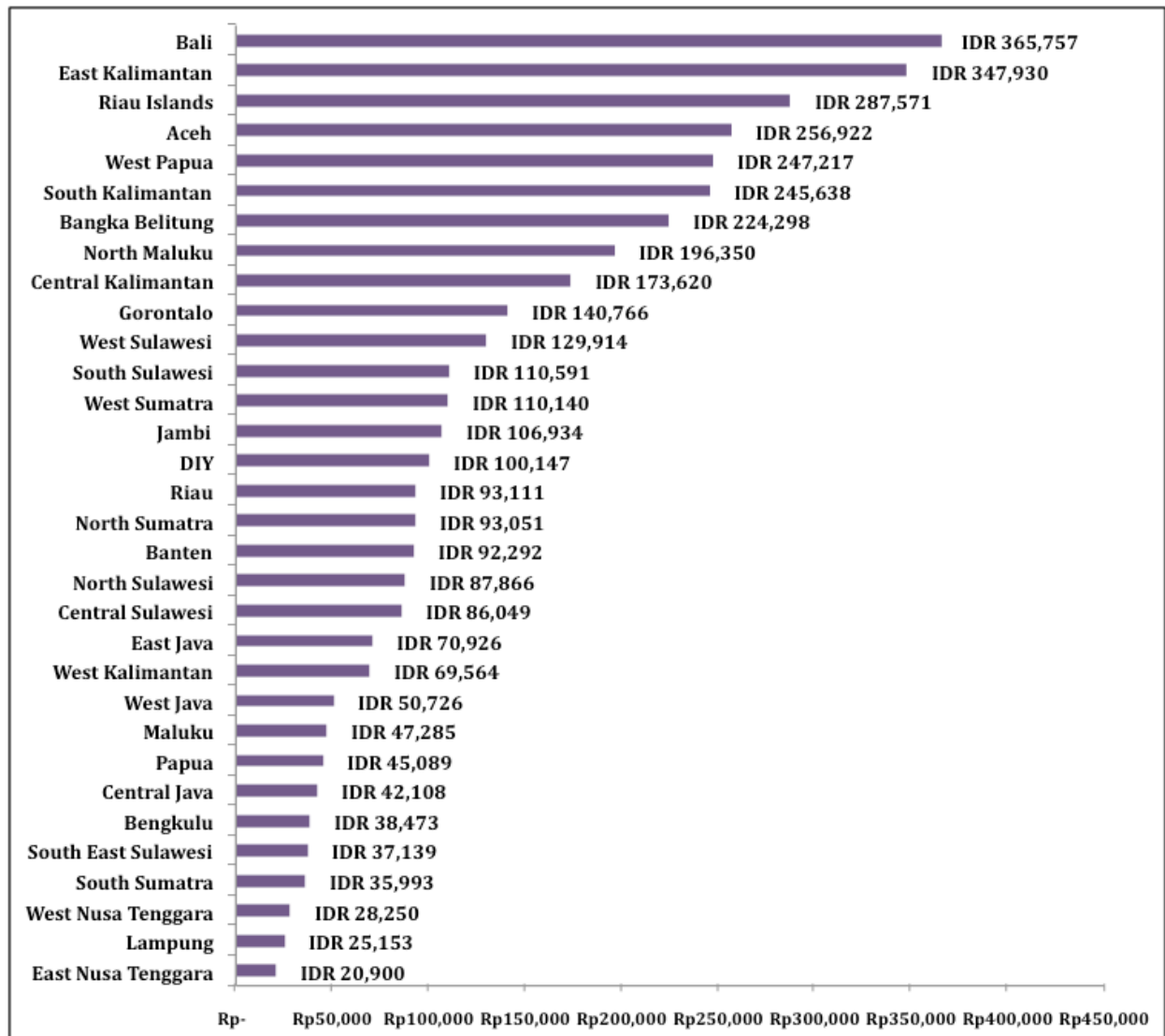


Poverty Reduction

The same trend is also evident in the commitment of the government in the budget allocation for poverty reduction. The average score for government's commitment to poverty reduction in 33 provinces

is only 3.91. The score reflects the commitment for poverty reduction at the provincial level. The biggest allocation for poverty reduction is in Bali at **IDR 365,757** per poor capita per year while the lowest allocation is East Nusa Tenggara (NTT) province at **IDR 20,900** per poor capita per year.

Picture 5. Provincial Government Budget Allocation for Poverty Reduction Per Poor Capita Per Year



In the poverty reduction sector, not many provinces make available units or mechanism for grievances or complaints to allow people to communicate with the government on the accuracy of social protection scheme targets. Seventeen provinces do not have grievance/complaint unit on poverty reduction; they are South Sumatra, Riau Islands, Bangka Belitung, Banten, Riau, East Nusa Tenggara, West Kalimantan, Central Kalimantan, South Kalimantan, East Kalimantan, Central Sulawesi, Southeast Sulawesi, Gorontalo, Maluku, North Maluku, West Papua. Important question related to this finding arises as to whether the government has any mechanism to ensure programs are targeted to the right beneficiaries and any mechanism for assessing and ensuring the appropriateness of social protection programs for the poor. In addition, many social protection schemes such as direct cash transfer programs have failed to educate the people; question arises as to whether such programs work effectively in providing assistance to the people or make people dependent on assistance.

Therefore, availability of grievance and complaint mechanism in poverty reduction sector will facilitate the participation of community in ensuring poverty reduction programs are well targeted and effective.

5. Institutionalization of Recognition to and Protection of Women's Rights is Necessary. But It Requires Consistent Pro-Gender Policies to Fulfil Basic Needs.

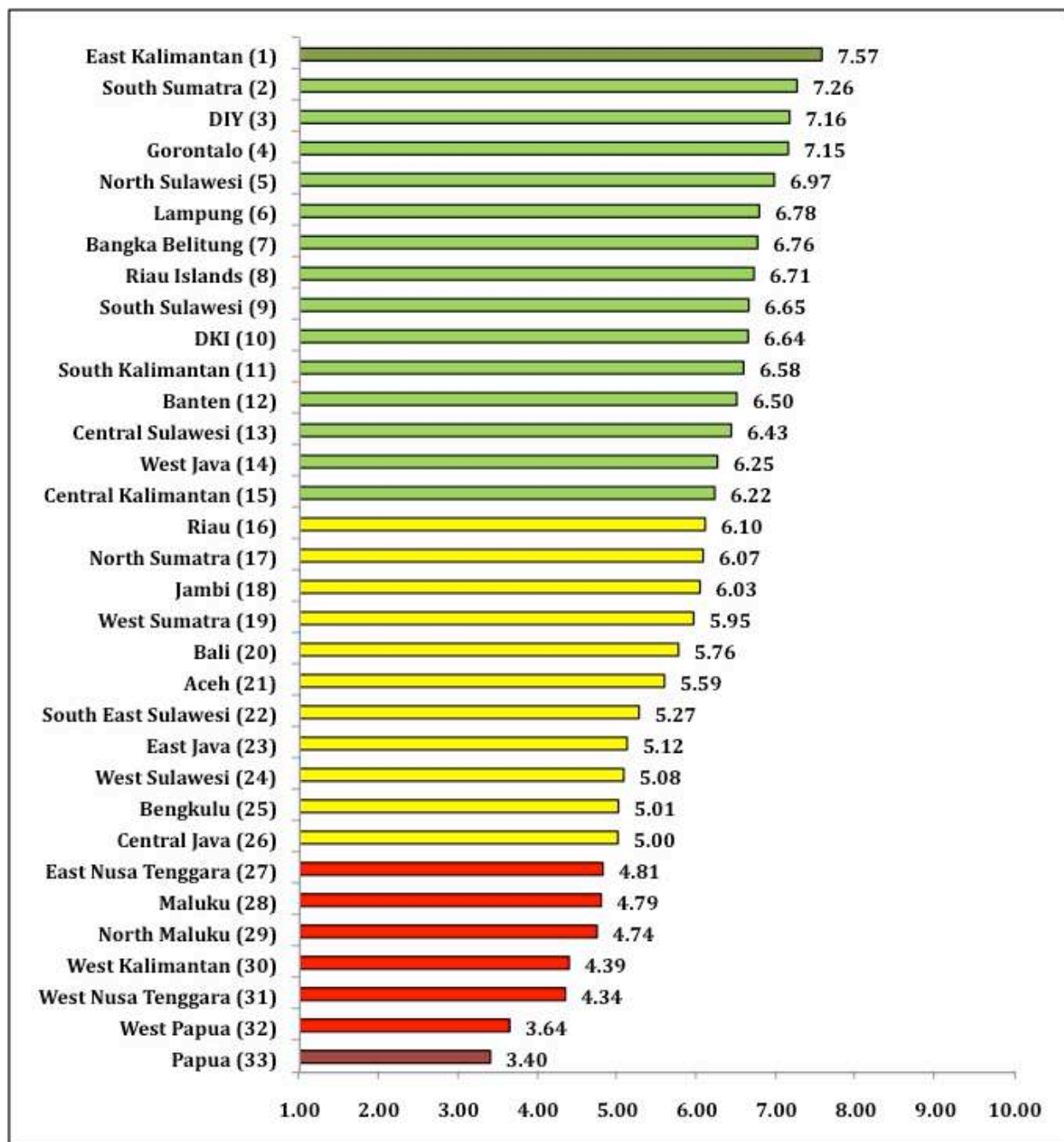
IGI also assesses as to how far attention is given to the equality of the rights of men and women. IGI includes several indicators in all arenas as it believes that gender equality should be pursued in all arenas of governance.

Based on the achievement of the indicators, East Kalimantan province is at the first rank with a score of 7.57 for its commitment to gender equality. Qualitatively, such score falls under **Fairly Good** category. Papua province earned the lowest rank with a **Poor** score of 3.40. The following table shows IGI indicators related to gender equality by arena:

Table 1. IGI Indicators of Gender Equality by Arena

Arena	Indicator
Government	<ul style="list-style-type: none"> • Institutionalization of programs on women protection and empowerment • Percentage of women in the parliament
Bureaucracy	<ul style="list-style-type: none"> • Percentage of women at Echelon 2 level • Percentage of medically supported birth (medical doctor and midwife) to the total birth • Mean years of schooling between boys and girls • Quality of Gender Mainstreaming Working Groups at provincial level
Civil Society	<ul style="list-style-type: none"> • Gender mainstreaming and ing vulnerable groups empowering (such as: women, the poor, children, disabled people, elderly, people with HIV/AIDS) in advocacy and monitoring activities of civil society organizations.
Economic Society	<ul style="list-style-type: none"> • Recognition and protection of the rights of working women by economic society

Picture 6. Commitment to and Efforts in Gender Equality at the Provincial Level



Generally, most regions have formal institutions in place for protection and empowerment of women and children. However, performance of these institutions is not measureable and gender working groups at the provincial level are identified as having poor performance.

