An Overview of Good Governance of Local Government During the Covid-19 Pandemic in Indonesia

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Abstract: This study aims to assess the quality of the implementation of good governance in 34 provincial governments in Indonesia before and during the CoViD-19 pandemic using the Principal Component Analysis method to determine the governance index sourced from the KNKG which includes the principles of democracy, the principle of transparency, the principle of accountability, the principle of legal culture, and the principles of fairness and equality. The findings show (1) the average value of the governance index in Indonesia during the covid 19 pandemic was only 58.24 with the predicate "medium" so that the quality of good governance of the provincial government in Indonesia is still not good, especially in the aspects of transparency, accountability and legal culture; (2) Bali Province is the best provincial government in Indonesia in implementing good governance, while North Maluku Province is the province with the worst good governance quality.

Keywords: Good Governance, Principal Component Analysis, CoViD-19 Pandemic

1. Introduction

The presence of the concept of good governance is revolutionary enough to present good governance for developing countries [1]. The presence of this concept has become good news for developing countries which continue to be plagued by economic problems, poverty and hunger triggered by poor government administration, corruption is still high, collusion, nepotism and budget misuse [2].

Governance issues in Indonesia, particularly in the public sector, have received considerable attention since the mid-2000s, when on November 30, 2004 the government formed a National Committee on Governance Policy with the task of expanding the scope of corporate governance in the public sector. This coverage expansion is because the concept of good governance is believed to be able to (1) improve people's welfare, (2) create a healthy business climate, (3) increase competitiveness, and (4) be very effective in avoiding deviations and as an effort to prevent corruption and bribery through efficient and effective state administration [3]. This is supported by [4]–[6] which stated that the application of good governance in government organizations will be able to significantly increase economic growth and welfare both under normal conditions and during times of crisis. global economy. Susanto et al., (2015) stated that the implementation of good governance in government organizations will be able to improve the quality of public services. Shleifer & Vishny (1997) stated that the application of good governance in an organization will be able to overcome agency problems. Dwiyanto (2014) stated that the implementation of good governance will

improve the quality of public services, reduce corrupt practices, and the government will become more concerned with the interests of the people.

The Worldwide Governance Indicators data for 2017 to 2019 places the Indonesian government in a position below Singapore, Brunei Darussalam and Malaysia [10]. This shows that the quality of good governance carried out by the Indonesian government is still not good, and the quality of this good governance will have a negative impact on various sectors, such as the growth and development of corrupt practices [11], [12]; slow economic growth [5]; increasing poverty [6]; slow welfare [4] and declining public trust [13].

In December 2019 the world was shocked by the outbreak of the covid-19 virus originating from Wuhan-China, until 2020 it has infected more than 188 countries. World Health Organization (WHO) declared it a world health emergency [14]. The spread of this virus to Indonesia in March 2020 and until the end of December 2020 had infected 743,198 people [15]. The outbreak of the covid-19 virus has had an impact on various aspects including the global economic downturn [16]; declining quality of education in Ghana [17]; decreasing in transport activity in France [18]; decreasing in physical activity in 187 countries [19]; declining in stock price indexes in China, Europe and America [20]; improving air quality in India [21]; increasing the risk of mental disorders in China [22]. However, the impact of the outbreak of the covid-19 virus on the quality of good governance in Indonesia in particular has not been a concern of researchers. For this reason, this study aims to assess the quality of the implementation of good governance of the provincial government in Indonesia during the covid-19 pandemic. The results of this study are expected to contribute to the development of knowledge, especially about the quality of the implementation of good governance during the covid-19 pandemic and also alternative measurements of good governance. In addition, the results of this study are expected to contribute to improving the quality of local government organizations in Indonesia.

Research on how the quality of the implementation of good governance during the covid-19 pandemic has not yet attracted the attention of researchers in Indonesia, so this research is very interesting to study further. The covid-19 pandemic has forced everyone to keep their distance and work from home by using online services to prevent the spread of the virus in the community. This of course will disrupt the running of government administration, where many public services cannot be served optimally due to the limited technological infrastructure owned by each local government. This condition will result in the disruption of the quality of good governance such as: community participation, transparency, accountability, and equality in public services due to limited community activities and limited technology from each local government to accommodate online services.

The novelty of this research lies in the measurement side, where good governance is measured using a governance index based on the good governance principles of the KNKG which is processed using the Principal Component Analysis method [11], [23]. The use of the Principal Component Analysis method is intended to assess the quality of each principle of good governance considering that the measurement that has been used so far is in the form of a governance index from institutions such as the World Bank through The Worldwide Governance Indicators and The Partnership for Governance Reform, which is already in the form of an index. This research is the development of research by [11] where in this study the measurement of the governance index is based on the principles of good governance from the KNKG (covering: principles of democracy, transparency, accountability, legal culture as well as fairness and equality) which is processed using the Principal Component method. Analysis. In the research of [11] the measurement of the governance index is based on the principles of accountability, fairness, decentralization, transparency, professionalism and responsiveness

which is processed using the Principal Component Analysis method.

