

Measurement and Implementation of Participation Principle in Indonesia's Local Government

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Abstract. The purpose of this study is to develop the scoring of Good Public Governance (GPG) in Indonesia in accordance with the GPG principles prepared by The National Committee on Governance Policy (KNKG) and adjusted to the indicators in the Indonesia Governance Index (IGI) as well as the Evaluation of Local Government Performance (EKPPD). Moreover, this study wants to present an overview of GPG implementation in Indonesia's local government (Districts/Cities) for three years since 2013 to 2015 based on the proposed scoring. In this case this study will present an overview of GPG implementation and also the scoring limited to participation principle. This research uses quantitative descriptive analysis method by create mapping of IGI indicators with EKPPD with GPG principles by KNKG and IGI. The analysis drawn based on 508 Local Government during 2013-2015. Overall, GPG implementation especially on participation principles on Local Government shows an increasing trend for three years. Participation/Democracy Principle is characterized by the increasing stakeholder participation that can be seen from the increased cooperation with other local governments.

1. Introduction

One of the backgrounds of bureaucracy reform including improving the quality of good governance system in Indonesia is the incident of crisis that hit the world that happened at the end of the new order era and experienced by most developed countries and even developing countries is no exception Indonesia. But because of the occurrence of this crisis, then can see the ability to survive from companies that applied Good Corporate Governance (GCG) better than those who did not apply it

However, good governance does not seem to work effectively yet. because the success of the implementation of good governance is only felt in the business sector. Then The National Committee on Governance Policy (KNKG) formulated Good Public Governance (GPG) general guidelines in 2008 so that the three pillars of good governance which are government, business sectoral, and society can achieve success and maximum results.

GPG implementation basically has the same direction with New Public Management (NPM) concept which has been applied first. To perform an action that is intended to improve the efficiency and effectiveness of public services and public service organizations, and to have a view or values that promote accountability and improved delivery of public services is the definition of the implementation of new public management program stated by Heyer (2011). New Public Management continues to expand and subsequently New Public Governance (NPG) is emerge. But over time, the problems found were growing. and it turns out that this problem can't be solved only by applying NPM.

Then new public governance was applied which then now known as good public governance Parties outside the government also has made the identification of the principles of good public governance, in addition carried out by KNKG they carried out also by the Partnership for Governance Reform (The Partnership for Governance Reform) in collaboration with the Australian Agency for International Development (AusAID) stated in research by Gisamar et al. (2013). The Indonesia Governance Index (IGI) is the result of identification by the Partnership. IGI is the result of the rating as outlined in the index of Indonesian governance which becomes an independent institution of non-governmental

partnership is a comprehensive, measurable, and rich data tool that needs to be encouraged to be a reference for all stakeholders to evaluate the performance of local / municipal management whether it has been successful or not.

The government itself also conducts evaluations that can also be used to find out how well local governance is. Based on Law Number 32/2004, it is necessary to make guidance about evaluation to local government which one of them is Evaluation of Performance of Local Government Implementation (EKPPD).

Based on the discussion mentioned above, the purpose of this research is to know the result of comprehensive descriptive analysis of the application of Good Public Governance (GPG) principles especially the participation principle to local government in Indonesia year 2013-2015 based on the scoring result based on the principles of National Committee on Governance Policy KNKG) and the Indonesian Governance Index (IGI) measured based on IGI indicators and Evaluation of Local Government Performance (EKPPD).

2. Literature review

2.1 Agency Theory in the Public Sector

According to Jensen and Meckling (1976) the agency relationship in agency theory as a contract under which one or more persons (the principal(s)) engage another person (the agent) to perform some service on their behalf which involves delegating some decision making authority to the agent. However, in this agency relationship if both parties are maximized utilities, they will aim to maximize the interests of each party, resulting in agency problem in the form of differences in decision making between decisions taken by the agent (management) with the decisions which in turn improves the welfare of the principal (owner).

And according to Lane (2003) states that public organizations can apply agency theory. Rahim & Martani (2015) explained that local government is an agent in implementing government with its main stakeholders is the community so that information about the implementation of local government should be available for the community. According to Halim and Abdullah (2006) the agency relationship that exists in the public sector is the relationship between the legislature (principal) and the executive (agent).