In response to these, IGI has put more emphasis of the process for mainstreaming gender equality not merely on the establishment of formal institutions or allocation of budget but on substantial changes of systems and paradigm through the formulation of policies that are more favourable to women's rights. This is where female decision makers and policy implementers should play significant role in creating enabling environment to ensure friendly policies for women and vulnerable groups.

In relation to the above, although Maluku has the highest percentage of women in the parliament and bureaucracy, it is the only province who does not have formal institution in place for the protection and empowerment of women hence it ranked at the bottom five specifically on gender balance index. This finding indicates that the substantial number of women in high ranking policy making and policy implementers do not necessarily mean more attention to gender issues. Therefore, efforts in increasing the number of women participating in politics should be accompanied by improving the capacity in strategic decision making to ensure equal attention to all society groups.

Further in-depth assessment of the impact of policies indicate that gender mainstreaming efforts have in

fact not been able to fully ensure the fulfilment of basic rights of women.

For instance, there is still a significant gap of the length of school attendance between girls and boys in 9 year compulsory education. In average, at the national level boys attend schools for 8 years with women for 7.5 years or 6 months sooner to drop out from school. The most significant gap is evident in Papua where girls dropped out from school 1.5 year sooner than boys, with Bali following suit with girls 1.6 year sooner to drop out from school than boys and NTB where girls dropped out from school 1.2 year sooner than boys. More interesting finding shows that two provinces with the highest IGI performance shows significant gap in this respect, namely East Java with girls 1.1 year sooner to drop out from school and Yogyakarta with girls 1.2 year sooner to drop out from school.

In addition, fulfilment of the rights of women to basic services in health can be seen among others service, through the percentage of medically supported births (medical doctor and midwife) to the total number of births. Good performance in ensuring fairness in public services should indicate 100% of women are medically supported by medical professionals during child delivery. The results of IGI assessment, however, indicate that in average only 74.62% women are medically supported by medical professionals during child delivery. The poorest performance in this regard is shown by West Sulawesi province with only 42.81% of women medically supported birth and the best performance shows 98.04% women in Yogyakarta province.

6. Provincial Government's Commitment to Environmental Sustainability are Still Poor

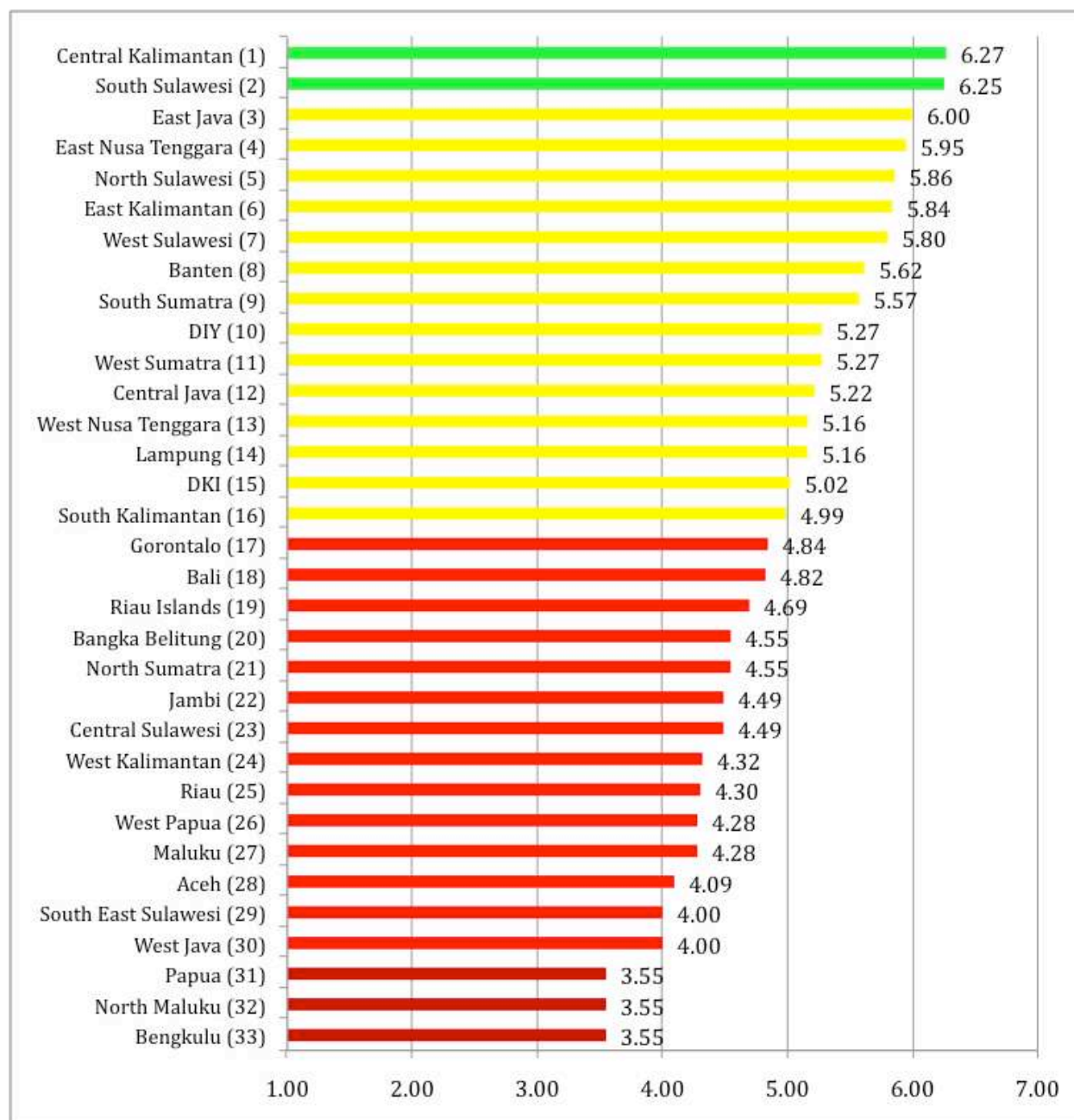
Provincial government's commitment to the environment is assessed among others through the effectiveness of provincial regulations enforcement on environment. Results of the assessment show that in average the performance of the provinces in this regard fall under the **Fair** category (4.81). IGI has managed to identify that more than 50% of the provinces show **Poor** and **Very Poor** performance. Either the absence of regulations on environment or presence of regulation but ineffective implementation is in fact behind this unfavourable performance of provinces in this sector. In relation to that, some economic policies and environmental

protection policies have also been perceived as inconsistent with those that regulate the economic zoning area.

In addition to the above indicators, IGI also includes performance indicator produced by the Ministry of Environment on progress of improvement on quality of air, water and forest coverage in all provinces during 2010-2011.¹ In this aspect, IGI assesses the progress of improvement of the environment quality index (IKLH) during 2010-2011. Result of the assessment indicates the average score of **2.91** on the progress of improvement which indicates there maining poor enforcement of regulatory framework on protection of environment from degradation and the overall sustainability of the ecosystem.



Picture 7. Commitment to Environmental Sustainability



7. Investment Friendly Governance Promotes Total Investment Value

IGI also includes a number of indicators that measures progress in economic sector at the provincial level. To assess the performance in the economic sector, IGI uses a number of indicators that show the quality of the provincial government in providing services in investment, investment

value and absorption of employment in assessing the effectiveness of such effort.

In general, provinces with good governance in investment services are more effective in promoting investment and increase in employment. To assess the investment friendliness of provinces and the effect of economic governance, IGI uses the following indicators:

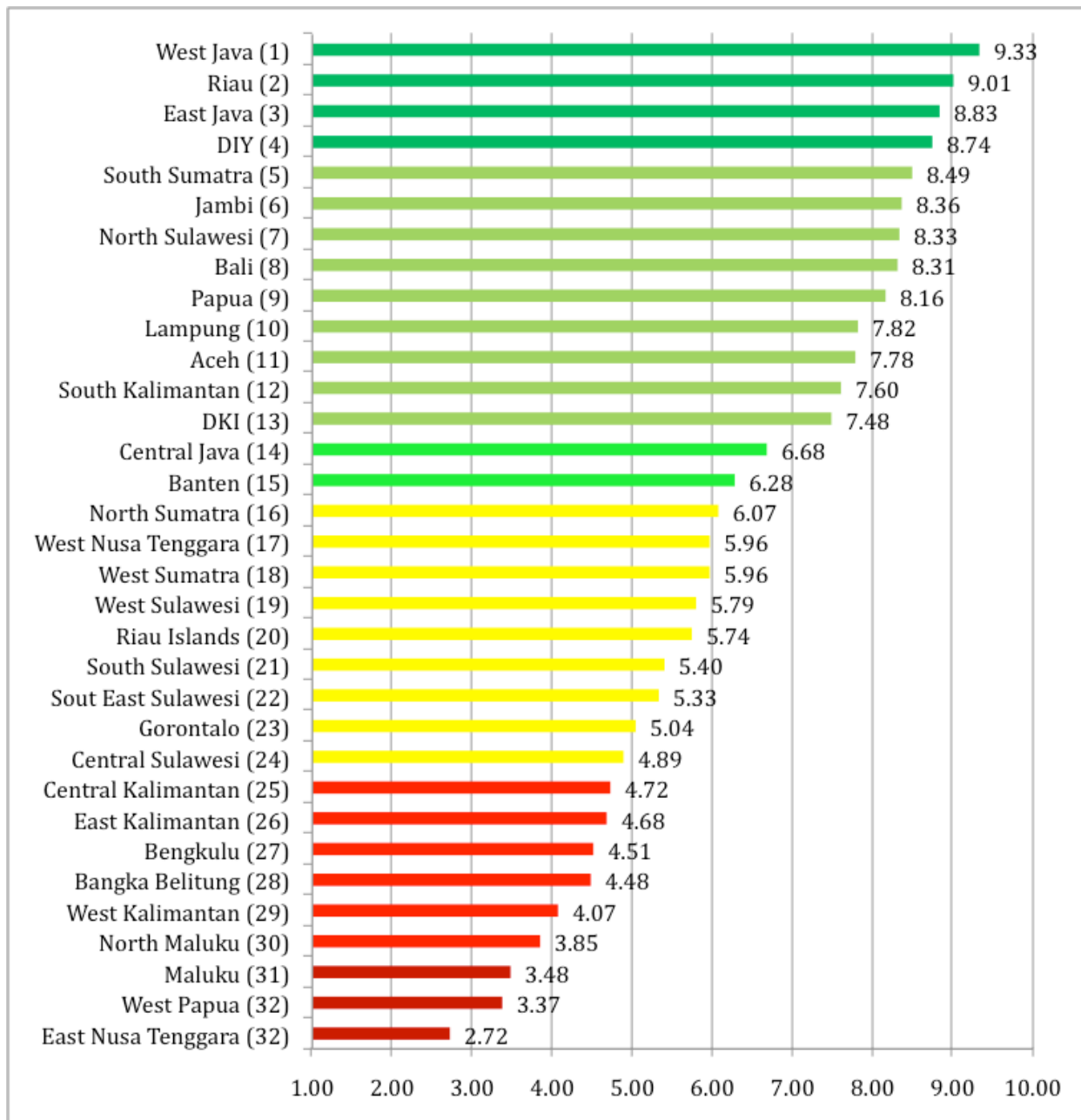
Bureaucracy Arena	<ul style="list-style-type: none"> • Easy access to regulations on investment at the provincial level • Investment ServicesTotal value of investment at provincial level in 2011 • Availability of regular forum between provincial government and society to strengthen investment climate, employment creation, and empowerment of people's economy
Economic Society Arena	<ul style="list-style-type: none"> • Level of employment absorption or number of jobs created

The assessment indicates that West Java province is an investment-friendly province with good economic governance with a **Very Good** score of 9.33. On the other hand, East Nusa Tenggara (NTT) falls at the most bottom rank with **Poor** score (2.72) for its unfriendly investment climate.