2. Literature Review

This study uses stakeholder theory as the main theory. The theory states that the company is not an entity that only operates for its own sake but must provide benefits to all stakeholders in order to help management increase organizational value creation and minimize losses [24]. The use of stakeholder theory is based on the argument that as an organization, local governments must of course be able to provide benefits to all stakeholders (including local governments and the community). To be able to provide maximum benefits to all stakeholders, government organizations must internally make various improvements in the administration of their government. One of the concepts of governance that is currently considered the best is the concept of good governance.

The KNKG (2008) states that good governance is a guide to running an honest and fair government with the principles of democracy, transparency, accountability, legal culture as well as fairness and equality. Good governance is also good governance to regulate the pattern of relations between government, business and society [25]. The application of good governance in an organization has positive impacts, including: increasing economic growth [4], [5]; improving people's welfare, creating a healthy business climate, increasing competitiveness, minimizing deviations [3], [9]; improve the quality of public services [7], [9]; minimize agency problems [8]. Measurement of good governance generally uses a governance index published by certain institutions such as the World Bank through The Worldwide Governance Indicators and The Partnership for Governance Reform as done by [4]–[7] with a rating scale ranging from 1 = very poor to 10 = very good. In addition, the governance index can be processed using the Principal Component Analysis method [11], [23].

3. Methodology and Data Analysis

The study was conducted on 34 provincial governments in Indonesia during the 2020 period, where 2020 is the year in which the transmission of the covid-19 virus in Indonesia began. Determination of the governance index using the Principal Component Analysis method, where each principle of good governance from the KNKG includes the principle of democracy, the principle of transparency, the principle of accountability, the principle of legal culture and the principle of fairness and equality, the index value is calculated based on existing measurements. After that, they are added up and the average value is calculated. This average value is the governance index value calculated using the Principal Component Analysis method. The criteria used to assess the quality of good governance are guided by The Partnership for Governance Reform (Kemitraan), where the governance index scores 1– 2.29 (very bad), > 2.29–3.57 (poor), > 3.57 –4.86 (tends to be bad), > 4.86–6.14 (moderate), > 6.14–7.43 (tends to be good), > 7.43–8.71 (good) and > 8.71 –10 (very good). The assessment of the quality of the implementation of good governance of the provincial government in Indonesia during the covid-19 pandemic was carried out by giving the predicate on the value of the governance index calculated using the Principal Component Analysis method for each local government based on the criteria guidelines from The Partnership for Governance Reform (Kemitraan) above. The data of this research were obtained from BPS-RI and BPK-RI. The measurements for each principle of good governance from the KNKG are as follows:

Democracy contains three main elements, namely participation, recognition of differences of opinion, and the realization of the public interest. The principle of democracy must be applied both in the process of selecting and being elected as state administrators and in the process of

state administration. The implementation of democracy in Indonesia is measured using the Indonesian Democracy Index [26], [27].

Transparency contains elements of disclosure and the provision of adequate and easily accessible information to stakeholders. Disclosure of Local Government Financial Reports (LKPD) is a measure of transparency as research conducted by [11], [28], [29]. The measurement of disclosure is carried out by comparing the disclosures in the LKPD compared to mandatory disclosures according to the Government Accounting Standard Guidelines [11], [30].

Accountability contains elements of clarity of functions within the organization and how to account for them. The level of accountability is measured by the level of follow-up on recommendations from the previous year's examination results plus those that cannot be followed up divided by the total recommendations [11], [31]. The higher the TLRHP level, the higher the local government's willingness to improve the administration of state finances properly so as to create GGG implementation that reflects a government free from corruption.

Legal culture contains elements of strict law enforcement indiscriminately and obedience to the law by the community based on awareness. Legal culture must be built so that state institutions and state administrators in carrying out their duties are always based on the belief to adhere to the provisions of the applicable laws and regulations. Legal culture in this study was measured by the level of completion of criminal acts by law enforcement officers [32], [33].

Fairness and Equality contain elements of fairness and honesty so that in its implementation, equal treatment of stakeholders can be realized in a responsible manner. Fairness and equality are measured by using an audit opinion, namely if you get a WTP opinion you will get 5 points, a DPP WTP opinion will get 4 points, while a WDP opinion will get 3 points, a TW opinion will get 2 points and a TMP opinion will get 1 point [11], [30].