Examples of agency problems that occur in the field of governance is sometimes the implementation or governance is only directed to the interests of a group of government officials only, and deviate from the goal of governance itself, or sometimes the policies that have been made by the government as a regulator is sometimes not oriented to the interests of society so the policy is only profitable for the government alone.

From the existing agency problem arises monitoring cost against the government as an agent in the form of criminal punishment, dismissal, or other punishment. So, to minimize these costs, the government often disclose information in the form of reports on government performance that has been done during a period and published to the public as the principal so that the public can monitor activities or actions and activities undertaken by the government so far and the government can be to account for it.

2.2 Good Public Governance

In his explanation Kooiman (1987) states that governance is a series of socio-political interaction process between government and society in various fields related to public interest and government intervention on those interests.

According to KNKG (2008) to create a conducive situation in order to implement the GPG, there are three related and interrelated pillars which consist of state, corporate world, and society. GPG should be formulated and implemented by the state as a basic guideline in exercising its authority, duties and functions. While the business world must formulate and implement Good Corporate Governance (GCG)

in conducting its business so as to increase national productivity. And the society should exercise effective social control over the performance of the duties, functions and authorities of the state.

2.2.1 Good Public Governance Principles Based on KNKG.

KNKG divides the five principles of GPG which are democracy, transparency, accountability, culture of law, fairness and equality. The basic principle in democracy contains three main elements of participation, recognition of differences of opinion and the realization of the common good. This principle is applied in the election process (elect and chosen) as the organizer of the state as well as in the process of organizing the country. The basic principle of the transparency is the provision of adequate and accessible information by stakeholders and disclosure elements. The basic principle of accountability is that it contains the clarity of function as an element in the organization and how to account for it. Legal culture has a basic principle that contains elements of law enforcement firmly without discrimination and obedience to the law by society based on awareness. And the last the basic principle of fairness and equity is the existence of elements of justice and honesty contained so that in its implementation can realize the equal treatment of the stakeholders responsibly.

2.3 Indonesia Governance Index (IGI)

IGI is a composite index that measures local good governance by referring to the ranking of objective criteria measured by 89 indicators and is a continuation of Partnership Governance Index (PGI) which has been done before and has been tested by Knowledge and Resource Center (KRC), which is a unit in the Partnership that also serves as a granary of knowledge, expertise, and experience in guarding governance reform in Indonesia.

The IGI assessment includes four arenas consisting of bureaucratic arenas, the government arena (political office), the arena of economic society, and the arena of civil society. When the four arenas can interact in a balance to create a synergy of development that gives results for the common good.

2.3.1 Good Public Governance Principles Based on IGI.

Of the various principles of governance, IGI chose 6 (six) which is considered the most appropriate to the socio-political conditions that exist in Indonesia. The six principles are participation, fairness, accountability, transparency, efficiency and effectiveness.

The principle of participation is to see the level of involvement of stakeholders in the policy-making process in every arena and sub-arena. while justice is a condition where policies and programs can be applied fairly to all parties (non-discriminatory) to status, race, religion, or gender. Then accountability is a condition in which when officials, institutions and public organizations in every arena are responsible for all their actions and responsive to the public. Then the transparency is a condition in which decisions have been made by public officials, non-governmental organizations and business institutions in every arena as well as a sub-arena open to the public to provide input, monitor and also evaluate and the conditions under which public information is available or accessible to the public. While efficiency is a condition in which the policies and programs undertaken have optimized the use of human, financial, and time resources. And the last is effectiveness is the condition where the objectives of the policy and the outcome of the program being run have achieved the expected objectives

2.4 Evaluation of Local Government Performance (EKPPD)

Evaluation of Local Government Performance (EKPPD) is a process of collecting and analyzing data systematically on the performance of local governance by using performance measurement system. In an effort to improve performance based on good governance principles EKPPD conducted to assess the performance of local governance.