It is interesting to note that there are some contradictions in the result of assessing investment aspect against IGI overall findings. Papua province – that falls at the bottom rank in the overall assessment

– is in the top 10 of investment-friendly provinces. On the other hand, the Special Capital Region of Jakarta (DKI Jakarta) ranks 3rd on the overall IGI assessment however only ranks 13th in investment friendliness province. Meanwhile, provinces rank at the bottom 10 provinces on the overall IGI in fact have significant investment values, such as provinces in Kalimantan, Sumatra, Maluku, Nusa Tenggara and Papua. For example, East, West and South Kalimantan provinces, represent significant value of investment in mining and energy.

Picture 8. Investment Friendliness at Provincial Level



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D. IGI General Trends



By assessing achievement in 89 indicators, IGI has produced a number of interesting findings in each arena as well as at the national level. The IGI trends and scorings for each arena are drawn from specific findings as discussed above.

1. Bureaucracy Performs Better than Government (Political Office)

Overall IGI are contributed by the performance of the four arenas of governance, namely Government (Governor and DPRD), Bureaucracy, Civil Society, and Economic Society. Three arenas show **Fair** performance of governance while performance in Civil Society arena is **Fairly Good** or slightly better than the other three arenas.

Government arena (Governor and DPRD) has in general ranked at the most bottom despite its supposedly supreme power and crucial role in shaping the quality of governance at the provincial level. This is an irony since they in fact has the function to determine the direction of development and play key role as the decision makers in policies and development programs. This finding shows the paradox effect from relying the improvement of local development heavily to regional leadership.

It is true that the basic function of bureaucracy is to implement the government policies; however, they should not work solely under the political interest. It is the task of the political office to establish responsive bureaucrats with the beneficiaries. With this approach, the possibility of annulling the previous development works will decrease.

In regards with the internal functions of Government Arena, it has the lowest score **on fairness principle** (3.89) or **Fairly Poor**. The score is an indication that the inability of development policy makers to be fair in the process of policy making has impeded progress toward prosperity.

A number of indicators have contributed to the poor performance in meeting this fairness principle, among others commitment in the budget allocation for education, health, and poverty reduction, which is the shared responsibility of the Governor and DPRD.

The principle of fairness has also become the meeting point between the role of the provincial government and that of the district government, who also contributes to the performance of the provincial government in public services. The question that needs to be further addressed is whether the provincial government has assumed its strategic role in the coordination of public services through budget allocation commitment or on the contrary, hands-off and leaves the responsibility for public services fully to the district governments.

Meanwhile, the performance of transparency in Government Arena is also low specifically on the indicators of accessibility to public documents such as regional regulations, non-budgetary governor's regulation documents, budget expenditure accountability report, the use of aspiration funds, reports on coordination of development programs by Governor and official visit activities of People's Regional Representative Council (DPRD).

In terms of effectiveness, the Bureaucracy Arena performs better than Government Arena. This trend is evident throughout all provinces and was also evident during the PGI assessment in 2008. Since high ranking political officials have crucial role in influencing the performance of Bureaucracy, there are two possibilities that may explain the trend:

(1) There is a tendency for high ranking political officials to restraint the performance of Bureaucracy, and (2) Weak capacity of bureaucrats hence can be easily influenced by high ranking political officials. Both possibilities should be tackled accordingly.

Averagely, there is a lower performance of Government Arena in fulfilling the principle of participation than that of Bureaucracy Arena, while the principles of fairness and effectiveness in Bureaucracy is higher. The findings indicate that any existing formal mechanisms have not been working properly to accommodate public participation. Does this mean that public has been engaged substantially as well as consultatively or just sheer formality?

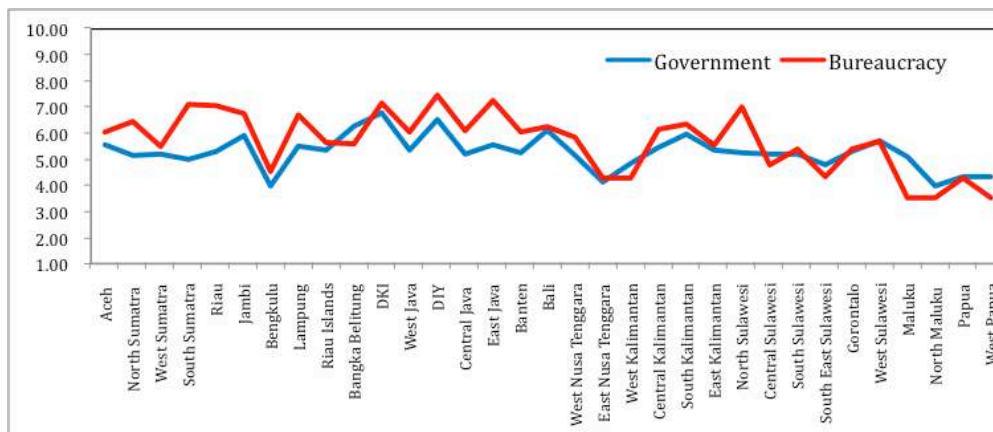
Similar trend is also evident in the performance of Bureaucracy Arena. Despite its slightly better performance than the Government Arena,

performance in the principle of participation is scored lowest (3.96) or **Fairly Poor** compared to the performance of other principles in other arenas. This indicates that bureaucracy is considered failing to provide the mechanisms for active and meaningful participation of the public. Performance in meeting the indicator for the provisions of grievance mechanism by the bureaucracy in public services such as education and health and management of local revenue has contributed to the score.

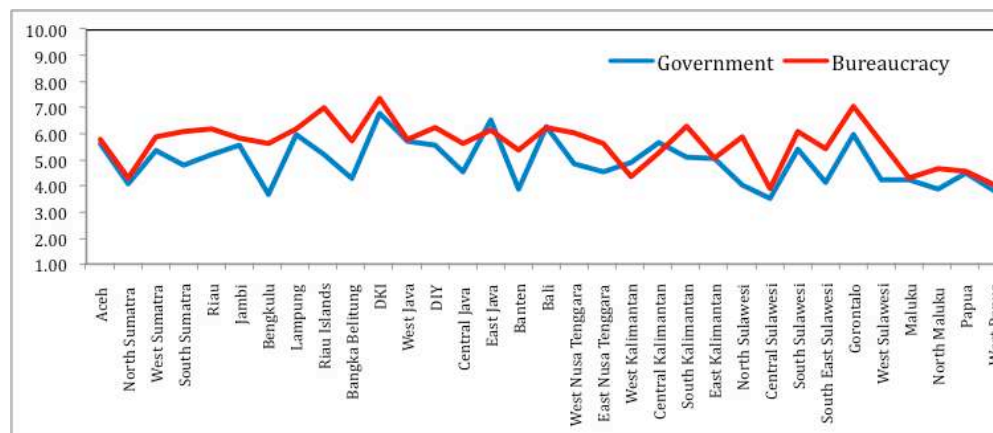
Poor performance in ensuring availability of mechanisms for participation may have been the main constraint for the bureaucracy in improving the quality of public services properly and sustainably.

Within five years from 2007 to 2011, despite better bureaucratic performance, gaps still remain in the performance of high ranking political officials and in the bureaucracy. In this regard, reform in the Political Arena should be pursued in parallel to bureaucratic reform efforts. Current bureaucratic reform is still failing to fill this gap since decision making is still in the hands of high ranking political officials.

Picture 9. Gaps in Performance of Political and Bureaucracy Officials in IGI 2012



Picture 10. Gaps in Performance of Political and Bureaucracy Officials in 2008 PGI



2. Low Internal Performance of Civil Society

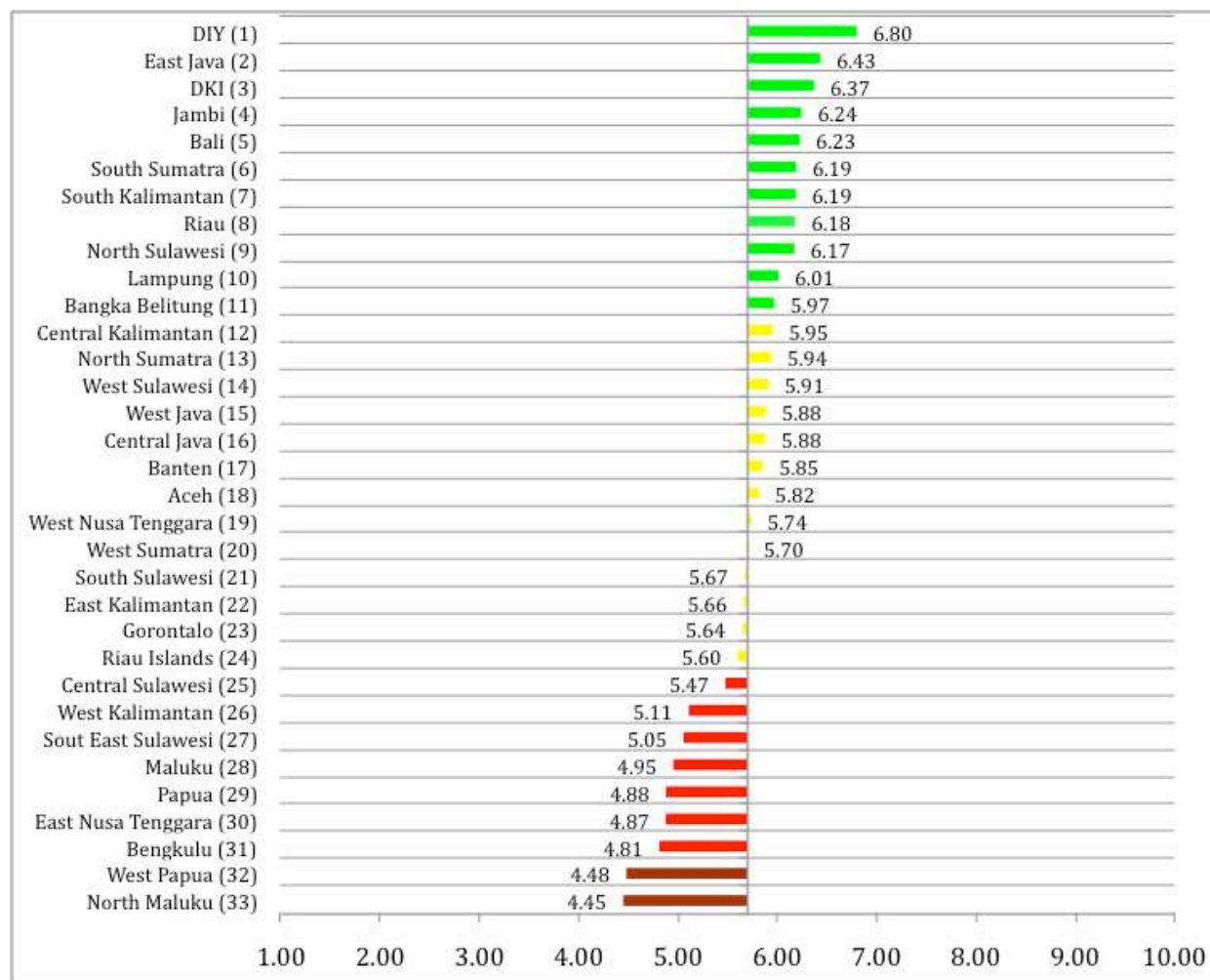
Although Civil Society Arena has the highest score of performance in comparison to other arenas, the performance is only considered **Fairly Good**. Civil society has shown good performance in the principle of participation, fairness, and transparency but showed fairly poor performance in the principles of accountability, efficiency and effectiveness. These findings suggest that civil society is not strong enough and yet unconsolidated in nature to perform their functions maximally as watchdog and guardian of reform processes.