4. Research Result and Discussion

The number of provincial governments in Indonesia to date is 34 provinces spread across Sumatra with 10 provinces, Java region with 6 provinces, Nusa Tenggara region with 3 provinces, Kalimantan region with 5 provinces, Sulawesi region with 6 provinces, Maluku region with 2 provinces and Papua region with 2 provinces.

During the covid-19 pandemic, the quality of implementation of good governance in provincial governments in Indonesia based on the Principal Component Analysis method resulted in 1 provincial government with "good" good governance quality and 17 or 50% provincial governments with good governance quality "tends to be good" and 16 or 47 % of provincial government with "medium" quality of good governance. The provincial government with "good" quality of good governance is the Bali Provincial Government with an index value of 72.22 which is included in the Nusa Tenggara region, the provincial government with "good" quality of good governance is in the Sumatra region (4 provinces), Java (6 provinces), Nusa Tenggara (1 province), Kalimantan (5 provinces) and Sulawesi (1 province), while provincial governments with "medium" quality of good governance are located in Sumatra (7 provinces), Java (1 province), Nusa Tenggara (2 provinces), Kalimantan (1 province), Sulawesi (6 provinces), Maluku (all provinces) and Papua (all provinces). Bali Province is a provincial government in Indonesia which has the highest governance index value of 72.22 with a "good" predicate, followed by Banten Province and Bengkulu Province, which means that the Bali Provincial Government is the best province in Indonesia compared to other provinces in administering government based on democratic principles, transparency, accountability, legal culture, fairness and equality. Meanwhile, North Maluku Province is the

lowest province for the quality of good governance implementation in Indonesia with a governance index value of 45.18 with the predicate "medium".

Based on the division of regions in Indonesia, the Kalimantan region is an area that on average is superior and has better quality in implementing good governance compared to other regions in Indonesia with an average governance index value of 64.18 with the predicate "tends to be good". while the Maluku region is the region with the lowest average quality of good governance with an average governance index value of 50.64 with the predicate "medium". The low quality of good governance in the Maluku region is due to the fact that the provincial government in the Maluku region is a province that is included in the top 10 provinces with a low level of welfare. The low level of welfare illustrates the low level of education, health level and income per capita of a region which will certainly hinder the implementation of good governance and make the quality of the governance index low, considering that the implementation of quality good governance requires quality human resources and also requires adequate funding large enough.

Nationally, the average value of the governance index in Indonesia during the covid-19 pandemic was only 58.24 with the predicate "medium" and of the five principles of good governance, the principle of fairness and the principle of democracy had the highest scores. This shows that the average quality of good governance of the provincial government in Indonesia is still not good, especially in the aspects of transparency, accountability and legal culture. The findings of this research are in line with the results of research by [34], [35] which stated that the quality of good governance in provincial governments in Indonesia is still not good due to multidimensional crises including moral crises, legal crises, crises of trust, political crises, and specifically for 2020 it may also be added due to the covid 19 pandemic. In full, the results of the governance index and the quality of good governance of the provincial government in Indonesia during the covid-19 pandemic are presented as follows:

Tabel 1: Governance Index and the Quality of Good Governance of the Provincial Government in Indonesia during the covid-19 pandemic using the Principal Component Analysis Method

No	Province	Principles of Good Governance					Index Governance	Predicate
		ID	IT	IA	ILC	IF		
SUMATERA								
1	NAD	79.97	47.06	7.41	38.27	100	54.54	medium
2	North Sumatra	64.33	35.29	42.17	68.17	100	61.99	tend to be good
3	West Sumatra	67.06	35.29	53.85	45.27	100	60.29	tend to be good
4	Riau	77.59	35.29	7.53	51.66	100	54.41	medium
5	Riau Islands	79.19	38.24	51.85	59.75	100	65.81	tend to be good
6	Jambi	68.71	35.29	1.96	68.86	100	54.96	medium
7	Bengkulu	70.71	38.24	41.11	83.59	100	66.73	tend to be good
8	South Sumatra	77.14	35.29	1.33	74.82	100	57.72	medium
9	Bangka Belitung	73.43	29.41	0.84	55.52	100	51.84	medium
10	Lampung	68.67	29.41	2.63	71.84	100	54.51	medium
	Mean	**72.68**	**35.88**	**21.07**	**61.78**	**100**	**58.28**	**medium**
JAVA								
11	Banten	73.78	32.35	70.00	61.36	100	67.50	tend to be good
12	West Java	65.50	38.24	40.91	74.96	100	63.92	tend to be good
13	DKI Jakarta	85.08	35.29	12.24	88.23	100	64.17	tend to be good
14	Central Java	72.17	38.24	30.99	76.48	100	63.57	tend to be good