Implementation of EKPPD is done by National Team, Technical Team, Regional Team and Secretariat of National Team

3. Research method

3.1 Research method

The method used in this research is descriptive analysis with quantitative approach. The purpose of descriptive research is to describe the mechanism of a process and create a set of categories or patterns. (Prasetyo, 2008).

After develop GPG scoring, we will then implement the scoring to assess the level of participation in local government in Indonesia. Based on those assessment, we will be able to present highest or lowest score for each local government.

3.2 Type and Source of Data

The type of data used in this study is secondary data. The secondary data in this research is in the form of EKPPD assessment work paper that has been filled with the assessment result for each indicator of local government at the districts / cities level throughout Indonesia during the period of 2013 until 2015.

3.3 Sample and Population

The population in this study is districts / cities government throughout Indonesia during the period of 2013-2015 as many as 1524 districts / cities government which each year as many as 508 districts / cities government. The trends in participation principle can be seen based on the result for these three periods.

3.4 Data analysis technique

3.4.1 Literature review. This research begins with a review phase of the literature that researchers collect a variety of information sourced and based on basic theoretical and legislation related to GPG.

3.4.2 Collecting information. Then the next step done by the researchers is to collect various information needed related to GPG principles mapping and comprehensive descriptive analysis of the assessment results or scoring on each GPG principles at all local governments at the district level in Indonesia during 2013 to 2015. In this case the information were collecting is limited to information related participation principle.

3.4.3 Mapping the GPG principles. The GPG principles used in this study are principles based on GPG General Guidelines released by KNKG and also GPG principles used in IGI conducted by the Partnership for Governance Reform. The GPG principles between the two sources are then compared. But in this case the research will be focused on participation principle.

After develop GPG scoring, we will then implement the scoring to assess the level of participation in local government in Indonesia. Based on those assessment, we will be able to present highest or lowest score for each local government.

Mapping EKPPD Indicators with IGI Indicators. After mapping the GPG principles from two different sources, the next step is to mapping each indicator to the each GPG principles. GPG assessment indicators used in this study are based on the indicators contained in the IGI and EKPPD. The IGI indicator is used in this study because IGI has divided its indicators into each arena as well as each principle, while the indicators EKPPD used to as a measurement tool in this research. The indicators

3.4.4 Used in EKPPD work papers are basically not classified according to GPG principles, therefore it is necessary to map the IGI indicator with the EKKPD indicator so that the EKPPD indicator used as the measurement tool in this research can be classified and identified into the suitable GPG principles.

Of the total indicator IGI initially amounted to 89 (eighty-nine) indicators, after mapping only 42 (forty-two) selected indicators, but specifically on the principle of participation there are only 7 IGI indicators that relate to 12 indicators of EKPPD. More details can be seen in table 1.

Table 1. Mapping of principles and indicators of participation.

Principle	IGI code	Indicators of IGI	The indicator (which relates) is a measuring instrument	Rationalization	Source of data
Participation	GIP1	Accommodation of district program proposal in district / city community consultations on development planning held annually from the village level (in January) to the national level (in May) (musrenbang) result	Number of programs of Local government development plan/s (RKPD) accommodated in Local government department/agency work plan/s (RENJA SKPD)	In the EKPPD indicator discusses how many local government programs contained in the RKPD are accommodated in the RENJA SKPD or those contained in the RENJA that are accommodated in RKA and DPA SKPD. While the indicators contained in IGI focus more on the programs that are still proposed in Musrenbang to be accommodated. So, it can be concluded that both of them are related because they have the same general objective of local government program accommodation.	EKPPD
			Number of programs of RENJA SKPD accommodated in Local government department/agency budget and work plan/s (RKA SKPD)		EKPPD
			Number of programs of RENJA SKPD that are accommodated in Budget implementation document of local government departments / agencies (DPA SKPD)		EKPPD
Participation	G2P1	Quality of public hearings of Draft local government budget (RAPBD) discussions or other financing	Number of local regulation (Perda) of the current year	Public hearings are usually conducted when regulations or policies are being formulated, including local regulations or budget plans. Therefore, the EKPPD indicator is considered to be related to the IGI indicator because the number of local regulations is considered to represent public hearings conducted during the formation until the formation of these local regulations.	EKPPD