3. Ineffective Economic Society

Economic Society Arena earned second the lowest among the four arenas in their performance. Such low performance is significantly contributed by the **Fairly Poor** effectiveness of this arena (4.74), which was assessed among others from its contribution to growth in the labour force. During 2010-2011, it is noted that there was only 1% increase of the labour force out of the total number of people in productive age.

4. Provincial Ranking and Average Index Score

Picture 11. IGI 2012 National Ranks



The average score of provincial governance is **5.70**, which is still far below the maximum score of 10. Even the highest score for Yogyakarta Special Region (DIY) is only 6.80 with many other provinces reaching the scores of under the average national score and even in the range of 4. The scores only mean that there are many remaining of homeworks that need to be done in improving their provincial governance.

Table 2. Average Performance of Governance in Indonesia

Arena	Per Arena	Participation	Fairness	Accountability	Transparency	Efficiency	Effectiveness
Government	5.28	5.87	3.89	5.45	4.58	7.51	5.49
Bureaucracy	5.68	3.96	5.91	6.17	5.04	6.98	5.38
Civil Society	6.33	6.53	6.28	6.17	6.28	6.22	6.48
Economic Society	5.72	6.16	5.83	6.18	5.80	5.54	4.74



E. Reflection

“Unless there is a breakthrough for consistent and sustainable planning in the regions that are supported by all arenas of governance, Indonesia will lose its golden moment. To facilitate progress in the regions, leaders – including cadres of political parties – should have genuine good will in making and implementing evidence-based long-term planning.”



1. Decentralization Requires Consistent, Synchronized, and Evidence-Based Long Term Planning

Regional autonomy requires consistent and sustainable long-term planning. Findings from IGI 2012 on governance performance have indicated that there are many homeworks for national and sub-nationals governments in harmonizing regulations and planning. Planning is the key as it is one of the nodes for interaction among the arenas. Such node for interaction should be maintained and strengthened in expediting the implementation of development programs. Provincial governments should play as the main role as they will in fact can reap the benefit from good interactions among the arenas.

When interactions among the arenas are in place, the next challenge is consistency. Consistency in planning is crucial to balance and sustain development achievements to prevent duplications and waste of resources, and to prevent the next leadership in the region from undermining former development gains. The section above has presented a number of examples on shift of regional leadership that can significantly affect performance of provincial government. These examples represent two categories, i.e. at one extreme, decision making process is still adopting the old non-reformist ways of thinking that rely on political process based on the interest of political parties instead of the public. On the other extreme, there are examples where regional leaderships tend to work on their own terms, refuse to coordinate with other stakeholders and display arrogance in their daily conduct.

Both extremes are not suitable in facing the challenges of decentralization. This is proven by the low effectiveness in generating impacts for the sake the common interest of the public which eventually affects the level of trust and participation of the public.

2. Fairness Versus Economic Growth

Decentralization has stimulated regions to strive to increase local revenues. IGI findings show that in the absence of a long-term strategy, such approach in economic development will likely to backfire in the long run. Policies for economic governance that are not based on long-term planning will eventually sacrifice the future generations. Level of growth and investment value indicators show that decentralization opens up opportunities for progresses at the local level. With decentralization, there are evidences of increased value of investments in most provinces. However, in-depth exploration reveals that increase in investment for economic growth may sacrifice local potentials. Examples as such can be seen in South, Central and East Kalimantan provinces and even DIY.

It is an irony if local resources are being "sold" to other regions but still failing to fulfill local needs. This refers to an idiom; "like storing fire in a husk, where vicious circle is difficult to break". There are examples of regions rich with mining resources that strive to meet the needs of other regions at the expense of their own shortage of the same resources.

Other models include the Special Region of Yogyakarta that has shifted its character from a cultural and traditional-based city into a modern

capitalist one where traditional markets are evicted and replaced with malls and franchise shops. Similar trend is also evident in other regions, especially in big cities such as Jakarta, and many cities in North Sumatra, and East Java.

In short, regional governments have boosted efforts to increase regional investments by inviting business enterprises that tend to use human resources from other regions or even monopolize the resources.

Such kind of policy has evicted the accessibility of the local people to resources, leading to increase in migration and region is potential to losing local expertise due to they are urged to seek jobs in other regions. Furthermore, government who are apparently found difficulties in managing investments will just rely on external investors. This will eventually lead to disregarding fairness and effectiveness such as environmental quality, poverty, absorption of labour, and public services.



F. Recommendations

“Capacity in systemic planning using a tool to measure the performance of all arenas will promote interactions among arenas. This is the key to bureaucratic reform. On the political side, the public will elect potential leaders who have the capacity to create innovations, are firm and adhere to Indonesia’s constitution, and willingly to engage in an open political pledge and social contracts transparently.”



1. Systemic Planning is Critical in Political and Bureaucratic Reforms

Harmony between mid-term regional development planning (RPJMD) and annual accountability report (LKPj), with budget transparency are crucial in achieving quality planning. Unless there is a breakthrough for consistency and sustainable regional planning that are supported by all arenas of governance, Indonesia will lose its golden moment where social, economic and political environments are conducive for reform. In this regard, to facilitate progress in the regions, genuine willingness of the leaders is required in the formulation and implementation of long-term evidence-based planning.

2. Strengthening Interactions in the Regions among Arenas using Common Benchmark for Reference

The tension between the principles of fairness and effectiveness has often led regional governments to face the dilemma. Which principle should come first and can both be pursued at the same time? This dilemma may not be necessary if all arenas refer to the same benchmarks that are transparent to ensure mutual support and monitoring.

3. Measureable and Transparent Political Pledge and Social Contract

Indonesia has witnessed the many cases where shift of leadership in the regions do not take place transparently, and political pledges and social contracts in practice are not fulfilled. In this light, establishment of measureable indicators to assess the fulfilment of political pledges and social contract by regional

leaders that are accessible to public are crucial. For this purpose, resources from the provincial government are required, for instance the regional government, DPRD and even political party websites.

4. Innovative Leadership Promotes Government's Efficiency and Effectiveness

Innovative leadership that is more sensitive and responsive to the public's problems is the alternative approach to improving the quality of governance and performance of governments by putting more emphasis to result-driven rather than process-driven government. A number of best practices by the governments of DKI Jakarta and East Java indicate the important role of political leaders in the acceleration of regional development. Innovative head of the regions will make feasible policy frameworks and reduce bureaucracy rigidity for effectiveness in the performance of regional governments. Coupled with good mass communication that strengthens social capital, the implementation of development programs in the regions will be better facilitated with the support of the civil society and economic society arenas. Model of regional leaders who rigorously enforce regulations and always think-through are more relevant in the current Indonesia than those who are only faithful to the interest of their constituents during their election. Such innovative leadership will be much more effective if it is accompanied by the improved quality of development oversight by members of the legislative body and civil society including the media. Such political oversight should be based on facts rather than a mere opinion that tend to just hamper the acceleration of development achievements in the regions.



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Appendix 1

IGI's Conceptual Framework and Methodology



1. Conceptual Framework

A. Definition of Governance

Indonesia Governance Index (IGI) defines governance as the process of formulation and implementation of rules, regulations, and development priorities through interaction among executive and legislative branches and bureaucracy with participation from civil society and economic society.

The above definition adopted by Kemitraan since 2007 is apparently asserted by Berggruen and Gardels (2013) which define that governance is about how the cultural habits, political institutions, and economic system of society can be aligned to deliver the desired good life for its people. Good governance is when these structures combine in a balance that produces effective and sustainable results in the common interest.²² In other words, good governance requires all "arenas", i.e. civil society, government (both the executive and legislative), and economic society, to play their respective roles in a concerted effort with other arenas.

From the conceptual definition above, there are four governance arena :

- 1) Government (*political-office*);
- 2) Bureaucracy;
- 3) Civil Society;
- 4) Economic Society.

These four arenas have different functions and performances which altogether determine the quality of governance in each province.

B. IGI Governance Arenas

Indonesia Governance Index measures four key arenas involved in formulating and implementing policies or what is commonly called as governance. These four arenas are **Government, Bureaucracy, Civil Society and Economic Society**. Each arena is defined to provide similar logical framework then each of its role in governance practices are identified.

The followings are the scope of definition of each arena:

- 1) **Government** is the policy making bodies which consists of the executive and legislative branches. The executive refers to governor and deputy governor which have overlapping authorities with the People's Regional Representative Council (DPRD) in budgeting and formulating regulatory frameworks in the province. However, governor has an executorial power to govern and coordinate development. On the other hand, provincial legislative body has another exclusive right to scrutinize the executive and bureaucracy and monitors development.
- 2) **Bureaucracy** is the executing body that serves at the same time as a bridge between the government and the public. In this case bureaucracy includes the government offices and agencies at the provincial level. Among the many important functions of bureaucracy, the key functions that will be assessed in this study are public service, local revenue collection and the regulation of the local economy.
- 3) **Civil Society** constitutes non-governmental, not-for-profit: organizations, voluntary (formal and informal) associations, foundations, labor

unions, professional associations, and education and research institutes. From among the many functions of the civil society, the Partnership considers the public policy advocacy function as the most important function to be assessed.