No	Province	ID	IT	IA	ILC		IF	
15	DI Yogyakarta	80.82	41.18	8.06	36.93	100	53.40	medium
16	East Java	72.86	38.24	31.82	58.74	100	60.33	tend to be good
	Mean	**75.04**	**37.25**	**32.34**	**66.12**	**100**	**62.15**	**tend to be good**
NUSA TENGGARA								
17	Bali	82.37	32.35	71.43	74.93	100	72.22	good
18	West Nusa Tenggara	73.63	38.24	4.17	59.08	100	55.02	medium
19	East Nusa Tenggara	82.32	32.35	3.33	70.32	100	57.67	medium
	Mean	**79.44**	**34.31**	**26.31**	**68.11**	**100**	**61.63**	**tend to be good**
KALIMANTAN								
20	North Kalimantan	81.07	35.29	58.06	69.95	100	68.88	tend to be good
21	West Kalimantan	76.14	44.12	25.00	77.02	100	64.46	tend to be good
22	Central Kalimantan	71.27	32.35	50.00	72.19	100	65.16	tend to be good
23	South Kalimantan	79.92	38.24	2.56	75.93	100	59.33	medium
24	East Kalimantan	73.88	38.24	27.59	75.76	100	63.09	tend to be good
	Mean	**76.46**	**37.65**	**32.64**	**74.17**	**100**	**64.18**	**tend to be good**
SULAWESI								
25	Gorontalo	72.59	41.18	17.07	64.49	100	59.07	medium
26	North Sulawesi	77.77	44.12	2.17	53.74	100	55.56	medium
27	West Sulawesi	71.46	38.24	8.57	56.19	100	54.89	medium
28	Central Sulawesi	75.29	35.29	56.60	56.39	100	64.72	tend to be good
29	South Sulawesi	70.88	38.24	18.92	53.59	100	56.32	medium
30	South East Sulawesi	74.32	41.18	8.00	69.60	100	58.62	medium
	Mean	**73.72**	**39.71**	**18.56**	**59.00**	**100**	**58.20**	**medium**
MALUKU								
31	North Maluku	72.10	35.29	2.44	56.09	60	45.18	medium
32	Maluku	75.51	35.29	45.45	24.25	100	56.10	medium
	Mean	**73.81**	**35.29**	**23.95**	**40.17**	**80**	**50.64**	**medium**
PAPUA								
33	West Papua	58.29	38.24	2.70	27.48	100	45.34	medium
34	Papua	62.20	32.35	42.50	62.41	100	59.89	medium
	Mean	**60.25**	**35.29**	**22.60**	**44.95**	**100**	**52.62**	**medium**
	Overall Mean	**73.77**	**36.85**	**25.04**	**62.17**	**98.82**	**58.24**	**medium**

Source: Processed Data, 2021

Information:

ID = Index of Democracy
IT = Index of Transparency
IA = Index of Accountability
ILC = Index of Legal Culture
IF = Index of Fairness

5. Implication and Suggestion for Future Research

Based on the Principal Component Analysis method, there is 1 provincial government with "good" quality of good governance, namely the Province of Bali and 17 or 50% of provincial governments with good governance quality "tends to be good" spread across

Sumatra to Sulawesi and 16 or 47% of provincial governments with The quality of good governance is "medium" which is spread from Sumatra to Papua. During the covid-19 pandemic, Bali Province was the best provincial government in Indonesia in implementing good governance, while North Maluku Province was the worst province for implementing good governance in Indonesia. In addition, the Kalimantan region is an area with higher quality in implementing good governance in Indonesia, while the Maluku region is an area with the lowest quality of good governance. Nationally, the average value of the governance index in Indonesia during the covid-19 pandemic was only 58.24 with the predicate "medium" and of the five principles of good governance, the principle of fairness and the principle of democracy had the highest scores. This shows that the average quality of good governance of the provincial government in Indonesia is still not good, especially in the aspects of transparency, accountability and legal culture. The implication of this finding is that the quality of good governance in Indonesia during the spread of the covid 19 virus is still not good and the use of the Principal Component Analysis method can be used as an alternative measurement of good governance, where so far the measurement of good governance uses an index issued by the Word Bank through The Worldwide Governance Indicators and The Partnership for Governance Reform. In addition, other implications that are expected from this finding are the birth of revisions to laws or government regulations/regional regulations regarding the implementation of good governance in government organizations which include the commitment and synergy of all interested parties including the community to realize the improvement of the quality of the principles of good governance as well as sanctions and rewards. This research was only carried out within the scope of the provincial government and also for a limited period, so it is hoped that further research will use the scope of the district/city government with a longer period to be more complete.

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