Participation	G4P1	Quality of stakeholder hearings / interactions with the Governor	Frequency of cooperation with other regions	Cooperation can be considered as one form of interaction while other areas are stakeholders, so the EKPPD indicator is considered to be related because it is considered as a form of stakeholder interaction to a region and most likely related to the governor as regional leader either directly or indirectly. The higher the frequency of cooperation with other regions, then it is considered better the quality of the interaction.	EKPPD
	G3P1	Quality of public complaints channels in strengthening Regional representative assembly or local legislative assembly (DPRD) oversight function	Facilitation of community participation	Facilities provided to the public such as the web, bulletin boards, complaint posts, leaflets, and mobile cars can be a means for the community, including in the case of complaints that can assist DPRD function especially supervision. The unit of measure in this EKPPD indicator is a scoring that can represent how well the quality of the facility includes the grievance channel.	EKPPD
	C1P1	Communities provided by civil society organizations (CSO)s for advocacy and monitoring.	Performance Achievement Aspects Minimum Service Standards: Early Childhood Education (PAUD)	PAUD describes how big early age children who have received education at his age, it shows that early childhood can be a container of community involvement is characterized by the number of students who have received education at an early age	EKPPD
	C2P1	Community involvement by civil society organizations	Performance Achievement Aspect Minimum Service Standards: Integrated Health Pos (Posyandu)	Posyandu is considered to be related because posyandu can be considered as a forum for community involvement. This posyandu indicator indicates how active posyandu is available in the community environment which indicates the more active a posyandu, the higher the community involvement in it	EKPPD

	(CSO)s in community empowerment efforts	Family Welfare Movement (PKK) is active	the regional level. In practice the maintenance of the PKK is often filled by society who are also members. The PKK also has a basis for community empowerment, especially women or mothers in the local area. Therefore, these two indicators are considered to be related because the PKK actively describes CSO community involvement in community empowerment efforts	
E1P2	The involvement of business associations in the formulation of regional development policies	Availability of Planning document: Long term development plan both at local government level (RPJPD)	In long-term, medium-term, and short-term regional development planning will result in planning documents as well as policies including RPJPD, RPJMD, RKPD. In this planning, stakeholders are usually involved in the process in order to convey their aspirations and understandings including business associates who are also stakeholders. So that the existence of these documents is considered to represent a form of business association involvement also in the formulation.	EKPPD
		Availability of Planning document: Local go government medium term (5 year) development plan/s (RPJMD)		EKPPD
		Availability of Planning document: Local government work/development plan/s (RKPD)		EKPPD

3.4.5 Trend indicators on the GPG participation principle.

Indicator trends on the principle of participation in general at all district / city level governments across Indonesia are also of concern in this study. From the results of these trends can be known which indicator indicators that have experienced an increase or even decreased during the period of this study.

3.4.6 Factor Analysis.

Factor analysis according to Williams, Onsmann, Brown et al. (2010) is an important instrument used in the development, refinement, and evaluation of tests, scales, and measurements. In this study using factor analysis to reduce the variables in large numbers that are mutually independent into a group or smaller components called by factors with regard to and based on the relationship between these variables. In factor analysis, factor extraction is necessary. There are several ways to extraction factor, but in this research the extraction factor used is through Principal Component Analysis (PCA). Netemeyer, Bearden et al. (2010) suggests PCA is considered more useful if researchers originally developed an instrument with multiple items and were interested in reducing the number of items.

3.4.7 Scoring and Rating.

After each indicator has been filled with value data, then performed data processing using Principal Component Analysis technique through Statistical Package for the Social Sciences (SPSS) 23.

After each local government the district / city level has obtained the scoring result on the principle of participation then done the ranking based on the scoring result in each principle to know 5 (five) local government at district / city level with the result of scoring on the quality of applying the principle of participation. It also serves to know which local governments still need improvement and improvement in the application of GPG principles, especially the principles of participation and what indicators are key in terms of improving GPG quality to the local government.