- 4) **Economic Society** consists of business entities and associations that aim for profit and the protection of business interests through the conduct of economic exchange and production, and advocacy for better business climate. The functions of the economic society that will be assessed in this study is the participation of the economic actors in government tender and project implementation.

C. Principles

IGI selected 6 principles that are considered as the most suitable in terms of socio-political context of Indonesia then crosstab with 6 governance principles.

- 1) **Participation**: involvement of the stakeholders in the decision-making processes within each arena and sub-arena
- 2) **Fairness**: condition where policies and programs are applied fairly to everyone without consideration that can discriminate his/her status, ethnicity, religious affiliations, or sex.
- 3) **Accountability**: condition where officials, institutions, and organizations in each arena are held responsible for their action and inaction.
- 4) **Transparency**: condition where decisions made by officials in state and civil institutions and private organizations in each arena and sub-arena are open to the public to observe, scrutinize and evaluate and where public information is available and accessible.

- 5) **Efficiency**: condition where policies and programs implemented have utilized the resources – human, financial and time – in an optimal manner.

- 6) **Effectiveness**: where the objectives of policies and programs (output) have been achieved in line with the intended purpose (constitutional mandate –communities that are intelligent, prosperous, just and civilized —becomes the key parameter).

D. IGI Matrix

As a framework for measuring local governance, IGI is developed through an extensive and intensive discussion with stakeholders and expert to ensure its validity and reliability at conceptual as well as indicator level. Specifically, IGI is aimed at measuring the performance of Government (political office), Bureaucracy, Civil Society, and Economic Society against certain principles of good governance, namely participation, transparency, fairness, accountability, efficiency, and effectiveness. IGI frameworks can be conceptualized as a 4 x 6 matrix, cross tabulating the arenas and principles of governance. Indicators are generated for each cells of this matrix using rigorous criteria of relevance, significance, commonality across provinces, and data availability as illustrated below.

Arenas & Functions	Participation	Fairness	Accountability	Trans- parency	Efficiency	Effectiveness
Government (political-office): <ul style="list-style-type: none"> Regulatory Framework Budget Allocation Development Coordination (vertical and horizontal coordinations) Development Monitoring 						
Bureaucracy: <ul style="list-style-type: none"> Revenue Collection Public Services Regulating the Economy 						
Civil Society: <ul style="list-style-type: none"> Advocacy Empowerment 						
Economic Society: <ul style="list-style-type: none"> Advancing business interest and climate Promote local economic activities 						

Indicators

2. Methodology

1. Selecting Indicators

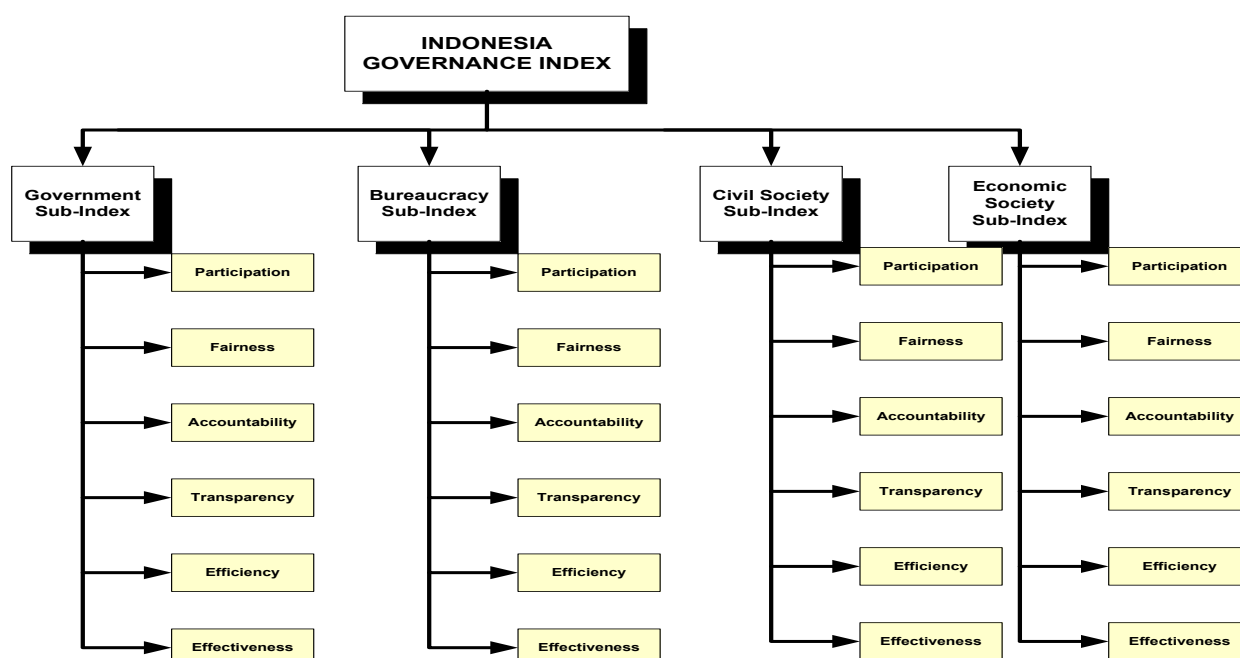
We are fully aware that method of selecting indicators can create questions as to why certain indicator is used while others are not. To answer this question, IGI structured indicators by categorizing indicators and placing relevant indicators in a *hierarchy of relevance and significance*. In the end this method could provide strong *explanatory* and *discriminating power* to avoid overlapping indicator and redundancy. By referring to the above matrix, the IGI team generated and formulated appropriate indicators based on the provincial government's functions and authorities by providing clear justification on each

indicator. The decision making process of indicator selection is based on the following criterion:

- 1) Significance,
- 2) Relevance to provincial authority,
- 3) Availability of data,
- 4) Discriminating power, and
- 5) Commonality across provinces

All IGI indicators were also reviewed by experts from the four arenas, experts from the government, bureaucracy, civil society and economic society. IGI team also invited experts in the field of statistics, governance, research methodology, and academicians to critically review the overall scheme.

2. IGI's Structure



3. Determining the Weight of Arena, Principle and Indicator

It is realized that the arenas, principles and indicators that are used in the Partnership Governance Index (PGI) have different levels of contribution to the promotion of good governance. Therefore, one of the key steps before using the arenas, principles and indicators in assessing the governance performance of the provinces is to determine the weight of each arena, principle and indicator. The weighting method employed in the IGI is the Analytical Hierarchy Procedure (AHP).

AHP is a mathematic/statistic method indicated by judgment/opinion of experts (well-informed persons) towards the contribution of each arena, principle and indicator. Through pair-ways comparison each arena, principle and indicator is compared to one another. The result of comparing is then processed mathematically/statistically to result weight in numerical.

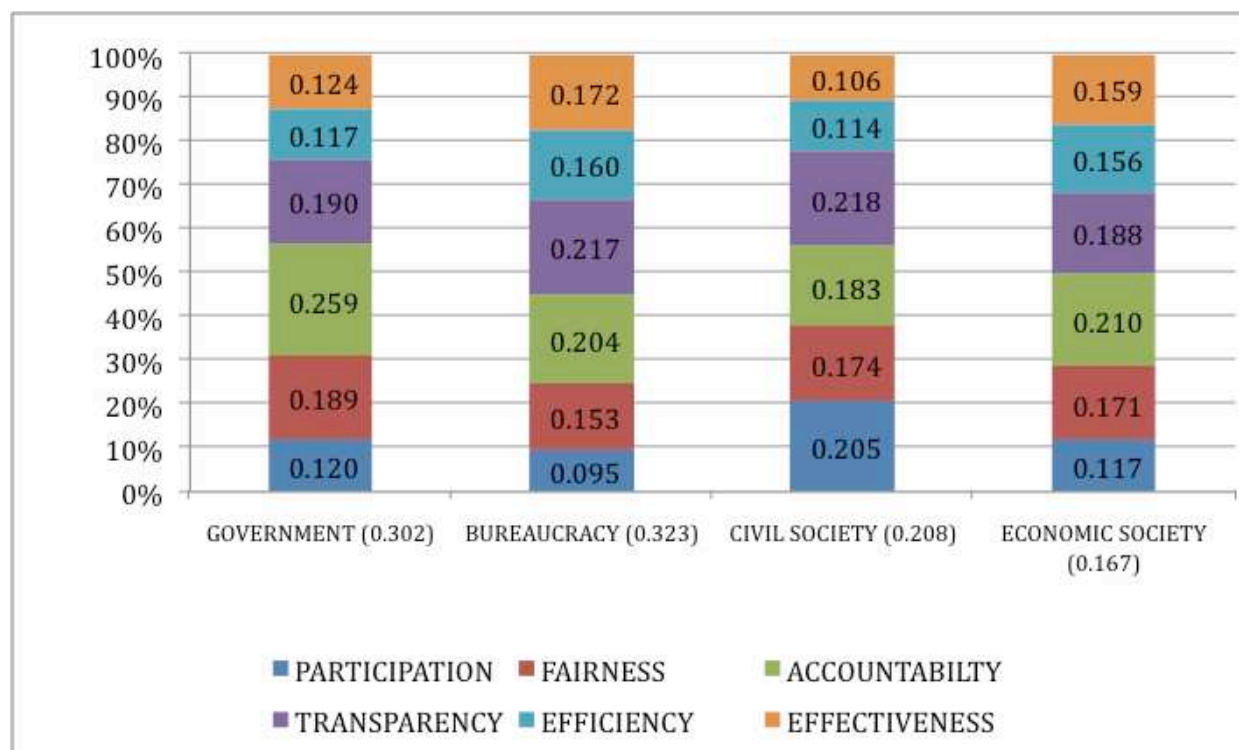
Such method entrusts wholly the weighting of arenas, principles and indicators to expert judgment/opinion. The experts meant in this case are persons who are selected strictly based on certain criteria related to

their extensive knowledge and experience. Hence, the experts could be academicians, government apparatuses, NGO workers, business actors and other relevant individuals.

The weight of arena, principle and indicator determined by AHP through perception data from 27 experts and processed using *Expert Choice II* software. Perception data were obtained through direct individual interview using questionnaire supported by *show card* of hierarchy of arena, principle and indicator as instrument.

The result of weighting through AHP also proved the stability of the construction of hierarchy modelling developed based on arena, principle and indicator. This is indicated by the very minimum level of inconsistency which is at 0.1%. The weight resulted shows that Bureaucracy Arena has the heaviest weight of contribution (0.323) compared to the three other arenas, i.e. Government (0.302), Civil Society (0.208) and Economic Society (0.167). Meanwhile, the result of weighting the six governance principles in the overall arenas showed that Principles of Transparency and Accountability are the most important principles compared to other four principles.