4. Discussion

4.1 Results of Data Processing on Principles of Participation

The following is the result of data processing on the principle of participation starting from the trend of the indicators on the principle of participation, doing factor analysis, up to scoring and ranking on the principle.

4.1.1 Trends Indicators Principles of Participation.

From 12 (twelve) indicators present in the principle of participation, then will be divided into four categories of measurement units, namely percentage, quantity, scoring (0-5), and "exist" / "not exist" (1/0). the average indicator trend has increased.

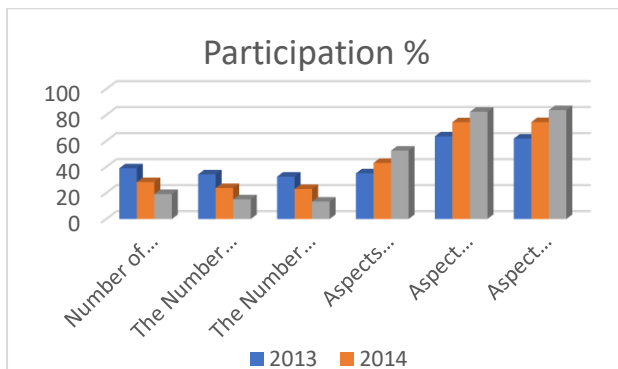


Figure 1. Trends Indicators Principles of Participation (percentage)

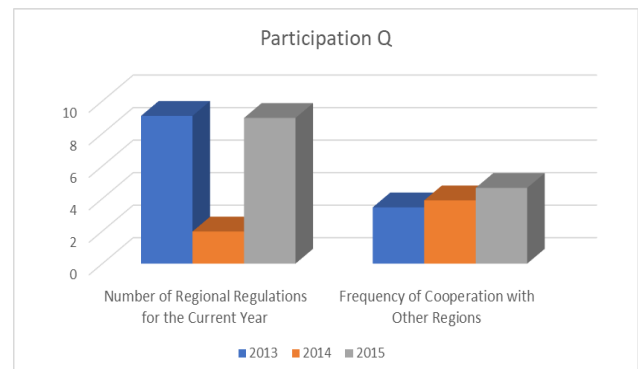


Figure 2. Trends Indicators Principles of Participation (quantity)

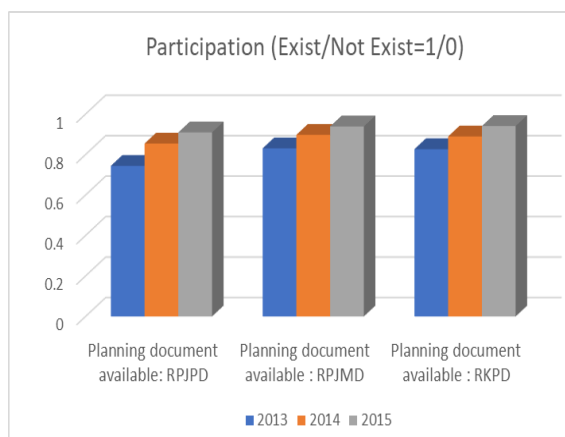


Figure 3. Trends Indicators Principles of Participation (exist/not exist = 1/0)

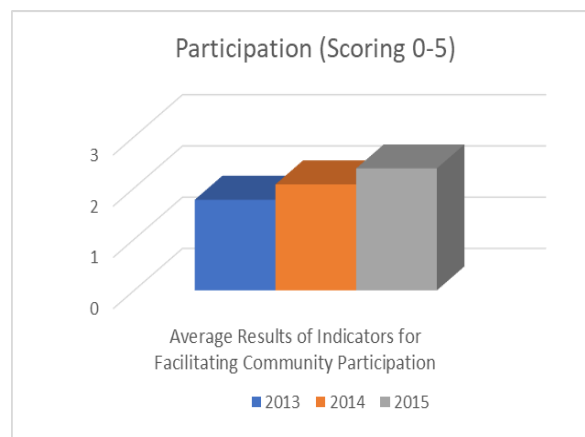


Figure 4. Trends Indicators Principles of Participation. (scoring 0-5)

4.1.2 Factor Analysis Principles of Participation.

From 12 (twelve) variables that exist on the principle of participation, 11 (eleven) of them entered into data processing using factor analysis because it has met anti image testing.

As many as 1046 samples can be used in the test because it has met the criteria of testing on descriptive statistics. In table 2 it can be seen that the KMO value of the principle of participation reached 0.757, which means it has exceeded the minimum required limit of 0.50 and Bartlett's Test p-value of this principle is also less than 0.05 meaning significant variables so that the data on the variable the principle of participation can be further analyzed.

Table 2. KMO & Barlett's Statistics Test Construct Principles of Participation.

KMO and Bartlett's Test			
Kaiser-Meyer-Olkin Measure of Sampling Adequacy			.757
Bartlett's Test of Sphericity	Approx. Chi-Square		4011.030
	df		55
	Sig.		0.000

In addition to KMO, the other stages of Anti Image. as mentioned earlier, that the selected variables in this study are as many as 11 variables because it meets the criteria on Anti Image. The criteria required in this Anti Image testing is the value that must be achieved on each variable that is at least 0.50. Variables that do not meet the criteria in Anti Image measurement are 'Availability of RPJMD Planning Document' because this variable does not meet the minimum threshold value in Anti Image measurement. So, for the variable that does not meet the minimum threshold value must be issued because it can't be analyzed further.

The next step is to perform component extraction using Principal Component Analysis (PCA) method. Table 3 shows the results of component extraction using the PCA method and from these results are formed three components that are considered to represent the principle of participation.

Table 3. Statistics Total Variance Explained in Constructive Principles of Participation.

Total Variance Explained							
Component	Initial Eigenvalues			Extraction Sums of Squared Loadings			Rotation Sums of Squared Loadings
	Total	% of Variance	Cumulative %	Total	% of Variance	Cumulative %	Total
1	3.191	29.007	29.007	3.191	29.007	29.007	3.072
2	1.386	12.596	41.603	1.386	12.596	41.603	1.817
3	1.081	9.830	51.433	1.081	9.830	51.433	1.465
4	.988	8.983	60.416				
5	.986	8.961	69.376				
6	.935	8.500	77.876				
7	.806	7.331	85.207				
8	.722	6.560	91.767				
9	.592	5.382	97.149				
10	.259	2.356	99.505				
11	.054	.495	100.000				

Before extracted there are 11 independent variables but after extraction then formed 3 components that have eigen value more than 1 and each component consists of correlated variables. These three

components are considered to explain the variation of all data on the principle of participation of 51.433%. Then from the three components can be seen the variables included into each component based on the largest loading factor as can be seen in table 4.

Table 4. Results of PCA Method Reduction Principle of Participation

Pattern Matrix			
	Component		
	1	2	3
P_ Number of programs of RENJA SKPD accommodated in RKA SKPD	.974	.035	.007
P_ Number of programs of RENJA SKPD accommodated in DPA SKPD	.964	.036	.019
P_ Number of programs of RKPD accommodated in RENJA SKPD	.900	.015	.001
P_ Availability of Planning document: RKPD	-.222	-.128	-.056
P_ Facilitation of community participation	.082	.733	-.120
P_ Performance Achievement Aspects Minimum Service Standards: Early Childhood Education (PAUD)	.038	.633	.116
P_ Number of local regulation (Perda) of the current year	.110	.543	-.061
P_ Facilitation of community participation	-.373	.458	.118
P_ Performance Achievement Aspect Minimum Service Standards: Integrated Health Pos (Posyandu)	.170	.008	.784
P_ Performance Achievement Aspect Minimum Service Standards: Family Welfare Movement (PKK) is active	-.087	-.084	.763
P_ Availability of Planning document: RPJPD	-.019	.018	.326

The three components formed from the grouping results on the principle of participation are then named according to the substance of the constituent variables. The new name of the grouping results can be seen in table 5.