Weight of 6 Principles within each Arena



4. Types and Source of Data

IGI is a composite of two types of data, objective data and perception/subjective (primary) data. Objective data comprises of various formal and published documents, such as statistics data, Local Budget (APBD), The mid-term regional development planning (RPJMD), Annual Accountability Report (LKPj), Financial Statement (PPAS/KUA), Province in Figures (DDA), government records of activities, etc. Meanwhile, perception data is compiled through two approaches, i.e. (1) using questionnaire filled out by resource persons (well-informed persons) who are strictly selected through certain criteria related to their expertise as well as possess extensive information concerning indicators being measured, and (2)

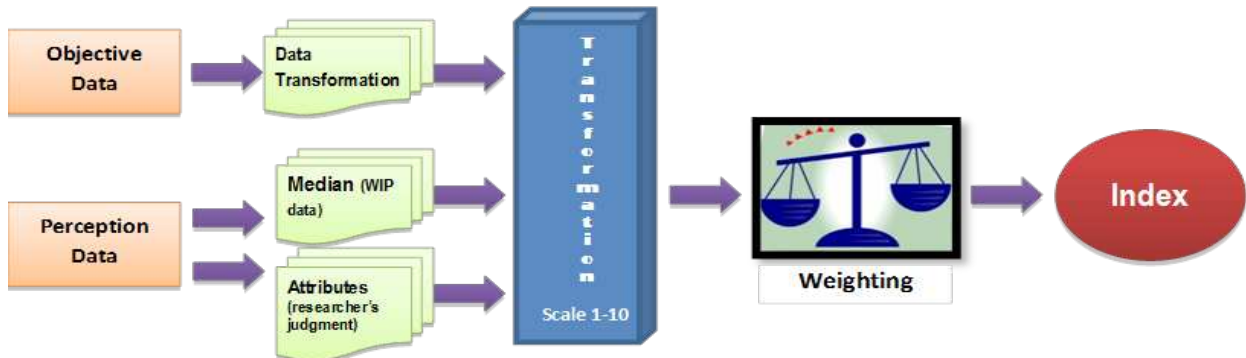
using evaluation form filled out by each provincial researcher based on direct field observation and objectively. Both data complements and increases the quality of IGI data.

Data collection phase involved 33 provincial (local) researchers located in 33 provinces of Indonesia consisting of academicians and senior civil society activists. Each provincial researcher actively collected primary as well as secondary data. Furthermore, they played role as facilitator in Focus Group Discussion (FGD) as well as writing the IGI results of each province. Through such intensive involvement, these provincial researchers are aimed to become "resource person" and "hub" related to governance issues in each of their respective province.

IGI Data Location

No.	Arena	Location	Secondary	Primary
1.	Bureaucracy	Provincial Statistics Office	√	
		Health Office	√	√
		Education Office	√	√
		Welfare Office	√	√
		Provincial Public Works Office	√	√
		Provincial Revenue Collection Office (Dispenda)	√	√
		Provincial Office of Man Power and Transmigration (Disnakertrans)	√	√
		Office for Development and the protection of people's welfare (Kesbanglinmas)		√
		Provincial Planning and Development Board (Bappeda)	√	√
		Regional Investment Coordinating Board (BKPM)	√	√
		Provincial Secretariat Offices	√	√
		Supreme Audit Agency (BPK)	√	
		Development and Financial Supervisory Board (BPKP)	√	
		Tax Office	√	√
2.	Parliament	Secretariat of People's Regional Representative Council (DPRD)	√	√
		Commissions in DPRD		√
3.	Civil society	CSOs/NGOs Management	√	√
4.	Economic society	Local Chamber of Commerce (Local KADIN)		√
		National Contractors Association of Indonesia (Gapensi)		√
		Indonesian Young Entrepreneur Association (HIPMI)		√
4.	Academician	Lecturers, Researchers		√
5.	Media	Journalists		√

5. Indexing Process

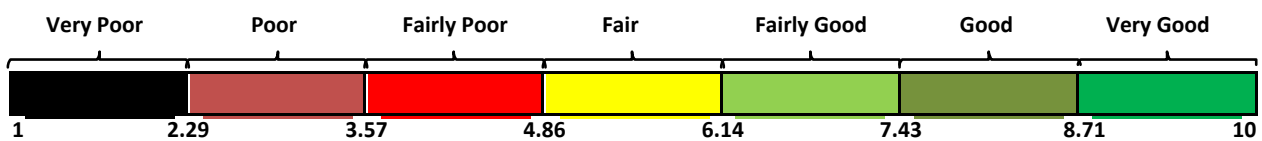


6. Index Scaling

IGI ranges from the scale of 1 (very poor) to 10 (very good). There are two ways to interpret the index. First is the normative way, by looking at the position within the scale of 1-10 using mid value of 5.50. The performance of a province in certain arena, principle and indicator can be interpreted by referring to this scaling. Therefore, a score of 5.50 (between the range of 4.86-6.14) is categorized as fair score; score of above 3.57 up to 4.86 is

categorized as fairly poor; while above 6.14 up to 7.43 is categorized as fairly good.

The second interpretation is by looking at it in a relative way. Here, a province index in certain arena, principle and indicator is interpreted in terms of relative performance to other province. In this case, we are speaking of which province has better or worse performance than other(s).



The background of the page is a solid blue color with a repeating damask pattern. The pattern consists of stylized, symmetrical floral and foliate motifs, including acanthus leaves and urn-like shapes, rendered in a lighter shade of blue.

Appendix 2

Indonesia Governance Index Indicators



A. List of IGI Indicators

No	Code	Indicator	Type of Data			Weight
			Objective	Direct Observation	Question naire	
IGI						
Government						0.302
Participation						0.120
1	GIP1	Average number of proposed district development program accommodated in Province Development Planning Deliberation Meeting			√	0.170
2	GIP2	Quality of Public Hearing in People’s Regional Representative Council (DPRD) in the Deliberation of Provincial Regulations			√	0.156
3	G2P1	The quality of public hearings to discuss Local Budget			√	0.219
4	G3P1	Quality of Governor consultation forum with stakeholder			√	0.092
5	G4P1	Quality of public complaint channels to strengthen DPRD monitoring function			√	0.199
6	G4P2	Quality of DPRD Public Engagement in conducting monitoring function			√	0.164
Fairness						0.189
7	G1F1	Types of Formal Government Institution for Women’s Protection and Empowerment	√			0.125
8	G2F1	Local budget (APBD) allocation for health (excluding civil servant expenditures) per capita adjusted to the price index.	√			0.243
9	G2F2	Local budget allocation (APBD) for poverty eradication per poor capita adjusted to the price index	√			0.228
10	G2F3	Local budget allocation (APBD) for the education sector per student (9 years compulsory education) adjusted to the price index	√			0.247

11	G3F1	Equal opportunity to join Governor Consultation Forum with Stakeholders			√	0.039
12	G4F1	Non-discriminatory conduct of People's Regional Representative Council (DPRD) in monitoring development			√	0.045
Accountability						0.259
13	G1A1	Coherency of Annual Development Targets stated in Governor's Accountability Report (LKPj) with target priorities stated in The mid-term regional development planning (RPJMD)	√			0.342
14	G1A2	Ratio of legalized local regulation to local legislation program (in %)	√			0.129
15	G1A3	Ratio of revised to original local budget (APBD) without any changes in basic assumptions, emergencies and national policies	√			0.105
16	G2A1	Timeliness of enactment on local regulation (PERDA) concerning local budget (APBD)	√			0.190
17	G3A1	Ratio of grant/subsidy and social assistance expenses to goods and services expenses	√			0.110
18	G4A1	People's Regional Representative Council's (DPRD) commitment to fight for public interests/aspirations			√	0.124
Transparency						0.190
19	G1T1	Accessibility of non-budget local regulations (PERDA) and Governor's regulations documents		√		0.172
20	G2T1	Accessibility of complete local budget (APBD) documents		√		0.175
21	G2T2	Accessibility of Provincial budget accountability report through website		√		0.182
22	G2T3	Accessibility of information on Aspiration fund spendings of People's Regional Representative Council (DPRD)		√		0.160

23	G3T1	Quality of Governor's communication in coordinating development			√	0.127
24	G4T1	Accessibility of monitoring activities by DPRD, e.g. Executive summary, minutes of meeting, field work visit by People's Regional Representative Council (DPRD)		√		0.183
Efficiency						0.117
25	G1I1	Time needed to issue Governor's regulation concerning PERDA enactment	√			0.167
26	G1I2	Time average spent by People's Regional Representative Council (DPRD) to pass local bills within the last one year.	√			0.167
27	G2I1	Ratio of civil servant expenditures (both in direct and indirect spending accounts) to the total local budget (APBD)	√			0.463
28	G4I1	Ratio of People's Regional Representative Council's (DPRD) budget to local revenues	√			0.202
Effectiveness						0.124
29	G1E1	Number of DPRD's initiated local regulations per year	√			0.059
30	G1E2	Availability of regulation on environment protection		√		0.084
31	G2E1	Growth of GDP per capita	√			0.082
32	G2E2	Poverty rate	√			0.182
33	G2E3	Unemployment rate	√			0.222
34	G2E4	Gini ratio	√			0.169
35	G3E5	Percentage of women in parliament	√			0.047
36	G3E1	Income disparity among districts within province (William Index)	√			0.086
37	G4E1	Ratio of Total Realized Expenditures to Total Revised Budget	√			0.069

Bureaucracy						0.323
Participation						0.095
38	B1P1	The existence of public complaint center (UPPM) in the Provincial Revenue Collection Office (Dispenda)		√		0.207
39	B2P1	The existence of Public Complaint Center in health, education and poverty eradication sectors		√		0.381
40	B2P1	The presence of the health board, the education board and the poverty eradication board		√		0.169
41	B3P1	The presence of regular forum between provincial government and public to strengthen investment climate, job creation and local economic empowerment		√		0.242
Fairness						0.153
42	B1F1	Percentage of women civil servants at echelon 2		√		0.070
43	B2F1	Percentage of medically supported birth (medical doctor and midwife) to the total number of birth	√			0.329
44	B2F2	Non-discriminatory of public services provided toward marginalized groups (women, poor, children, disabled, elderly, HIV/ AIDS)			√	0.179
45	B2F3	Ratio (mean years of schooling) between boys and girls	√			0.251
46	B2F4	Performance of gender balance working group at provincial level		√		0.097
47	B3F1	Equal opportunity provided to engage in government project and tender			√	0.074
Accountability						0.204
48	B2A1	Supreme Audit Agency's (BPK) opinion to the Provincial Budget (APBD)		√		0.493
49	B3A1	Consistency between local economic policies with the environmental protection policies and economic zoning area			√	0.507