Table 5. Breakdown Component Principle Participation according to PCA

Variabel	New Component Name	Factor Loading (%)
Number of programs of RENJA SKPD accommodated in RKA SKPD	Accommodation Program	56%
Number of programs of RENJA SKPD accommodated in DPA SKPD		
Number of programs of RKPD accommodated in RENJA SKPD		
Availability of Planning document: RKPD		
Facilitation of community participation	Provision of Public Facilitation	24%
Performance Achievement Aspects Minimum Service Standards: Early Childhood Education (PAUD)		
Number of local regulation (Perda) of the current year		
Facilitation of community participation		
Performance Achievement Aspect Minimum Service Standards: Integrated Health Pos (Posyandu)	SPM Achievement On	19%

Performance Achievement Aspect Minimum Service Community
Standards: Family Welfare Movement (PKK) is active Participation
Availability of Planning document: RPJPD

4.1.3 Results Scoring and Ranking Principles of Participation.

From the scoring on the principle of participation for three years that is 2013-2015 the highest value ever achieved by the Riau Islands provincial government, especially the city government of Batam amounted to 3.570757 in 2015 as can be seen in table 6. This is supported by the number of programs Long Term Plan Work Unit Local (RENJA SKPD) Batam city government accommodated in Work Plan and Budget (RKA) and Document of Budget Implementation (DPA) SKPD very high. Which means that existing programs on long-term planning are attempted to be accomplished one of them by accommodating the long-term programs to be incorporated into the work plan and the annual budget of Batam city government.

Table 6. Five Local governments with the highest rank on the principle of participation (2013-2015)

Year	Province	District / City	Score
2015	Prov. Kepulauan Riau	City of Batam	3.570757
2013	Prov. Kalimantan Selatan	District of Banjar	2.75741
2013	Prov. Sumatera Selatan	District of Komering Ulu Timur	2.699443
2014	Prov. Jawa Tengah	City of Magelang	2.696311
2013	Prov. Lampung	City of Bandar Lampung	2.600045

Meanwhile, based on the lowest scoring on the principle of participation during the year 2013-2015 obtained by the government of North Sumatra province, especially in Karo district government as can be seen in table 7. Even the Karo district government gets the lowest score for two years, 2014 and 2015.

Table 7. Five Local governments with the lowest rank on the principle of participation (2013-2015)

Year	Province	District / City	Score
2014	Prov. Sumatera Utara	District of Karo	-1.77172
2015	Prov. Sumatera Utara	District of Karo	-1.34263
2015	Prov. Riau	District of Bengkalis	-1.31958
2013	Prov. Jawa Tengah	District of Brebes	-1.30927
2014	Prov. Sulawesi Selatan	District of Toraja Utara	-1.27933

5. Conclusions, limitations, and recommendations

Based on the results of research analysis on the application of good public governance principles to the indicators contained in the IGI and EKPPD at the local government at the districts/cities level, the following conclusions are obtained. First, it proves some indicators related to GPG especially on the principle of participation that exist in IGI can be related to each other with EKPPD indicator because it has a meaning that is not much different. GPG scoring is very useful because it combines IGI indicators with EKPPD indicators so that less subjectivity. Because if the scoring is done without based on the indicators used in GPG assessments such as IGI, then the level of subjectivity is quite high. This assessment can be used by the central government to give the best GPG awards to local governments that get the best GPG scoring results. And for local governments that have poor GPG scoring results, through this research can be identified what components still need improvement. It is expected that further research can be developed and carried out in the form of a Forum Group Discussions (FGD) in order to further strengthen the validity of assessment instruments. In this case, the city of Batam

obtained the highest scoring results on the principle of participation, especially in 2015. Based on the results of Pratiwi & Sari (2017) research, the Batam city government has involved the community in the Musrenbang, but more involvement from the community is needed in the public service in Batam. Second, there is still no assessment of evaluation of GPG implementation especially in participation principle on local government conducted by central government. The central government's evaluation is still limited to performance evaluation, then the central government needs to make or develop an assessment of the application of GPG to local governments in Indonesia. Third, this study has not been able to present the scoring results of all local governments during the study period. This study is limited to the presentation of five local governments with the highest and lowest ranks in each year and during the study period. It is hoped that further research will be able to present the overall value more fully by presenting the scoring result to all local government in Indonesia during the research period so that it can be seen the scoring trend in every local government.

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