Transparency						0.217
50	B1T1	Accessibility of Financial Documents in Local Bureaucracy Offices (e.g. RKA SKPD, RKA PPKD, summary of DPA SKPD, summary of DPA PPKD)		√		0.405
51	B3T1	Accessibility to provincial investment regulations		√		0.595
Efficiency						0.160
52	B1I1	Ratio of Local Financial Management Office's (DPKD) overhead to realized local revenues	√			0.241
53	B2I1	Ratio of civil servant's overhead spendings (direct and indirect) to the total public spendings in provincial local budget (APBD)	√			0.386
54	B3I1	Investment services		√		0.378
Effectiveness						0.172
55	B1E1	Ratio of DPKD's annual budget to the realized local revenues (PAD)	√			0.097
56	B2E1	Human Development Index	√			0.225
57	B2E2	Increase/decrease of water quality evaluated in the Environmental Quality Index between 2010 to 2011	√			0.405
58	B2E3	Increase/decrease of air quality evaluated in the Environmental Quality Index between 2010 to 2011	√			
59	B2E4	Increase/decrease of forest coverage evaluated in the Environmental Quality Index between 2010 to 2011	√			
60	B3E1	Investment growth	√			0.15
61	B3E2	Number of investment projects	√			0.124
Civil Society						0.208
Participation						0.205
62	C1P1	Quality of participation channels provided by civil society for advocacy and monitoring activities			√	0.309

63	C2P1	Level of public involvement provided by civil society in the strive for local empowerment			√	0.691
Fairness						0.174
64	C1F1	CSO's effort in gender mainstreaming and empowering marginalized groups on advocacy and monitoring activities			√	0.618
65	C2F1	Variance or coverage of issues advocated and monitored by CSO			√	0.382
Accountability						0.183
66	C1A1	Quality of CSO's program and finance reports			√	0.498
67	C2A1	Monitoring & Evaluation Procedures for empowerment programs			√	0.502
Transparency						0.218
68	C1T1	Accessibility of CSO's activities and institutional information			√	0.429
69	C2T1	Accessibility of information on CSO's activities related to local empowerment programs			√	0.571
Efficiency						0.114
70	C1I1	Efficiency of CSO's advocacy and monitoring activities			√	0.578
71	C1I2	Coordination among CSOs in advocacy and monitoring activities			√	0.422
Effectiveness						0.106
72	C1E1	Civil society's contribution to provincial corruption eradication effort			√	0.271
73	C2E1	Civil society's contribution to the quality improvement of provincial public services			√	0.377
74	C2E2	CSO's contribution to empowering marginalized groups			√	0.352

Economic Society						0.167
Participation						0.117
75	E1P1	Quality of participation in the business association's decision making forum			√	0.383
76	E1P2	Involvement of business association in formulating development policy			√	0.617
Fairness						0.171
77	E1F2	Equal opportunity among members of business association in acquiring information, facility and participate in project tender			√	0.32
78	E1F1	Business' response to labour demand for compensation/welfare related issues			√	0.324
79	E1F3	Acknowledgement and protection of female labor rights by economic society			√	0.356
Accountability						0.21
80	E1A1	Accountability reporting (program and finance) of business association			√	0.196
81	E2A1	Business sector's compliance to tax and retribution			√	0.32
82	E2A2	Business sector's compliance to regulations and business procedures			√	0.271
83	E3A1	Accountability in managing CSR programs			√	0.213
Transparency						0.188
84	E1T1	Quality of transparency in implementing government projects			√	1

Efficiency						0.156
85	E1I1	Coordination among business associations in the effort to actively contribute in formulating development policies			√	0.321
86	E2I1	The use of environmental friendly and sustainable energy and natural resources			√	0.679
Effectiveness						0.159
87	E1E1	Business sector's capability to settle/resolve conflict with the public			√	0.092
88	E2E1	Contribution of business sectors in providing easy access to doing business and its climate			√	0.164
89	E3E1	Employment rate	√			0.745

B. How to Read Indonesia Governance Index Indicator Codes

The IGI indicators have specific codes that will assist in identifying each indicator.

The codes consist of 4 characters with explanation as below:

- (a) The first character (in a form of letter) refers to **Arena**.
- (b) The second character (in a form of number) refers to **Function** in the **Arena**
- (c) The third character (in a form of letter) refers to good governance **Principle**.
- (d) The fourth character (in a form of number) refers to order of indicator in each principle.

Arena	Functions	Principles
G = Government	1= Regulatory Framework 2= Budgeting 3= Development Coordination 4= Development Monitoring	P = participation F = fairness A = accountability T = transparency I = efficiency E = effectiveness
B = Bureacracy	1= Revenue Collection 2= Public Services 3= Regulating the Economy	
C = Civil society	1 = Advocacy 2 = Empowerment	
E= Economic society	1 = Advancing Business Interert and Climate 2 = Promote local Economic Activities	

Example:

- (a) **G1T1** refers to the first indicator in **government arena** in its **first function** (regulatory framework) on the principle of **transparency**.

ⁱ The Corruption Perception Index is the initiative of Transparency International Indonesia that asesess perceptions in major cities in Indonesia.

ⁱⁱ Report on Environmental Quality Index in Indonesia, Ministry of Environment of the Republic of Indonesia, 2010 and 2011.

ⁱⁱⁱ Berggruen and Gardels (2013). Intelligent Governance for the 21st Century. Polity Press. Cambridge, UK.



OVERAL PERFORMANCE OF 33 PROVINCES by ARENA by PRINCIPLE

1. ACEH PROVINCE

ARENA	Indeks per Arena	Participation	Fairness	Accountability	Transparency	Efficiency	Effectiveness
Government	5.55	4.92	8.28	3.79	3.39	9.05	5.76
Bureaucracy	6.04	2.85	6.76	6.62	5.93	8.54	4.22
Civil Society	6.45	6.40	6.40	6.40	6.40	6.40	6.89
Economic Society	5.07	5.84	5.50	5.09	4.60	4.60	5.02

2. WEST SUMATERA PROVINCE

Arena	Indeks per Arena	Participation	Fairness	Accountability	Transparency	Efficiency	Effectiveness
Government	5.00	5.93	3.19	6.32	3.74	7.23	5.56
Bureaucracy	5.54	2.63	7.53	6.62	2.34	7.99	5.60
Civil Society	6.40	6.40	6.40	6.40	6.40	6.40	6.40
Economic Society	6.13	6.40	6.40	6.40	6.40	6.40	4.66

3. NORTH SUMATERA PROVINCE

Arena	Indeks per Arena	Participation	Fairness	Accountability	Transparency	Efficiency	Effectiveness
Government	5.15	6.40	2.35	6.52	3.74	7.91	4.95
Bureaucracy	6.43	7.01	7.30	6.62	5.93	7.82	4.40
Civil Society	6.68	7.64	6.40	6.40	6.40	6.40	6.64
Economic Society	5.49	6.40	6.11	6.40	6.40	5.18	2.17

4. RIAU PROVINCE

ARENA	Indeks per Arena	Participation	Fairness	Accountability	Transparency	Efficiency	Effectiveness
Government	5.31	5.43	3.38	4.34	6.79	7.90	5.49
Bureaucracy	7.06	5.00	6.65	6.59	8.18	8.39	6.46
Civil Society	6.40	6.40	6.40	6.40	6.40	6.40	6.40
Economic Society	5.76	6.40	5.82	6.02	4.60	5.18	6.77

5. RIAU ISLAND PROVINCE

ARENA	Indeks per Arena	Participation	Fairness	Accountability	Transparency	Efficiency	Effectiveness
Government	5.34	5.55	5.90	5.10	3.76	8.19	4.56
Bureaucracy	5.65	2.96	7.54	6.59	2.34	7.90	6.40
Civil Society	5.72	6.40	6.40	5.50	4.60	5.36	6.40
Economic Society	5.82	6.40	5.82	6.40	5.50	6.40	4.39

6. JAMBI PROVINCE

ARENA	Indeks per Arena	Participation	Fairness	Accountability	Transparency	Efficiency	Effectiveness
Government	5.90	6.48	3.59	5.86	6.32	7.51	6.79
Bureaucracy	6.75	4.94	5.66	5.48	9.09	7.86	6.20
Civil Society	6.40	6.40	6.40	6.40	6.40	6.40	6.40
Economic Society	5.70	6.40	5.82	6.40	6.40	5.18	3.77

7. SOUTH SUMATERA PROVINCE

ARENA	Indeks per Arena	Participation	Fairness	Accountability	Transparency	Efficiency	Effectiveness
Government	6.26	6.57	5.54	6.33	5.57	7.88	6.49
Bureaucracy	5.56	1.18	7.12	6.62	5.07	7.70	3.94
Civil Society	6.24	6.40	6.40	5.50	6.40	6.40	6.40
Economic Society	5.90	6.40	6.40	6.40	6.40	5.18	4.42

8. SUMATERA SELATAN PROVINCE

ARENA	Indeks per Arena	Participation	Fairness	Accountability	Transparency	Efficiency	Effectiveness
Government	5.02	6.48	2.49	4.91	4.01	8.37	6.11
Bureaucracy	7.09	4.39	6.98	6.62	9.09	8.27	5.55
Civil Society	6.40	6.40	6.40	6.40	6.40	6.40	6.40
Economic Society	6.32	6.40	6.40	6.40	6.40	6.40	5.86

9. BENGKULU PROVINCE

ARENA	Indeks per Arena	Participation	Fairness	Accountability	Transparency	Efficiency	Effectiveness
Government	3.98	4.99	3.19	3.98	2.99	5.01	4.79
Bureaucracy	4.50	4.65	6.15	4.38	3.25	5.29	3.88
Civil Society	6.31	6.40	6.40	6.40	6.40	5.64	6.40
Economic Society	5.05	5.29	5.18	5.66	4.60	4.60	4.84

10. LAMPUNG PROVINCE

ARENA	Indeks per Arena	Participation	Fairness	Accountability	Transparency	Efficiency	Effectiveness
Government	5.51	5.57	3.05	6.01	4.49	7.89	7.56
Bureaucracy	6.68	4.42	7.08	6.62	7.27	8.43	5.23
Civil Society	6.40	6.40	6.40	6.40	6.40	6.40	6.40
Economic Society	5.14	6.40	5.82	6.40	4.60	5.82	1.76

11. DKI JAKARTA PROVINCE

ARENA	Indeks per Arena	Participation	Fairness	Accountability	Transparency	Efficiency	Effectiveness
Government	6.78	5.07	9.60	7.49	6.04	6.47	4.15
Bureaucracy	7.14	4.05	7.59	6.62	9.09	7.36	6.37
Civil Society	5.33	6.40	4.60	4.60	5.37	4.60	6.40
Economic Society	5.44	6.40	5.18	6.05	6.40	5.18	3.27

12. BANTEN PROVINCE

ARENA	Indeks per Arena	Participation	Fairness	Accountability	Transparency	Efficiency	Effectiveness
Government	5.28	6.10	2.94	7.52	2.99	7.69	4.64
Bureaucracy	6.05	6.57	5.52	6.62	3.25	9.18	6.17
Civil Society	6.40	6.40	6.40	6.40	6.40	6.40	6.40
Economic Society	5.83	6.40	6.40	6.40	5.50	6.40	3.85

13. WEST JAVA PROVINCE

ARENA	Indeks per Arena	Participation	Fairness	Accountability	Transparency	Efficiency	Effectiveness
Government	5.35	5.07	2.41	5.73	5.68	8.68	5.70
Bureaucracy	6.05	5.03	5.53	5.48	7.27	6.90	5.37
Civil Society	6.40	6.40	6.40	6.40	6.40	6.40	6.40
Economic Society	5.90	6.40	5.50	5.44	4.60	4.60	9.32

14. CENTRAL JAVA PROVINCE

ARENA	Indeks per Arena	Participation	Fairness	Accountability	Transparency	Efficiency	Effectiveness
Government	5.22	5.43	2.54	5.17	5.25	8.61	5.96
Bureaucracy	6.09	8.73	6.07	6.62	4.59	7.44	4.64
Civil Society	6.40	6.40	6.40	6.40	6.40	6.40	6.40
Economic Society	6.03	6.40	5.18	6.40	6.40	6.40	5.38

15. DI YOGYAKARTA PROVINCE

ARENA	Indeks per Arena	Participation	Fairness	Accountability	Transparency	Efficiency	Effectiveness
Government	6.52	6.40	2.94	8.37	7.97	6.70	5.88
Bureaucracy	7.46	9.55	7.38	7.73	9.09	5.42	5.87
Civil Society	6.72	7.64	6.40	6.40	6.40	6.40	7.03
Economic Society	6.12	6.40	6.40	6.40	6.40	6.40	4.61

16. EAST JAVA PROVINCE

ARENA	Indeks per Arena	Participation	Fairness	Accountability	Transparency	Efficiency	Effectiveness
Government	5.55	6.10	3.06	5.73	5.14	8.43	6.40
Bureaucracy	7.28	8.21	6.06	7.73	7.27	7.60	6.98
Civil Society	6.75	7.64	6.40	6.40	6.40	6.40	7.28
Economic Society	6.01	6.40	6.40	6.40	4.60	5.79	6.66

17. WEST KALIMANTAN PROVINCE

ARENA	Indeks per Arena	Participation	Fairness	Accountability	Transparency	Efficiency	Effectiveness
Government	4.85	5.75	2.91	4.95	4.55	7.64	4.62
Bureaucracy	4.26	1.00	4.30	6.62	1.00	6.98	4.80
Civil Society	6.40	6.40	6.40	6.40	6.40	6.40	6.40
Economic Society	5.59	6.40	5.18	5.66	6.40	5.18	4.77

18. CENTRAL KALIMANTAN PROVINCE

ARENA	Indeks per Arena	Participation	Fairness	Accountability	Transparency	Efficiency	Effectiveness
Government	5.46	6.57	4.61	5.97	3.66	7.74	5.27
Bureaucracy	6.13	2.18	5.59	7.73	4.59	6.98	8.01
Civil Society	6.36	6.40	6.40	6.40	6.40	6.02	6.40
Economic Society	6.01	6.40	6.40	6.40	6.40	5.18	5.09

19. SOUTH KALIMANTAN PROVINCE

ARENA	Indeks per Arena	Participation	Fairness	Accountability	Transparency	Efficiency	Effectiveness
Government	5.99	6.40	6.08	6.38	4.92	7.66	4.73
Bureaucracy	6.32	3.74	6.14	6.62	6.84	7.39	5.86
Civil Society	6.40	6.40	6.40	6.40	6.40	6.40	6.40
Economic Society	6.02	6.40	6.40	6.40	6.40	5.18	5.18

20. EAST KALIMANTAN PROVINCE

ARENA	Indeks per Arena	Participation	Fairness	Accountability	Transparency	Efficiency	Effectiveness
Government	5.37	5.76	6.93	4.91	2.48	9.25	4.42
Bureaucracy	5.52	1.18	7.21	5.48	1.00	8.50	9.34
Civil Society	6.40	6.40	6.40	6.40	6.40	6.40	6.40
Economic Society	5.54	6.40	5.82	6.40	4.60	4.60	5.45

21. SOUTH SULAWESI PROVINCE

ARENA	Indeks per Arena	Participation	Fairness	Accountability	Transparency	Efficiency	Effectiveness
Government	5.20	6.40	2.92	5.80	5.20	5.44	6.06
Bureaucracy	5.39	2.28	6.18	7.73	3.25	4.88	6.78
Civil Society	6.40	6.40	6.40	6.40	6.40	6.40	6.40
Economic Society	6.15	6.40	5.82	6.40	6.40	6.40	5.39

22. WEST SULAWESI PROVINCE

ARENA	Indeks per Arena	Participation	Fairness	Accountability	Transparency	Efficiency	Effectiveness
Government	5.70	6.57	3.21	5.41	6.73	7.18	6.37
Bureaucracy	5.68	5.76	3.88	6.62	5.50	6.95	5.17
Civil Society	6.40	6.40	6.40	6.40	6.40	6.40	6.40
Economic Society	6.12	6.40	6.40	6.40	6.40	6.40	4.58

23. CENTRAL SULAWESI PROVINCE

ARENA	Indeks per Arena	Participation	Fairness	Accountability	Transparency	Efficiency	Effectiveness
Government	5.20	5.80	3.28	6.11	3.76	6.97	6.21
Bureaucracy	4.79	3.40	5.87	6.62	2.34	6.58	3.81
Civil Society	6.65	7.64	6.40	6.40	6.40	6.40	6.40
Economic Society	5.84	6.40	5.18	6.40	6.40	5.18	5.33

24. SOUTH-EAST SULAWESI PROVINCE

ARENA	Indeks per Arena	Participation	Fairness	Accountability	Transparency	Efficiency	Effectiveness
Government	4.78	5.43	3.93	4.89	4.01	6.65	4.67
Bureaucracy	4.28	1.36	4.09	5.48	3.25	5.44	4.85
Civil Society	6.40	6.40	6.40	6.40	6.40	6.40	6.40
Economic Society	5.37	4.60	5.82	5.66	6.40	4.60	4.56

25. GORONTALO PROVINCE

ARENA	Indeks per Arena	Participation	Fairness	Accountability	Transparency	Efficiency	Effectiveness
Government	5.28	6.57	3.21	5.48	5.29	6.50	5.67
Bureaucracy	5.36	1.52	6.91	6.62	5.07	5.89	4.43
Civil Society	6.40	6.40	6.40	6.40	6.40	6.40	6.40
Economic Society	5.91	6.40	6.40	6.40	6.40	5.18	4.50

26. NORTH SULAWESI PROVINCE

ARENA	Indeks per Arena	Participation	Fairness	Accountability	Transparency	Efficiency	Effectiveness
Government	5.24	6.57	3.20	6.19	4.04	6.25	6.04
Bureaucracy	6.98	3.89	7.77	7.73	7.27	6.58	7.07
Civil Society	6.40	6.40	6.40	6.40	6.40	6.40	6.40
Economic Society	6.00	6.40	6.40	6.40	5.50	6.40	4.91

27. BALI PROVINCE

ARENA	Indeks per Arena	Participation	Fairness	Accountability	Transparency	Efficiency	Effectiveness
Government	6.12	6.57	5.43	5.04	7.85	7.81	4.83
Bureaucracy	6.26	6.81	4.29	6.62	8.18	6.54	4.60
Civil Society	6.40	6.40	6.40	6.40	6.40	6.40	6.40
Economic Society	6.13	6.40	6.40	6.40	6.40	6.40	4.65

28. EAST NUSA TENGGARA PROVINCE

ARENA	Indeks per Arena	Participation	Fairness	Accountability	Transparency	Efficiency	Effectiveness
Government	4.16	6.10	1.84	4.72	2.97	5.80	4.96
Bureaucracy	4.27	1.89	4.75	5.48	1.91	4.12	6.81
Civil Society	6.40	6.40	6.40	6.40	6.40	6.40	6.40
Economic Society	5.43	5.29	5.18	6.05	6.40	4.60	4.62

29. WEST NUSA TENGGARA PROVINCE

ARENA	Indeks per Arena	Participation	Fairness	Accountability	Transparency	Efficiency	Effectiveness
Government	5.17	5.75	2.37	5.60	6.04	6.97	4.96
Bureaucracy	5.84	6.94	4.90	7.73	5.50	7.17	2.96
Civil Society	6.40	6.40	6.40	6.40	6.40	6.40	6.40
Economic Society	5.76	6.40	6.40	6.40	6.40	6.40	2.34

30. MALUKU PROVINCE

ARENA	Indeks per Arena	Participation	Fairness	Accountability	Transparency	Efficiency	Effectiveness
Government	5.13	6.26	2.41	5.15	2.88	8.96	7.97
Bureaucracy	3.60	1.46	5.08	3.27	1.00	5.66	5.18
Civil Society	6.04	6.40	5.29	6.40	5.63	6.40	6.40
Economic Society	5.90	6.40	5.18	6.05	6.40	6.40	5.00

31. NORTH MALUKU PROVINCE

ARENA	Indeks per Arena	Participation	Fairness	Accountability	Transparency	Efficiency	Effectiveness
Government	4.06	4.75	3.60	4.18	2.71	5.69	4.41
Bureaucracy	3.53	1.36	3.92	3.27	3.25	5.36	3.31
Civil Society	6.12	6.40	6.40	5.05	6.01	6.40	6.89
Economic Society	4.83	4.94	4.60	5.66	4.60	4.60	4.35

32. PAPUA PROVINCE

ARENA	Indeks per Arena	Participation	Fairness	Accountability	Transparency	Efficiency	Effectiveness
Government	4.35	5.35	2.93	3.43	3.74	8.49	4.52
Bureaucracy	4.25	2.87	2.26	3.27	6.36	6.50	3.15
Civil Society	6.24	6.40	6.40	5.50	6.40	6.40	6.40
Economic Society	5.36	6.40	5.18	6.02	5.50	4.60	4.47

33. WEST PAPUA PROVINCE

ARENA	Indeks per Arena	Participation	Fairness	Accountability	Transparency	Efficiency	Effectiveness
Government	4.33	4.77	5.04	2.46	2.59	9.40	4.63
Bureaucracy	3.55	1.00	5.12	3.27	1.00	6.60	4.27
Civil Society	5.56	5.84	5.29	4.60	6.40	4.60	6.40
Economic Society	5.19	4.60	5.24	6.05	4.60	5.82	4.47

